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The role of the secondary English as a second language teacher in the era of schools renewal

Don Carter
University of Wollongong
THE ROLE OF THE SECONDARY
ENGLISH AS A SECOND LANGUAGE TEACHER
IN THE ERA OF SCHOOLS RENEWAL

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ABSTRACT

The purpose of this study is to define the current role of the secondary English as a Second Language teacher in New South Wales Government schools in an era of major structural reforms. These major reforms of *Schools Renewal* will be considered and their affects on the role of the Secondary English as a Second Language teacher assessed. Issues such as the relationship between the economy and education, educational reforms and changes in the role of the secondary English as a Second Language teacher and school principal will be examined.

The study involves data-gathering from a state-wide survey via the Association for Teachers of English to Speakers of Other Languages, a case-study undertaken at a large co-educational Sydney High School and a series of semi-structured interviews with secondary English as a Second Language teachers and consultants.

A number of issues concerning the roles of the secondary English as a Second Language teacher and school principal emerge from this study as well as issues related to Department of School Education documents, school-based management and teacher workload. The study also makes a number of recommendations.
1.0 RATIONALE AND SIGNIFICANCE OF THE STUDY

The role of the secondary English as a Second Language teacher in New South Wales Government schools has been influenced by a number of factors. One major factor has been the series of reforms initiated by the New South Wales Government entitled *Schools Renewal*. These reforms for the majority of secondary English as a Second Language (ESL) teachers have provided a new set of challenges concerning their role and status within the school and for many, reinforced the uncertain nature of their teaching role. For many, it has challenged their professional autonomy and jeopardised the effective teaching of students from non-English speaking backgrounds. The growing power-base within the school appears to rest with the principal. As this power becomes consolidated, the identity and role for many secondary ESL teachers blurs and becomes less defined. The intention of this paper is to determine the current role of the secondary ESL teacher in NSW government schools in the era of *Schools Renewal*. A number of major reforms and innovations of *Schools Renewal* will be considered and the affects assessed.

This study is significant for a number of reasons. Secondary teachers of English as a Second Language are the major stakeholders in that the study aims to define their current role. In doing so, an attempt will be made to identify and analyse the role. A further aspect of significance is the importance of capturing the role of the secondary ESL teacher within the context of structural change in the New South Wales Department of School Education (DSE) and pin-pointing the Department of School Education current stance on the role of the ESL teacher. This study is also significant in that it identifies groups advantaged and those disadvantaged by *Schools Renewal*. 
1.1 Issues

A number of issues have been identified during the course of this study which impinge upon the role of the secondary English as a Second Language teacher. These issues require examination in order to accurately define the current role. The issues may be grouped under the following categories:

* Economic Theory and its Relationship with Education
  
  • strong links between the economy and education
  • economic rationalism as a driving force behind educational reforms

* Educational Reform
  
  • the reforms of Schools Renewal in New South Wales and the affects on ESL teachers
  
  • the changing school climate in the era of Schools Renewal

* The Role of the Secondary ESL Teacher
  
  • changes in the role of the secondary ESL teacher
  
  • the changing role of the school principal

In 1989, the NSW Government embarked on a major restructuring program entitled Schools Renewal. The Excellence and Equity document states that Schools Renewal argues for a fundamental reform of structures with a
major devolution of responsibilities and authority to the regional and school level so that reforms such as the school-based recruitment of staff and the grouping of primary and secondary schools into clusters occurs.

While *Schools Renewal* has seen many changes such as global budgeting, Schools Councils, promotion by merit, the introduction of Advanced Skills Teachers positions, the morale of secondary ESL teachers remains low. The reforms have done little to create a promotional structure for ESL teachers, ESL budgets and opportunities for professional development have been restricted, workloads for ESL teachers have increased and the consolidation of the power-base of the principal has created a range of additional concerns with which the ESL teacher has to contend.

1.2 Purpose of the Inquiry

The purpose of the inquiry is to define the current role of the Secondary ESL teacher in government schools within NSW. This will be done in the light of current changes in government and departmental policy. Major components of devolution such as global budgeting, Advanced Skills Teaching positions and so on, will be considered and their impact will be assessed. It is expected the study will also shed light on the current role of Secondary non-government ESL teachers. In order to exemplify the current role of the ESL teacher, a case study has been undertaken, focusing on the ESL teachers at Fairfield High School. This examination will then demonstrate how their roles exemplify the role of the ESL teacher at a regional and State-wide level.
Specific Aims:

* to identify the role of the secondary ESL teacher via a state-wide survey

* to explicate this role via a case study at Fairfield High school and semi-structured interviews with secondary ESL teachers and consultants

* to identify the current Departmental stand on the role of the ESL teacher

* to examine the extent to which the Department's view is being enacted at Fairfield High School and NSW schools generally

* to ascertain how the role of the secondary ESL teacher is perceived across NSW by ESL teachers and Department of School Education officers

* to ascertain what changes in education have impacted on the secondary ESL teacher and what effects these changes have had on the role of the ESL teacher.

1.3 Description of Study

This study involves the use of a case study conducted at Fairfield High School, a survey completed by secondary ESL teachers and a series of semi-structured interviews conducted with ESL teachers, consultants and administrators.

A case study at Fairfield High School was undertaken to establish the current role of ESL teachers within the school and to see how this exemplifies practices throughout the state. A number of interviews with the ESL
teachers and the Principal were carried out. The school's ESL policy was also examined.

A survey was devised and distributed to secondary ESL teachers who are members of the professional association, the *Association for Teachers of Speakers of Other Languages* (ATESOL). The survey was designed to elicit the views of secondary ESL teachers regarding their role and the impact of *Schools Renewal*. 740 surveys were forwarded through the Association's Newsletter. 94 responses were received, with 81 of these being suitable for analysis. The difficulty here is that ATESOL's data-base does not provide a breakdown of the number of members who are secondary ESL teachers.

The survey asked respondents to anonymously provide information in a number of areas and respondents were not obliged to complete every question. Part 1 was designed to identify the type of school where the ESL teacher is employed. This section also sought information on whether the teacher taught in a government or non-government school; the status of the teacher, whether Permanent, Permanent part-time, Casual-Supply or Casual-Relief; the number of days per week the teacher works; qualifications, including TESOL; General Teaching experience and ESL teaching experience; overseas experience and if teaching in a government school, the region. Part 2 of the survey sought to compile information about features of the schools with regard to ESL Program organisation and the reasons behind the choices and level of satisfaction with these program choices. Respondents were asked to provide a breakdown of duties including percentage of time spent on each duty, level of satisfaction and concerns. This was included to ascertain just how ESL teachers are spending their time and how profitable they feel these duties are. Part 3 of the survey requested written responses regarding the individual respondent's view of...
Schools Renewal and how factors such as global budgeting, flexible resource management and Advanced Skill Teacher positions had impacted on their role as ESL teacher. Respondents were also invited to comment generally on the state of ESL teaching.

A number of semi-structured interviews with ESL teachers, consultants and Department of School Education personnel were carried out. Questions were asked based around certain themes; semi-structured interviews were seen as appropriate in that they allowed both the interviewer or the interviewee to pursue issues of relevance and interest, rather than being constrained by pre-formulated questions. ESL teachers were asked about the number of ESL teachers in the school, the program organisation (team teaching, parallel teaching etc), who decided on this form of organisation, additional duties around the school, who was responsible for these duties and their view on the state of ESL teaching. Consultant and Department personnel were asked about their perception of Schools Renewal and its impact on the ESL teacher based on their current knowledge of schools and their ESL teachers.

2.0 BACKGROUND AND CONTEXT

To understand the impetus behind the numerous changes in NSW education and how these changes have affected the secondary ESL teacher, this study must consider the wider context of educational debate in the Western world and economic theory. These discourses inform and drive the current reform agenda.

The educational debate throughout the world in recent years has largely focused on notions of quality and concepts of efficiency, standards and
excellence. Features which characterise the debate are narrow curriculum, the testing of students, appraisal of teachers and the view that education is a commodity. In fact, this debate in reality has little or nothing to do with education, according to Smyth (1992:20). The contention here is that falling profits of the corporate sector and the huge shifts of international capital out of developed countries in order to take advantage of cheaper off-shore labour in South- East Asia, has meant that the restoration of profits in the corporate sector can only be achieved if there are massive cuts in public sector spending. This involves the dismantling of centralised education system, one that has traditionally supported teachers and replacing it with a "free market" ideology of "competition" and "choice".

A major ideological position underlying the changes in education is economic rationalism. Some basic principles of this ideology are the opposition to a government role in education, opposition to government role in industry and commerce, a view that the "free market" should operate in education and the perception of government as being inefficient, non-competitive, bureaucratic and unresponsive to consumers (Bessant 1992:1). It promotes the reduction of income tax rates, especially for those paying the highest marginal rate and has been instrumental in the shift from egalitarianism and support for universal welfare to individualism (Angus 1992: 388). Ross Parish, Economics Professor at Monash University, stated that if the government wished to improve the education system, it "should get out of the business of education altogether... let it be bought and sold like any other goods." (from Bessant 1992:1).

Michael Pusey from the Department of Sociology, University of New South Wales, defines economic rationalism as "...that doctrine which insists one-sidedly, illegitimately, ideologically and destructively, that economies,
markets and money can always at least in principle deliver better outcomes than states, bureaucracies and the law" (1992:6). Pusey states that economic rationalism reduces public services to the production of economies. It has placed economists, consultants, accountants in privileged positions and imposed a "private sector analogy of context-free management" (1992:6). The result of this has been a devaluing in the professional expertise of engineers, health-care professionals, social workers, agriculturalists and educationists. The overt effects of this ideology in schools can be seen by those schools who now run small businesses to raise extra funding.

This is the ideology which drives the notions of "devolution" or "decentralisation". The rhetoric involves more democratic community involvement, more parental choice, schools that will be better managed and schools that will be more effective. What it actually delivers is quite different: schools become pitted against each other for students and resources, teachers are rewarded for what they produce, students are assessed against nationally determined yardsticks (Codd 1992 in Smyth 1992:20). These features have incubated in an increasingly competitive school atmosphere where the "cult of managerialism", task-orientation and individual competitiveness flourish in the "Curriculum Vitae" culture which now provides the impetus for teacher involvement in the running of the school.

Linked to the ideology of economic rationalism is the current depiction of contemporary Australian society as one in crisis. Elements of this crisis are the breakdown in the stability of the traditional family, youth indiscipline, high unemployment, deficit, public debt and a general lack of respect for traditional values. Australia is seen as being deficient in education and its workforce, particularly in the areas of science and technology. These two
areas are seen as being critical for the "quality and flexibility" of the labour force. The conservative call is for strong, pragmatic government action "to restore efficiency in the market place, to reduce bureaucratic wastage and to restore links between education and the economy" (Angus, 1992: 380). The belief is that the problems of education may be remedied through the imposition of the discipline of the market (Pusey 1991, quoted in Angus, 1992:381). The conservative agenda believes that themes such as excellence, competition and consumer choice are at the heart of the panacea for education and that the facilitation of an educational market will increase parental choice amongst schools and the resultant competition and consumer pressure will lead to higher educational standards and an education system that is more closely relevant to the needs of the labour market. The assumption apparent here is that competition and relevance to the labour market will lead to greater efficiency in education, reduced wastage in human capital and an increase in educational quality and productivity. All this will contribute to the "national interest" (Angus 1992).

The dominance of economic rationalism in the educational reform agenda demonstrates the strong relationship between the economy and teaching. The affect of the economy on schools should not be underestimated. The authors of the Organisation for Economic Cooperation and Development (O.E.C.D.) *The Condition of Teaching* stated that there is a chain of causation - "... a healthy society and economy means a well-functioning education system which means an active, motivated and highly competent teaching force" (1989:4).

In 1972, the economic circumstances of Australia, and in fact, the Western world were very different. Levels of funding were also very different. The themes in education were experimentation, localisation, fragmentation,
cultural relativism and democratic forms of management. These themes sprang from a huge injection of funds into education during 1972, the era of the Commonwealth Government's report on education entitled *Schools in Australia* (the Karmel Report). This era saw the breakdown in the assumption that Australian education was aimed at a culturally homogenous group of students.

By 1979, the Fraser Government's major education report, the Williams Report, heralded a view of education based on the national economic interest. Human capital and the labour market were the key focus areas with the underlying belief that education was about the profitability of industry and jobs. Targeted Education Programs in schools targeted "at risk" students to make them more employable (Angus 1992:87). This era saw the beginning of a shift in the perception of the role of education which began to be clearly and strongly linked to industry.

The 1980s saw a stark contrast in funding to the Karmel Report years. There was a new public concern to scrutinise the public service, including education. This scrutiny obliged the public service to demonstrate its effectiveness through new forms of accountability. The education reports from around Australia during this decade such as *Education and Change in South Australia* (1982), *Northern Territory Schools: Directions for the '80s*, *The Challenge of Change* (ACT), *Education in Western Australia* (1984) and *Education 2000: Issues and Options for the Future of Education in Queensland* (1985), were markedly different in direction and tenor from the Karmel Report. The focus had shifted from the educational inputs and the provision of more resources to an emphasis on "value for money" through the more efficient use of existing resources to achieve more clearly specified outcomes.
The strong link between the economy and education was again evident in the *Commonwealth Schools Commission* report (April 1985: 1/2). This report outlined the effects of an overall deterioration in the Australian labour market as contributing to fewer and significantly decreased employment opportunities for teenagers; increased retention of students in the post-compulsory years of schooling; changes in the composition of students in the post-compulsory years in interest and academic ability; the growing significance of formal educational qualifications for employment; and increased numbers of students experiencing educational disadvantage due to factors such as poverty.

During this decade, the ESL teacher's role was enlarged in response to programs such as Participation and Equity and the Child Migrant Education Program (CMEP). The role also widened to encompass multicultural education. The guidelines relating to the use of Child Migrant Education Program funds had been strongly linked to English language instruction. When the Schools Commission took over responsibility for the program, it extended the list of valid uses for the funds to allow authorities and schools to initiate a wider scope of activities which aimed at fostering multicultural attitudes, skills and knowledge in all students (Campbell 1984:12). Campbell stated that "So long as migrant education funds could be used for general multicultural activities and were included within the Recurrent Grants Program, the guidelines were almost maximally flexible." (1984:12) Though back in 1979, when both the migrant and multicultural programs were established outside the general Recurrent Grants program with separate guidelines, the recommendations relating to the use of CMEP funds gave special emphasis to developing proficiency in English language. The introduction of the Participation and Equity Program also extended the role of the ESL teacher who became involved moreso with aspects such as
language perspectives across the curriculum, community languages and multicultural perspectives (Cruickshank 1989).

Other trends which emerged during the 1980s and which continue today, include a general growth in the number of schools and a marked increase in the student population; increased parent and community expectations for more and better education for their children; increased immigration and changes to the ethnic, linguistic and cultural backgrounds of the Australian population; changes in the nature of employment opportunities in a post-industrial economy increasingly focused on service industries and information technologies; and changes to social institutions, including the composition, nature and structure of families. This has been the fluid context within which the secondary ESL teacher has been working.

The Fraser Government's view of education helped form the basis of current initiatives which demonstrate the strengthening link between education and industry. According to Barcan (1992:107), a more vocational instrumental curriculum appeals to employers, politicians and parents, which has become increasingly more apparent in recent years. The Australian Education Council Review Committee delivered a report called Young People's Participation in Post Compulsory Education and Training (the Finn Report), in which "the committee looked at a wide range of policy which sought to heighten levels of skill resident in Australian labour pools, with a view to impacting positively on the national economy. It was premised on the School's Council report of 1987 which associated school retention rates with the country's earning potential." (Education Australia 14: 13) The subsequent Meyer Report outlined a number of employer-related competencies for general education and has heightened the focus and debate on post-compulsory education and school/industry links.
The late 1980s and early 1990s have seen shrinking educational budgets around the world requiring education departments and schools to do more with less money. This has promoted economic rationalism as an attractive ideology. In 1989, the Committee of Review of New South Wales Schools in the document entitled *A Discussion Paper: Some Key Issues Arising from the Submissions* reported on the submissions forwarded from members of the public and various organisations. The parameters were outlined:

2. Examine ways of further improving the quality of education in N.S.W. schools, bearing in mind the following:
   - the need for continuing public expenditure restraint

   (Carrick 1989: iii)

The contention from two commentators (Angus and Smyth) is that the way to manage this shrinkage in educational budgets is to strengthen central power while appearing to devolve power further down the line. In 1988, the Commonwealth Minister for Employment, Education and Training released the document *Strengthening Australia’s Schools*. This, according to Angus (1992) was an attempt to establish a national agenda for education in the '90s. At the core of this attempt were the concepts of national testing and centralised curriculum. The rhetoric however, was of devolved responsibility, the direct introduction of business principles and management techniques into educational leadership, privatisation and the deliberate development of the educational process and curriculum as commodities for the market-place. As Angus (1992: 383) states:

"These measures represent direct state intervention in redefining the nature of schools as social institutions. Schools are to operate within market conditions and education is regarded as a commodity."
Pusey (1992) contends that in comparison to 20 OECD nations, Australia already had a small public sector and low levels of taxation. At the end of 1992, the public sector was half of that of Norway, Sweden and Denmark. General outlays to government put Australia among the very lowest in the OECD and the proportion of those outlays which is redistributed to the needy is also currently the lowest in the OECD.

This doctrine has provided the economic backbone Public Education in the major and far reaching changes recently experienced in New South Wales Public Education. These changes have at times, provoked strong reactions from teachers, parents and bodies such as Parents' and Citizens' Associations. The effects of these changes have been felt at all levels in the system: from the dismantling of Head Office in Sydney, through to classroom teachers and their promotion.

Reports which have impacted on the Department of School Education and schools in particular are:

- *Education Reform Act 1990.* (NSW Government)


The Education Reform Act and the Carrick Report highlight the rezoning of schools. This aspect has been promoted in the Schools Renewal reforms as a major innovation in the provision of "choice". The concept of "choice" was once seen in connection with equity in the context of a school providing choice and diversity of programs on offer to students. The concept now applies more so to parents in the choice of schools, so that the full market range is offered. Parents now are able to choose between selective high schools, Centres of Excellence and the local comprehensive high school (Angus 1992:381/382).

The School-Centred Education Report (The Scott Report) has perhaps had the greatest impact. This report recommended vast restructuring of the Department and the devolution of responsibilities to a regional level. A new organisation of school 'clusters' was set up, each having its own cluster director who is accountable for the administrative and educational performance of schools within the cluster. Each region was required to establish an average of four Education Resource Centres.

Schools have been required to develop their own renewal plans, select the type and level of professional development which supports the school's plan. Promotion by merit has been introduced, replacing the "List" system and it was recommended that schools be staffed predominantly through selection and appointment at the local level on the basis of merit.

The Flexible School Resource Management Trial is another innovation with potentially far-reaching effects. It has a central aim of flexibility across different categories of staff where schools are given greater flexibility in "determining staff component to fulfil student needs" (p.010). Specialist skills are to be encouraged at the classroom level in areas such as ESL. In
this way, it is possible that schools make decisions to use their ESL teachers for mainstream functions as they see fit.

It appears that all school staff have been affected by the changing climate in schools. While cluster directors in the Education Resource Centres have responsibilities for the management of schools in their respective clusters, the school principal has taken on more managerial tasks, particularly with regard to global budgeting. The principal now has the document "The Role of the Principal" which outlines responsibilities and provides a firm basis on which to make wide and comprehensive decisions regarding the school. Merit selection now sees teachers compete for positions within schools and Advanced Skills Teacher positions have placed the ESL teacher in an even more precarious position in which the central role of providing English language assistance to targeted non-English speaking background students is blurring. School personnel generally have more in-school roles and many are finding themselves generally distracted from the major role of teaching students. The secondary ESL teacher, in a role that has sometimes been seen by many mainstream colleagues as enacting a minor or marginal role within the school, has now even more challenges to face.

These challenges for the secondary ESL teacher are formidable in that the role has always been diverse and demanding. He or she is an essential member of staff in the provision of English language assistance. ESL teachers have always had to be knowledgeable in the areas of language development, skilled in the negotiation with other staff members and efficient with ESL administrative matters. Important support structures for the ESL teacher have disappeared with the dismantling of the centralised education system. One major support structure, now "devolved" is the Multicultural Education Centre. This centre played an significant role in the
production of ESL and multicultural curriculum materials for teachers and provided consultancy support, particularly for isolated ESL and New Arrivals Program teachers. Its demise has placed further pressure on regional support personnel to provide assistance through consultancy and resource production.

In the past, the ESL teacher has been able to look to certain areas for support. One such area has been research in second language acquisition. This body of research has provided the theoretical basis for learner interaction through pair work and group work. Notions such as "immersion" in the language, "comprehensible input" and "stress-free environment", the communicative approach have directed teachers in their classroom work. It has seen the ESL teacher come out of the withdrawal classroom, out of the "broom-closets" and teach increasingly across the curriculum. It has meant that many teachers over the years have worked extremely hard to improve the status of ESL teachers, increase mainstream teacher-awareness of ESL methodology and promote the ESL teacher as an effective member of staff. ESL teachers were able to point to new developments in research which supported their position within the school. Research acted as "reinforcement" for the ESL teacher who may have required a rationale in the defence of program organisation, strategies or methodology.

Allied with developments in research and the 1983 *English as a Second Language Education*, a support document to the *Multicultural Education Policy Statement*, the ESL teacher had both research-based and policy support. However, in the era of reduced education funding, and where the school principal is under great pressure to make far-reaching, visionary decisions in all aspects of educational provision, but now has the backing of a centralised memorandum and the staff have a greater number of roles to
perform, such as school and faculty strategic and management plans; where receiving a promotion requires you to compete against your colleagues, the secondary ESL teacher desperately requires back-up in the form of a statement of the roles of the ESL teacher and a school's responsibilities to ESL education.

3.0 REVIEW OF RELATED LITERATURE

The role of the secondary ESL teacher needs to be examined in the light of economic trends and their effect on education, with special regard to recent restructuring within the New South Wales Department of School Education. Literature on the relationship between the economy and education plus pertinent Department of School Education documents will be considered, as well as statements on the role of the ESL teacher.

3.1 Education and the Economy

The links between the economy and education are strong and impinge heavily upon government policy-making, particularly in the area of education. This applies to both state and federal governments. Directions in economic policy have funding implications for schools and therefore, the secondary ESL teacher. An examination of economic direction, is thus an important inclusion in this study.

"Quality Schooling, conservative education policy and educational change in Australia" by Lawrence B. Angus in the Journal of Educational Policy (Volume 7, No. 4) provides significant information on the structure of educational reform in Australia. Of particular interest are the points made
concerning economic rationalism and the conservative agenda for education.

Education, according to Angus is an "arena of ideological contest" (1992:380) in which links with the economy need to be strengthened in order to restore efficiency in the market-place and reduce economic wastage. The conservative belief is that the ills of education may be remedied through the imposition of the discipline of the market.

"The process of change for education includes, among other things, more centralisation but within a rhetoric of devolved responsibility, the direct introduction of business principles and management techniques into educational leadership, privatisation, and the conscious development of the educational process and curriculum as commodities for the market-place." (Robertson & Woock 1989:5, from Angus 1992:383)

In the major reforms in NSW "choice" for parents has been a focal point, though this has largely manifested itself through choice between schools. The Committee of Review of New South Wales Schools, A Discussion Paper: Some Key Issues Arising from the Submissions, chaired by Sir John Carrick (April 1989) focused on "Freedom of Choice" by calling for the submissions to guarantee "freedom of choice and for the extension of parents' freedom of choice either among schools or within schools" (1989:7). The right of parents to choose a non-government school as an alternative to a government school "must be preserved, irrespective of the choices available among government schools" (1989:7) was also included. Choice among schools involved specialist schools, Centres of Excellence and schools which reflected parents' moral and/or religious beliefs. There were some submissions which expressed concern:
"There are those who see 'choice' as affecting the size and composition of the local comprehensive school when a proportion of the population exercises its choice for alternative schools. The local school is therefore changed by such factors as the removal of talented children and the reduction of curriculum offerings." (1989:7)

Economic rationalism marks a shift in values from egalitarianism and support for universal welfare to individualism. Its other consequences include "feeding the cult of managerialism" and "superficially legitimises the retreat from universalism to residualism" (1992:388). Angus recommends that given the shift to the political Right in education and the "reduction of education to the service of the economy and national interests in a competitive market" (1992:391), schooling will need to be reasserted as a public good.

John Smyth from Deakin University in an article entitled "A Socially Critical View of the Self-Managing School" (1992), would agree with many of Angus' claims. Smyth contends that the educational reforms are being undertaken by "small elite policy groups" who are "intensifying their capacities to set guidelines and frameworks, while divesting themselves of responsibilities for implementation." (1992:20) Thus there is a clear distinction between those who conceptualise policy and those who have the task of implementing this policy. Smyth also points to an emphasis on individualism, which effectively means individual freedom within an "unfettered market economy" (1992:20). Smyth quotes Peter Watkins from Deakin University who describes this as "pushing the crisis down the line" and as "...an attempt to displace the stress of economic crisis down to smaller units", that is, to schools. This, Smyth asserts, is behind the "smokescreen" of freedom and choice (1992:21).
Certainly for many schools, the "crisis" has arrived in the shape of global budgeting. *Education Australia* (Issue 13, 1991), reported on a survey of schools trialling school-based management and found that the many of the principals were under a great deal of stress as a result. Their concerns became less centred on education than on accounting.

The article goes on to report on a Parents and Citizens Federation survey of the schools trialling global budgeting and finds that principals were spending more time at their desks and less time with their staff and students; investing a great deal of time into learning about budgeting and discovering that the workload actually increases in the second year of global budgeting and were now managers rather than educators. These findings are consistent Angus' notion of the "Cult of Managerialism" and are a manifestation of the "self-managing school".

3.2 Recent Policy Documents from the Department of School Education

The Department of School Education has a number of documents which are central to this study. These documents have been framed in an era when economic rationalism has helped to direct policy and funding within the New South Wales Government and Department of School Education. The Department also has a number of planning documents which also impinge on secondary ESL teachers. These are:

- *Education 2000*

- *Priorities 1992*

- *Strategic Plan*
At a regional level, there is the Regional Strategic Plan and the Regional Management Plan. These documents impinge upon secondary ESL teachers. The Department of School Education document Education 2000, is the planning document for this decade.

A number of Department of School Education documents need to be considered for this study. The document entitled Education 2000 is the Department's plan for the 1990's. It provides the framework for strategic and management planning in the Department. It is an umbrella document which outlines objectives and proposed outcomes. Page thirteen of the document states that changes in the population of New South Wales will be characterised by "likely sustained high levels of immigration over the next decade." This assertion of course is dependent on the Commonwealth government and more specifically, which political party is in power. It does however, suggest that the need for ESL assistance for NESB students will not decrease; it will most likely increase. This has obvious implications for ESL teachers and the resourcing of ESL programs. Certain questions quickly spring to mind - will there be a corresponding increase in ESL staffing? Will schools receive an ESL grant for resources? The document states that increased community expectations of education will lead to "increased community participation in education" (1992:14) and an objective on page seventeen is "to develop a respect for others and an appreciation of Australia's multicultural heritage, and to promote informed citizenship in our democracy and the world community." In view of the historical development of the role of the ESL teacher and the common situation of the ESL teacher handling "all things multicultural", it would appear that the ESL teacher in the school could well be seen as the most likely person to lead strategies to achieve this goal.
ESL teachers are often in the front line when it comes to community involvement, particularly with regard to non-English speaking background communities. A significant quotation from the document reads "Students from non-English speaking backgrounds become competent in English and participate in a full range of educational opportunities." (5.03) Given that the major focus of the ESL teacher is to provide English language assistance to targeted students from non-English speaking backgrounds, this objective is not surprising. What is of significance to ESL teachers, is just how the assistance will be provided.

Priorities 1992, another framework document, states that English as a Second Language Programs are "to assist the English language literacy development of students from non-English speaking backgrounds". While this may appear to broadly support the role of ESL teachers, the document goes on to state that in the flexible staffing of schools, the flexibility of the "new teaching award" should be utilised. The Flexible School Resource Management Trial should be continued, according to Priorities, including "the option to design executive and teaching staff structures to meet local needs". This type of statement may alarm many secondary ESL teachers. While "staff structures to meet local needs" may be established according to accurate identified need, it would appear that budget management is the major issue in staffing - cutting costs and managing shrinking resources.

In July 1992, The Department of School Education published The Role Of the Principal, which outlined the major areas of responsibility and accountability of all principals in NSW government schools. According to a memorandum to principals dated 10th July, 1992, the Director-General of School Education, Dr. Ken Boston wrote that the statement had been "developed with school principals, primary and secondary principals'
councils, and parent and community groups." It was designed to clarify expectations of principals, guide them in their key roles as educational leaders and managers of schools and "allow for the special requirements of schools and communities to be taken into account". One of the major areas of accountability is to "Ensure efficient and effective management of staff is a high priority in the school." Just how a principal will efficiently and effectively manage staff will vary greatly from school to school and a principal's perception of school needs will also vary. Certainly, some principals will look to utilise their staff in the most flexible way, which may prove difficult for the ESL teacher if asked to take on roles which detract from the central role of providing English language assistance.

The memorandum also states that "The accountabilities will be realised by: managing the curriculum and organisation of the school to provide for the needs of all students" and "managing the school resources effectively and efficiently." Just how a principal will do this and how ESL teachers will be affected remains to be seen but the wording of these statements is sufficiently broad to allow a variety of paths for principals to explore.

The introduction of global budgeting in schools has seen the role of the principal change. *Education Australia* (13 1991) reports on a NSW Parents and Citizens Federation series of interviews with the principals of schools trialling global budgeting. Many principals commented on the large commitment of time required by global budgeting. During the first year, the principal and the deputy principal may have been away on inservice courses. As *Education Australia* (13 1991:19) states, "The significant amount of time given over to inservicing key staff may have a detrimental effect in its own right." While there had been a general opinion that global budgeting would see a decrease in the workload, one principal commented
that it was actually in the second year of global budgeting that the "long term drain of extra administrative work became most apparent." (Education Australia 13 1991:19) The Principal of Fairfield High School contends that the ancillary staff in the school are the personnel who most need the staff development in the area of global budgeting and that this has not been forthcoming from the Department of School Education.

The survey found that while the first seven schools to start trialling the system in 1989 were coping well, they had received a great deal of support from the Department. It also stated that it was unrealistic to think that this level of support would be maintained over the following years to other schools. The survey cites one principal, very positive of the changes to school-based budgeting who believed his previous experience as an accountant provided him with a firm grounding in the necessary procedures. "He felt that this was a background required for the effective utilisation of the possibilities inherent in School Based Budgeting." (Education Australia 13 1991:20) An interesting research project would be to ascertain how many Government school principals in New South Wales have had previous training in the area of accounting.

"This lessening in the value of a principal's educational experience is the Achilles Heel of the concept of the Principal as Manager." (Education Australia 13 1991:20)

The survey showed that schools were now more likely to "shop around" for goods and services. One principal told the story of how he halved his gas heating bill by haggling with suppliers, eventually succeeding in having the charge per litre lowered from 34 to 16.34 cents per litre (Education Australia 13 1991:20). Principals also shopped around for the best deals in interest rates but also felt that their time was not most productively spent in doing so.
Some principals have noted that they spend more time at their desks and have to rely more on their deputies to keep in touch with their school.

"With financial responsibility concentrated in the principal, the staff have a more distant relationship with the principal as do the children." (Education Australia 13 1991:20)

According to Angus (1992:390), the effects on principals are that they become more task-oriented, are more likely to push a personal agenda to make a "mark" and strategies such as team-building, collegiality, democratic decision-making become eroded.

Fund-raising and parental involvement was also covered by the survey. It points out that the ability of the school to offer a rich and varied range of experiences is becoming increasingly dependent on the capacity of parent groups to organise fund-raising events. The Department of School Education's newspaper, School Education News ran a feature article on the Hunter Region (December, 1992) which cited the example of Worimi School for Specific Purposes which is currently conducting a picture-framing business. While this has the beneficial effects of providing students with a sense of accomplishment and the possibility of post-school employment, it does demonstrate the direction in which schools are being forced to take.

As Education Australia (13 1991:20) concludes in its article on global budgeting:

"Global Budgeting will see a marked and growing distinction between schools which can easily mobilise a volunteer labour force of parents to assist in the funding of extra school initiatives and those who can't."
3.3 The Role of the ESL Teacher

A number of pertinent articles help to trace the changing role of the secondary ESL teacher, particularly in relation to the economics and funding. These articles will be considered in this part of the study.

The article "A Bird's Eye View. The Role of the ESL Teacher" (Brayley and Moechtar, Language Links, 1981), provides a brief historical overview of the role of the ESL teacher. This overview demonstrates the evolving nature of the role.

It begins with the role during the 1970s when the ESL teacher was usually regarded as a specialist, teaching separately from the English faculty and having virtually no contact with other subject areas. The staff generally regarded the ESL teacher as the teacher responsible for multicultural activities promoted by the school. The role was determined by the school's own attitude to the needs of the second language learners and by its view of multicultural education.

The authors' view of the role in the 1980s involved the ESL teacher being used in a variety of ways, restricted only by the school's limited understanding of the needs of its second language learners. The range of roles covered:

- teaching ESL students from a wide range of ability
- acting as a language resource person to teachers from all subject areas
- developing English language programs for use at both junior and senior levels
Brayley and Moechtar state that such an ESL teacher in the 1980s was regarded as an integral part of the English staff. This assertion was probably true at the time of publication. Historically, ESL teachers seem to have been attached in some way to English faculties. There does seem to be a high percentage of ESL teachers conducting parallel English classes. In Metropolitan South West Region, for example, 22 of 33 secondary schools have parallel English classes. But this situation is more of an organisational strategy than a relationship with the English faculty. In recent years, ESL teachers have been more identified as support staff, along with Support Teacher Learning Difficulties and Teacher Librarians. Often, team-teaching partnerships between these teachers have developed and similar student-centred methodologies employed.

The major document which outlines the role of the ESL teacher, is the English as a Second Language, a support document to the Multicultural Education Policy document, 1983 (NSW Department of Education). This document provides a range of information such as the rationale for ESL education, general and specific aims, implementation and organisational points for ESL programs, roles and responsibilities for ESL teachers and a resource list. This document has been central in guiding ESL teachers and schools with ESL programs. In fact, this has been the only statement from the Department regarding the role of the ESL teacher.

Specialist ESL teachers have been appointed to schools to implement ESL programs. The general aim of ESL education is "to assist students from non-English speaking backgrounds in learning English." The major task of an ESL program is "to identify the English language skills necessary for effective functioning (both in the school and the wider context of society), and to assist students for whom English is a second or other language, to develop
such skills." (English as a Second Language Education a support document to the Multicultural Education Policy, 1983:1).

The English as a Second Language support document outlines the roles and responsibilities of the ESL teacher. The ESL teacher's specific expertise relates to:

- an understanding of the process and the variables involved in learning English as a second or other language
- an awareness of current language teaching methodologies
- an ability to analyse the language reception and production of ESL learners
- the capacity to design programs appropriate to the needs of ESL learners
- the ability to monitor and evaluate such programs and to incorporate the findings into subsequent programs
- an understanding of the significance of ESL education as an aspect of multicultural education

The responsibilities of an ESL teacher within the school may include:

- supporting and instructing students in the English language, which is directly related to and integrated with the content of subject areas
- liaising with classroom/subject teachers in developing language across the curriculum programs
- participating in the development of school-based curricula
- advising classroom/subject teachers on ESL resources
• contributing expertise to the school’s language policy, thus acting as a resource person within the school

• familiarising the staff with ESL methodologies, approaches, and techniques through informal/formal discussions, workshop activities or staff meetings

• assisting classroom/subject teachers in modifying non-ESL resources to suit the needs of ESL learners

The ESL teacher in the secondary school has a number of options available with regard to forms of organisation. Some common forms currently in use in the Metropolitan South West Region are Team Teaching and Parallel Classes.

Parallel Classes is an organisational form in which non-English speaking background students from the same year are grouped together to form mixed ability groups for ESL instruction. The ESL teacher follows a program based on the mainstream syllabus.

Team Teaching is an organisational form in which the ESL and subject teachers work together to provide a language perspective to subject areas, which also encompasses ESL. The ESL teacher may spend the whole week in the subject class, or only one or two periods either team teaching or helping individual students. Alternatively, the ESL teacher may base teaching on the subject area. Joint planning by the teachers involved is essential.

Team Teaching and co-operative teaching, where the ESL teacher and the subject teacher jointly plan and jointly evaluate, are common forms of organisation in Metropolitan South West schools. The *English as Second Language* support document does state that the most appropriate forms of
organisation are those in which the ESL teacher and classroom teacher work in close co-operation and jointly plan, implement and evaluate.

In general terms, the most appropriate forms of organisation of an ESL program are those in which:

- ESL teachers work in close co-operation with generalist classroom/subject teachers
- teachers jointly plan, implement and evaluate the class program across content/subject areas
- students' language needs are closely related to learning in the content/subject areas
- both ESL and classroom/subject teachers are responsible for total development of children from non-English speaking backgrounds

(1983:7)

While the ESL support document is the only official statement on the role of the ESL teacher and does not consider the responsibilities of the whole-school to ESL, the School Basic Training courses conducted by the Training and Development Directorate (TDD), provide participants with activities to strengthen their understanding of the role. The 1989 course (TDD was then entitled the School and Executive Development Branch), asked participants to write what they considered to be the main aspects of the role, then to ask their school principal and supervisor about their views. It was suggested that this activity may be extended to the rest of the staff. A comparison was then done on the responses. The types of roles which emerged from this exercise included:
Participants were then asked to consult the support document and then consider the inclusion of the following:

A. The Students
   - developing, implementing and evaluating appropriate teaching/learning programs
   - analysing students' English language learning needs
   - monitoring student' progress

B. The School/Community
   - reporting on students' progress
   - liaising with subject teachers in developing language across the curriculum programs
   - acting as a language resource person within the school

C. Yourself
   - networking where possible eg. linking into, using existing agencies
   - attending information sharing groups, applying for relevant inservice courses
   - joining relevant professional associations eg. ATESOL

(1989:37)

The direction for the ESL teacher in this training course is clear in that he/she is a resource person within the school, whose responsibilities extend far beyond English language assistance. While these activities were useful
in promoting understanding of the role of the ESL teacher, they did not consider responsibilities of other personnel.

"How PEP has Changed the Role of the ESL Teacher" by Ken Cruickshank, was written in the era of the Participation and Equity Program (PEP) and discusses the demanding role of the ESL teacher and how it changed under PEP. This article makes the demanding role clear. Cruickshank asserts that the traditional role of the ESL teacher has always been much more than just the teaching of English. The bulk of funding in NSW has always been allocated to teachers although original specified funding included ethnic aides, bilingual welfare and other support services. This has meant that ESL teachers have often been responsible for welfare, immigration difficulties of students, community liaison, referral and so on. ESL teachers have also worked for the introduction of language of perspectives across the curriculum, community languages and multicultural perspectives.

As stated earlier in this paper, the advent of the Karmel Report in 1979 saw an injection of funds into education. The Disadvantaged Schools Program had begun in 1974 and provided schools with extensive funding. One of the factors making up the DSP index for targeting was ethnicity. And with this came the introduction at a school-level of whole-school staff inservices, literacy/numeracy programs, parent involvement, after-school activities and materials production many of which were conducted by ESL teachers. In 1983, the Commonwealth Transition Education Program set aside funds for targeted groups such as students from non-English speaking backgrounds. Cruickshank believes that the problem with this program was that groups of students, not schools, were targeted. This meant that many ESL teachers worked extremely hard on projects while trying to get staff to
share the load. Networking with other ESL teachers through the clusters set up under PEP have supported ESL teachers, especially the isolated ones.

Cruickshank also contends that in the era of PEP, when students from non-English speaking backgrounds were identified as a group, often making up more than 50% of a school's population was actually when ESL teachers came to be regarded as resource people and not as the sole provider of service. While PEP increased the demands and responsibilities placed upon ESL teachers, it was discontinued in 1987.

_A Review of the Commonwealth English as a Second Language (ESL) Program_ (Campbell et al. 1984) is an interesting pre-schools _Schools Renewal_ document which sheds light on how ESL teachers became largely responsible for multicultural education in the school. The guidelines relating to the use of Child Migrant Education Program funds were strongly linked to English language instruction. When the Schools Commission took over the responsibility for the program, it extended the list of valid uses for the funds to allow authorities and schools to initiate a wider scope of activities which aimed at fostering multicultural attitudes, skills and knowledge in all students (1984:12). This helps pinpoint the when and why ESL teachers became responsible for additional duties in the school.

The findings of the review clearly state that within the school staff, the ESL teacher is expected to act as a general resource to mainstream teachers with the regards to the general identification and assessment of student needs and the development of programs and resources (1984:46). Campbell states that such roles are seen by ESL teachers as "a sensitising, collaborative role, and they aim to establish and maintain involvement among their non-ESL colleagues; they do not wish to carry the burden on their own." (1984:46).
Other roles included counselling with students regarding career aspirations, academic work in mainstream subjects, relationships with other students and teachers. Also included in the role is giving advice on entitlement and methods of application for various social benefits, filling out forms and so on. (1984:48)

Campbell states that the disparate nature of educational phenonema involving intentions, structures, physical materials, teaching strategies, teachers, learners and psychological outcomes have further become confused and blurred with budget concerns and little headway in career-paths for ESL teachers. This situation has become more pronounced since the advent of Schools Renewal in New South Wales.

Campbell discusses the role of the principal. This is highly pertinent for this study in that the role of the principal is central to the role of the ESL teacher. As Campbell points out, the principal is highly influential in issues such as school policies, appointment, composition and deployment of staff, curricula, timetabling, use of advisory staff, school-community relationships and associations with other schools and centres (1984:52). The review reports that many ESL teachers stressed that "The principal is a critical factor in relation to the integrated or peripheral nature of ESL programmes; there is a need for the principal to provide a strong integrative lead." (1984:52). This report confirms that historically, the ESL teacher has held a very demanding role.

Michele Shepherd's research paper entitled Professional Development Needs Identified by Experienced ESL Teachers 7-12 (1989) examines the professional development needs of experienced secondary ESL teachers. It also touches on a number of issues which are pertinent to this study,
including the role of the secondary ESL teacher. The paper draws on a number of sources, including Campbell (1984) and Lo Bianco (1986) both of whom emphasised the adoption of practices which stress the need for whole-school approaches to the language education of non-English speaking background students. Shepherd states that as a result of this, the role of the ESL teacher has been subject to considerable review during the last ten years. In particular, the ESL teacher as a resource person has been extensively promoted with the subsequent result of increased demands on time, knowledge, teaching, administrative and interpersonal skills of ESL teachers. (1989:15) These increased demands on the ESL teacher were developing in the period leading up to Schools Renewal. The Campbell Report made a series of recommendations (Campbell 1984: 6) based on the assumption that "the most effective unit (for ESL programs) is not the ESL teacher, but the school". That the ESL teacher is a language resource person, available to assist mainstream teachers in subject areas across the curriculum and across the school generally, was a major suggestion of this paper. Shepherd states that the changing role of the ESL teacher is a source of concern for many teachers. The present study finds similar concerns from ESL teachers but in addition, a number of concerns which have arisen since Schools Renewal.

She contends that corresponding to this concern is a decrease in ESL provisions for schools (1989:16). This does not seem to be the case in 1989 when Shepherd wrote her paper. Statistics provided by the Multicultural Education Unit (Curriculum Directorate, Department of School Education) in October 1992, show that up until 1990, the ESL General Support Element had received a staffing increase each year. In 1990, the level was 851.0 positions, though in 1991-1992, the positions remained at 873.0. Anecdotal evidence and personal experience would suggest that the increased pressure
of the ESL teacher to act as a resource person throughout the school, as outlined by Shepherd, has led people to believe that ESL provision had decreased when in fact up to 1989, it had not. Another possible explanation for this may be that some of the teachers had been teaching in schools which had suffered ESL staffing cuts.

Shepherd draws evidence from the NSW Department of Education, Campbell (1984) and Lo Bianco (1986) to conclude that the role of the ESL teacher presumes certain interpersonal and management skills and abilities. She believes that while political and economic factors may be seen as having contributed to this extension of the role and responsibilities, it appears firmly based in social and educational ideas and realities. Whilst this may have been true in 1989, school budgeting considerations have impinged on the role of the ESL teacher in so far as there are numerous accounts of ESL teachers being used to cover classes for absent school executive members and ESL teachers in team teaching situations, being taken off class to cover the classes of absent colleagues.

Shepherd rightly asserts that "... the role of the ESL teacher is still evolving and this perception is undoubtably confirmed in the experience of ESL teachers." (1989:7) It would appear however, that the role is evolving along lines separate to those set out by Campbell and Lo Bianco.

One of the most comprehensive papers which addresses the role of the ESL teacher is The Preservice Training of Teachers of Students of Non-English Speaking Backgrounds. This paper was commissioned by the National Review of Teacher Preparation for Teaching English Literacy and was written by Beverly Derewianka and Jennifer Hammond (March 1991). While this paper was written specifically to review teacher preparation for
the teaching of literacy, it recognises that the task of the ESL teacher is demanding and diverse. The authors state that the ESL teacher is a resource within the school and requires a detailed knowledge of language in order to analyse and assess the language abilities of students and the language demands of the subjects that students are studying. The ESL teacher must be able to design appropriate and effective programs which meet the diverse needs of the students (1991:22). Knowledge of language is required at the levels of discourse, lexico-grammar and phonology plus an understanding of aspects such as spoken and written genres, the phonological and alphabetical systems of their own and other languages and the language demands of the subject areas the students are studying (1991:23).

According to Derewianka and Hammond, the ESL teacher is generally involved in the teaching of two major groups. These are new arrivals and other NESB students in the mainstream. The new arrivals are usually the "prime responsibility" of the ESL teacher who attends to these students in a semi-withdrawal situation or in an intensive English Centre. The other NESB students who require ongoing support, are in the mainstream school and are reached through a variety of organisational models such as Team Teaching, Parallel Teaching etc.

Derewianka and Hammond cite the 1983 National Conference on TESOL Teacher Education in Australia. The roles and functions of ESL teachers were generally seen to include:

- teaching ESL
- catering for the language development needs of NESB students
- stimulating an awareness in classroom teachers of the needs of ESL students
- assisting in the formulation of more appropriate programs to meet these needs
- assisting in the integration of ESL students into normal classes
The authors list a number of roles of the ESL teacher. One major role is the assessment of student language. This involves determining the strengths and weaknesses of the student as a basis for further action. Included in such an assessment is the determination of the general language proficiency of the student (Phase 1, 2 or 3); degree of control over different genres and so on. The ESL teacher is also often required to ensure that all staff members are familiar with issues such as how language is acquired, multicultural and equity principles and so on. In-servicing mainstream teachers is another important component of the ESL teacher's role:

"...it is often seen as the role of the ESL teacher to extend the expertise of individual classroom teachers in meeting the needs of NESB students. This is usually done in informal ways, such as joint programming, demonstrating language teaching methodology while team teaching, jointly assessing students' written texts, and so on."

(1991:18)

Organising the ESL program, working with personnel such as bilingual aides, the school librarian, other support teachers and the school community also make up the role of the ESL teacher. Student welfare is an area that ESL teachers consistently find themselves dealing in. Derewianka and Hammond also believe that the ESL teacher acts as a school resource in an evaluating capacity to evaluate aspects such as the overall school ESL program, class/subject programs, teaching materials and the school library.

Derewianka and Hammond outline a number of points regarding mainstream teacher responsibilities. Mainstream teachers need to be aware of their responsibility for the "development of students' language and
literacy." Also, awareness of the role of the ESL teacher and how both teachers can work together. In addition, mainstream teachers:

- need to be aware of the great diversity of linguistic, cultural and educational backgrounds amongst NESB students
- need an understanding of learning a language and the similarities and differences in learning a second language
- need a clear idea of programming across the curriculum with a language focus
- need to know how to assess the written texts and reading strategies of their students
- need to be familiar with classroom manage techniques which recognise the NESB learner, for example, previous learning experiences of the student such as teacher-centred teaching
- need to be aware of the benefits of balanced bilingualism

4.0 RESULTS OF THE STUDY

4.1 State-wide Survey

In order to ascertain an accurate picture of the current role of the secondary ESL teacher, a survey was conducted. This survey targeted secondary ESL teachers who are members of the professional association, The Association for Teachers of English to Speakers of Other Languages. A limiting aspect of the survey is the association's data-base does not provide a breakdown of the members: the number of secondary and primary teachers, those who are tertiary teachers, and so on. A total of 94 surveys were returned. Of these, 13 had to be discounted because the respondents were from TAFE, AMES or tertiary institutions, and so, were not relevant. Results of the 81 surveys which were analysed are as follows:
Figure 1: Part 1

a) Current Position
ESL teacher 46 NSW Government secondary school
35 NSW non-government secondary school

b) Status
59 Permanent 6 Casual Supply
13 Permanent part-time 3 Casual Relief

c) Days per week
5 - 61
4 - 6
3 - 6
2 - 6
1 - 2

d) How many teachers are currently allocated to your school?
0.0 - 1.0 36
1.0 - 2.0 24
2.0 - 4.0 15
4.0 - 9.0 6

e) Qualifications:
B.A.Dip.Ed. (x 54)
Dip.T. (x 7)
M.Ed. (x 5)
B.Ed. (x 6)
M.A. (x 3)
Dip.Soc.Sci. (x 2)
A.Mus.A., B.Mus.Ed.

Specific TESOL Qualifications:
Grad.Dip.TESOL (x 18)
Basic Training DSE (x 16)
Cert. TESOL (x 6)
Grad.Cert. (x 3)
RSA (x 3)
Grad.Dip.Ed.Studies (x 3)
M.A. (App.Ling.) (x 2)

Advanced Teachers Diploma, P.G.C.E. (Modern Lang. and ESL) (U.K.),
Lit. 3-7 Certificate (CEO), ACL Certificate in Adult TESOL.

15 respondents have no ESL qualification.
f) Teaching Experience

<table>
<thead>
<tr>
<th>General</th>
<th>ESL</th>
</tr>
</thead>
<tbody>
<tr>
<td>0-2 years</td>
<td>0-2 years</td>
</tr>
<tr>
<td>14</td>
<td>26</td>
</tr>
<tr>
<td>3-5 years</td>
<td>3-5 years</td>
</tr>
<tr>
<td>14</td>
<td>20</td>
</tr>
<tr>
<td>5-10 years</td>
<td>5-10 years</td>
</tr>
<tr>
<td>26</td>
<td>18</td>
</tr>
<tr>
<td>10 years or more</td>
<td>10 years or more</td>
</tr>
<tr>
<td>23</td>
<td>18</td>
</tr>
</tbody>
</table>

40% of respondents have taught overseas.

g) Region (if NSW government school)

<table>
<thead>
<tr>
<th>Region</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Metropolitan East</td>
<td>15</td>
</tr>
<tr>
<td>Metropolitan South West</td>
<td>11</td>
</tr>
<tr>
<td>Metropolitan West</td>
<td>8</td>
</tr>
<tr>
<td>Metropolitan North</td>
<td>7</td>
</tr>
<tr>
<td>South Coast</td>
<td>2</td>
</tr>
<tr>
<td>Riverina</td>
<td>2</td>
</tr>
<tr>
<td>Hunter</td>
<td>1</td>
</tr>
</tbody>
</table>

As outlined in the methodology for the study, these questions were framed to identify patterns which may emerge from the responses. For example, it may be found that casual supply teachers, working 4 days per week in schools with 1.0 - 2.0 ESL teachers, with 3-5 years in a particular region, may have a particular concern, as opposed to other teachers.

It is interesting to note the varied qualifications of teachers currently working in ESL. The Department of School Education in recent years has embarked on a campaign to up-grade the TESOL qualifications of teachers in ESL positions. This has been co-ordinated by Teacher Development Directorate through the School Basic Training and Refresher Courses. These courses have provided important training for teachers without ESL qualifications and enabled others to update their knowledge and skills. The courses are an integral part of ESL in the NSW government school system and need to continue.

Part 2 of the survey focused on ESL Program Organisation. The analysis concentrated on how government schools and non-government schools
organise their ESL programs and which particular form of organisation dominated. Of particular interest are the reasons behind the choices: why schools have opted for these choices and who or what devise the choices.

The following section will discuss the major organisational options employed by secondary ESL teachers and the level of job satisfaction experienced by ESL teachers involved in such programs.

**Figure 2**

<table>
<thead>
<tr>
<th>SURVEY RESULTS</th>
<th>NSW GOVERNMENT SECONDARY ESL SCHOOLS</th>
<th>ESL PROGRAM ORGANISATION</th>
</tr>
</thead>
<tbody>
<tr>
<td>Team Teaching / Parallel Teaching</td>
<td>19%</td>
<td></td>
</tr>
<tr>
<td>Team Teaching / Parallel Teaching / Withdrawal</td>
<td>15%</td>
<td></td>
</tr>
<tr>
<td>Team Teaching</td>
<td>11%</td>
<td></td>
</tr>
<tr>
<td>Team Teaching / Parallel Teaching / Combination</td>
<td>8%</td>
<td></td>
</tr>
<tr>
<td>Team Teaching / Group Teaching / Combination</td>
<td>5%</td>
<td></td>
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<tr>
<td>Team Teaching / Group Teaching</td>
<td>5%</td>
<td></td>
</tr>
<tr>
<td>Team Teaching / Parallel Teaching / Group Teaching</td>
<td>5%</td>
<td></td>
</tr>
<tr>
<td>Team Teaching / Parallel Teaching / Withdrawal</td>
<td>5%</td>
<td></td>
</tr>
<tr>
<td>Combination</td>
<td>5%</td>
<td></td>
</tr>
<tr>
<td>Team Teaching / Parallel Teaching / Module or Elective / Combination</td>
<td>3%</td>
<td></td>
</tr>
<tr>
<td>Team Teaching / Group Teaching / Withdrawal</td>
<td>3%</td>
<td></td>
</tr>
<tr>
<td>Team Teaching / Group Teaching Withdrawal / Combination</td>
<td>3%</td>
<td></td>
</tr>
<tr>
<td>Blank</td>
<td>10%</td>
<td></td>
</tr>
</tbody>
</table>

**Figure 2** displays the major forms of program organisation: Team Teaching/Parallel Teaching, Team Teaching/Parallel Teaching/Withdrawal, Team Teaching, and Team Teaching/Parallel Teaching/Combination are the most-used forms of ESL program organisation. A quick glance down **Figure**
2 shows that each form of organisation involves team teaching. This is most likely the result of a number of factors. Firstly, the Language Across the Curriculum movement in the seventies and eighties stressed importance of addressing the language demands of each subject area. ESL teachers responded largely by increasing team teaching. In this way, a class had a teacher who was the subject specialist and the ESL teacher as the language specialist. A second factor has been the promotion of team teaching as having the beneficial effects of not labelling as different or special students by withdrawing them from first providing “on the job inserviceing” for the class teacher by working with the ESL teacher. Second language acquisition research also promoted the benefits of team teaching by highlighting the value for non-English speaking students of interacting with their peers who act as language models and the team teachers who are in effect, adult language models. A third factor has been the push from some principals and school executive members and consultants. Coinciding with this push for team teaching with ESL teachers has been a push for joint planning, implementation and evaluation with other specialist staff such as teacher librarians and Support Teachers Learning Difficulties. The ESL support document (1983:8) does promote close cooperation between ESL and subject teachers and joint planning, implementation and evaluation.
**Figure 3**

**PROGRAM ORGANISATION:**

**TEAM TEACHING / PARALLEL TEACHING**

**REASONS BEHIND THE CHOICE/S**

<table>
<thead>
<tr>
<th>TEAM TEACHING</th>
</tr>
</thead>
<tbody>
<tr>
<td>necessary to teach across the curriculum to help students and teachers understand subject language</td>
</tr>
<tr>
<td>current push from school to adopt TT (personal reservation)</td>
</tr>
<tr>
<td>ESL teachers' choice</td>
</tr>
<tr>
<td>able to reach a large number of students</td>
</tr>
<tr>
<td>to integrate late Phase 2 and Phase 3 students into mainstream</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>PARALLEL TEACHING</th>
</tr>
</thead>
<tbody>
<tr>
<td>easy organisation (mixed ability not popular at my school</td>
</tr>
<tr>
<td>students feel less intimidated (x 2)</td>
</tr>
<tr>
<td>effective teaching of Phase 1 and 2 students (x 2)</td>
</tr>
<tr>
<td>senior English classes have success with this model</td>
</tr>
</tbody>
</table>

*Figure 3* provides information on why these methods of program delivery were chosen. Survey responses involving reasons behind ESL Program choices for Team Teaching/Parallel Teaching, demonstrate the concern for language across the curriculum, the push for team teaching at a school level and meeting the needs of specific students. Parallel Teaching is seen as relatively easy to organise, students feel less intimidated and it is an effective method of organisation for Phase 1 and 2 students.
### Figure 4

<table>
<thead>
<tr>
<th>Role</th>
<th>% of time</th>
<th>Level of Satisfaction</th>
<th>Concerns</th>
</tr>
</thead>
<tbody>
<tr>
<td>(i) supporting and instructing, etc.</td>
<td>53%</td>
<td>1 2 3 4 5</td>
<td>Lack etc. of time (x 2)</td>
</tr>
<tr>
<td>(ii) diagnosing student needs</td>
<td>7%</td>
<td>1 2 4 5</td>
<td>Lack of time</td>
</tr>
<tr>
<td>(iii) analysing the language production, etc.</td>
<td>9%</td>
<td>1 2 3 4 5</td>
<td>Lack of time</td>
</tr>
<tr>
<td>(iv) providing / organising, etc</td>
<td>8%</td>
<td>1 2 4 5</td>
<td>Need to do more of this</td>
</tr>
<tr>
<td>(v) providing, developing, etc.</td>
<td>6%</td>
<td>1 2 4 5</td>
<td>Lack of time</td>
</tr>
<tr>
<td>(vi) liaising with parents, etc.</td>
<td>2%</td>
<td>1 2 3 4 5</td>
<td>Lack of time</td>
</tr>
<tr>
<td>(vii) administrative tasks, etc.</td>
<td>9%</td>
<td>1 2 3 4 5</td>
<td>Lack of time</td>
</tr>
<tr>
<td>(viii) liaising / consulting with mainstream staff</td>
<td>6%</td>
<td>1 2 3 4 5</td>
<td>Lack of time</td>
</tr>
</tbody>
</table>

**Figure 4** for the teachers operating in the team teaching/parallel teaching mode shows that 53% of their time is spent supporting and instructing students in the English language across subject areas. This relatively high percentage is not surprising in that this role is the major component in the role of the ESL teacher. What is a little surprising is that these teachers team teach, but spend only a small percentage of time to liaise with other staff, presumably their co-teachers.

These ESL teachers state that lack of time prevents a greater amount of time being spent on liaison. This particular group of teachers find that the lack of time for most duties frustrating and this is indicated by the slightly less than satisfied rating given. Current satisfaction with current role is indicated in **Figure 5..**
The second most common option for ESL program organisation is Team Teaching/Parallel Teaching/Withdrawal. This option was adopted by ESL teachers for a number of reasons, according to each individual mode of program organisation. (Figure 6). Team Teaching was chosen as the most effective way of meeting student needs and as a major method of facilitating student grasp of subject language Parallel Teaching was seen as convenient organisation, emphasised in the junior years; with large numbers of students, it was seen as an effective mode of organisation and for some schools, a successful model for senior students. Withdrawal was used primarily for exiting Intensive English Centre students who were unable to participate in mainstream classes.
**Figure 6**

<table>
<thead>
<tr>
<th>PROGRAM ORGANISATION:</th>
</tr>
</thead>
<tbody>
<tr>
<td>TEAM TEACHING / PARALLEL TEACHING / WITHDRAWAL</td>
</tr>
</tbody>
</table>

**TEAM TEACHING**
- Most effective way of meeting student needs
- To facilitate ESL students’ grasp of subject language

**PARALLEL TEACHING**
- Convenient organisation
- Emphasis for junior classes
- Large numbers of students / ease of organisation
- Seen as the most effective mode of organisation.
- Senior English classes have success with this model

**WITHDRAWAL**
- Used for exiting Intensive English Centre students who are unable to participate in class

*Figure 7* shows the average percentage of time secondary ESL teachers spend on particular tasks. The role which takes up the vast majority of ESL teacher time is “supporting and instructing students in the English language across subject areas”. An average of 60% of secondary ESL teacher time is spent on this role, which indicates a general attitude that this is regarded as the major role. A similarly high rating is given to this role with regards to teacher satisfaction. ESL teachers generally feel more satisfied in enacting this role in comparison with other roles particularly those involving liaison with other staff.
The majority of teachers, however, rate their current level of satisfaction as above average.
Figure 9 deals with the third major mode of ESL program organisation, Team Teaching. This figure lists a number of reasons behind the choice. "School Policy is against any form of withdrawal" is an interesting reason. Responses from the non-government schools display a great deal of withdrawal as organisation, citing the reason of small numbers of students as the reason. The English as a Second Language support document clearly states

“There is no prescribed way in which a school should implement its ESL program but rather there is a variety of options.” (1983: 7)

The surveys did not make explicit the person or persons in these schools behind the decision to make withdrawal “against school policy”.

Covering as many subject areas as possible and raising awareness of mainstream teachers are other reasons behind the choice. An additional comment included from one teacher was that some of the needy Phase 1 and 2 students miss out. Another comment reads “I had no input in the decision”. Just who or what in the school was driving the decision is not made clear.
staff generally like team teaching traditional
school policy is against any form of withdrawal
to cover as many students and subject areas as possible and raise awareness of mainstream teachers (though many of our needy Phase 1 and 2 students miss out)
I had no input in the decision
helps inservice mainstream teachers on relevant strategies

Figure 10 also demonstrates the high percentage of time that secondary ESL teachers spend on the role of supporting and instructing students in English language across subject areas. This role again provides greatest satisfaction, though the theme of a lack of time is a recurrent theme through the surveys. Again, these teachers find a lack of time and satisfaction in liaising with mainstream staff.

Figure 11 provides the level of satisfaction of secondary ESL teachers as being average.
Figure 10

TEAM TEACHING / PARALLEL TEACHING
BREAKDOWN OF DUTIES

<table>
<thead>
<tr>
<th>Role</th>
<th>% of time</th>
<th>Level of Satisfaction</th>
<th>Concerns</th>
</tr>
</thead>
<tbody>
<tr>
<td>(i) supporting and instructing.</td>
<td>59%</td>
<td>1 3 4 5</td>
<td>No time</td>
</tr>
<tr>
<td>(ii) diagnosing student needs</td>
<td>8%</td>
<td>1 2 4 5</td>
<td>No time</td>
</tr>
<tr>
<td>(iii) analysing the language production, etc.</td>
<td>10%</td>
<td>1 2 4 5</td>
<td>No time</td>
</tr>
<tr>
<td>(iv) providing / organising, etc.</td>
<td>5%</td>
<td>1 3 4 5</td>
<td>Not wanted by mainstream staff</td>
</tr>
<tr>
<td>(v) providing, developing, etc.</td>
<td>5%</td>
<td>1 2 4 5</td>
<td>Time consuming</td>
</tr>
<tr>
<td>(vi) liaising with parents, etc.</td>
<td>2%</td>
<td>1 3 4 5</td>
<td></td>
</tr>
<tr>
<td>(vii) administrative tasks, etc.</td>
<td>5%</td>
<td>1 2 4 5</td>
<td>Too hard, time consuming</td>
</tr>
<tr>
<td>(viii) liaising / consulting with mainstream staff</td>
<td>5%</td>
<td>1 3 4 5</td>
<td>Unco-operative mainstream teachers</td>
</tr>
</tbody>
</table>

The level of satisfaction (Figure 11) shows satisfaction generally with the role.

Figure 11

TEAM TEACHING
LEVEL OF SATISFACTION WITH CURRENT ESL ROLE

No       Yes
1  2  3  4  5

teacher  teachers
Figure 12 focuses on NSW non-government schools and the major forms of ESL organisation in these schools.

As mentioned earlier, the study also gleaned information concerning non-government secondary schools. Figure 12 lists the major forms of ESL program organisation. One striking feature, in comparison to government schools, is the smaller amount of schools using Team Teaching and a greater number utilising Withdrawal.

Figure 12

<table>
<thead>
<tr>
<th>SURVEY RESULTS</th>
<th>NSW NON-GOVERNMENT SECONDARY ESL SCHOOLS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Team Teaching / Withdrawal</td>
<td>17%</td>
</tr>
<tr>
<td>Withdrawal</td>
<td>11%</td>
</tr>
<tr>
<td>Parallel Teaching / Withdrawal</td>
<td>8%</td>
</tr>
<tr>
<td>Group Teaching / Withdrawal</td>
<td>8%</td>
</tr>
<tr>
<td>Team Teaching</td>
<td>8%</td>
</tr>
<tr>
<td>Withdrawal / Combination</td>
<td>6%</td>
</tr>
<tr>
<td>Team Teaching / Parallel Teaching / Withdrawal</td>
<td>6%</td>
</tr>
<tr>
<td>Parallel Teaching / Group Teaching / Withdrawal / Combination</td>
<td>6%</td>
</tr>
<tr>
<td>Combination</td>
<td>6%</td>
</tr>
<tr>
<td>Other: Supplementary English</td>
<td>6%</td>
</tr>
<tr>
<td>Blank</td>
<td>6%</td>
</tr>
<tr>
<td>Team Teaching / Group Teaching</td>
<td>3%</td>
</tr>
<tr>
<td>Group Teaching</td>
<td>3%</td>
</tr>
<tr>
<td>Parallel Teaching / Group Teaching / Withdrawal</td>
<td>3%</td>
</tr>
<tr>
<td>Team Teaching / Module or Elective / Withdrawal</td>
<td>3%</td>
</tr>
</tbody>
</table>

The major form of organisation, Team Teaching/Withdrawal provides the following reasons for team teaching:

- most effective use of time and energy
- encourages language Across the Curriculum for staff
- assists the specific needs of students
- it is the preferred model of most staff
The reasons behind Withdrawal are:
- it is seen as temporary
- used only for new arrivals

Parallel Teaching/Withdrawal, the second most dominant form of program organisation lists the following reasons as being behind the choice of Parallel Teaching:
- most effective method
- focus on language structures and content covered by mainstream subjects

Withdrawal:
- for Phase 1 students
- small number of students
- temporary arrangement

Group Teaching/Withdrawal cites reasons behind the choice as being:
- small number of students spread across Years 7-12
- small group of students
- students require intensive work
- most efficient models due to split position

The choice of Team Teaching lists the reasons:
- to include as many Phase 2 students in the program as possible
- enables other faculties to observe ESL strategies and include these in their own programs
- breaks down labels for students
- to share responsibility and give assistance to those in need
- resources can be created and shared between staff for all students, thus giving whole group responsibility

Figure 13 compares government secondary schools ESL Program Organisation with non-government secondary schools. As outlined earlier, the non-government schools utilise less team teaching and more withdrawal. There are a number of reasons behind this, though a major consideration is the smaller number of ESL students, often spread across Years 7-12.
The responses from both government and non-government schools generally show that the choices behind ESL Program Organisation are largely driven by considerations concerning subject language demands, needs and numbers of students and heightening awareness of mainstream teachers. This is reassuring as it would appear that the choices are being made on the basis of sound educational reasons. Only 2 of the respondents had no input into the decision or was instructed on the form of organisation by the principal.
### COMPARISON OF ESL PROGRAM ORGANISATION
GOVERNMENT AND NON-GOVERNMENT SCHOOLS
ranked from most common to least common

<table>
<thead>
<tr>
<th>GOVERNMENT</th>
<th>NON-GOVERNMENT</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Team Teaching / Parallel Teaching</td>
<td>Team Teaching / Withdrawal</td>
</tr>
<tr>
<td>2. Team Teaching / Parallel Teaching /</td>
<td>Withdrawal</td>
</tr>
<tr>
<td>Withdrawal</td>
<td></td>
</tr>
<tr>
<td>3. Team Teaching</td>
<td>Parallel Teaching / Withdrawal</td>
</tr>
<tr>
<td>4. Team Teaching / Parallel Teaching /</td>
<td>Group Teaching / Withdrawal</td>
</tr>
<tr>
<td>Combination</td>
<td></td>
</tr>
<tr>
<td>5. Team Teaching / Group Teaching /</td>
<td>Team Teaching</td>
</tr>
<tr>
<td>Combination</td>
<td></td>
</tr>
<tr>
<td>6. Team Teaching / Group Teaching</td>
<td>Withdrawal / Combination</td>
</tr>
<tr>
<td>7. Team Teaching / Parallel Teaching /</td>
<td>Team Teaching / Parallel Teaching</td>
</tr>
<tr>
<td>Group Teaching</td>
<td>/ Withdrawal</td>
</tr>
<tr>
<td>8. Team Teaching / Parallel Teaching /</td>
<td>Parallel Teaching / Group</td>
</tr>
<tr>
<td>Teaching Combination</td>
<td>Withdrawal / Withdrawal /</td>
</tr>
<tr>
<td>9. Combination</td>
<td>Combination</td>
</tr>
<tr>
<td>10. Team Teaching / Parallel Teaching /</td>
<td>Other : Supplementary English</td>
</tr>
<tr>
<td>Module or Elective / Combination</td>
<td></td>
</tr>
<tr>
<td>11. Team Teaching / Group Teaching /</td>
<td>Team Teaching / Group Teaching</td>
</tr>
<tr>
<td>Withdrawal</td>
<td></td>
</tr>
<tr>
<td>12. Team Teaching / Group Teaching /</td>
<td>Group Teaching</td>
</tr>
<tr>
<td>Withdrawal / Combination</td>
<td></td>
</tr>
<tr>
<td>13. Teaching</td>
<td>Parallel Teaching / Group</td>
</tr>
<tr>
<td></td>
<td>/ Withdrawal</td>
</tr>
<tr>
<td>14.</td>
<td>Team Teaching / Module or</td>
</tr>
<tr>
<td></td>
<td>Elective / Withdrawal</td>
</tr>
</tbody>
</table>

**Regional Concerns**

By studying the survey responses on a regional basis, insights into the concerns of ESL teachers in the era of *Schools Renewal* emerge.
Metropolitan East Region saw 16 responses, the majority being from permanent, 5 days per week ESL teachers. The majority concerns of this group were:

1. Global Budgeting -
   - resulting in a reduction in the number of professional development activities ESL teachers attend
   - resulting in a reduction in the amount of funds for ESL teachers to purchase resources
   - ESL teacher and team teaching mainstream teacher not replaced when absent
   - a reduction in funds for services such as photocopying
   - a perception new exists in the school where ESL program evaluation new means analysing its cost effectiveness, rather than program improvement

2. ESL Teacher Workload -
   - increasing ESL teachers finding that they are being asked to perform more mainstream functions
   - membership on more committees and involvement in extra programs is increasing

3. Advanced Skill Teacher Positions -
   - generally seen as a positive step; helping to raise the status of ESL teachers but partly a cause in the increase in workload

4. Mainstream Staff Attitudes -
   - the ESL teacher role needs to be more clearly defined for staff
• other areas such as Mathematics, Science and gifted and Talented seen as more desirable

Metropolitan South West Region had 11 responses, the majority Permanent, 5 days per week teachers.
The major concerns were:

1. Increased Workload -
   • increased membership on school committees
   • involvement in other school programs such as Circuit Breaker
   • Strategic Planning at a faculty and school level
   • resulting in less preparation time for lessons

2. Global Budgeting -
   • less money for teacher professional development activities
   • less funds for maintenance
   • less funds for purchase of texts
   • budgeting process time-consuming

3. Advanced Skill Teacher Positions -
   • more responsibilities outside ESL
   • dissatisfaction on the selection Advanced Skill Teachers

4. Mainstream Staff Attitudes -
   • scepticism from mainstream teachers on ESL role and methods
   • ESL teachers not held in high esteem

Results from Metropolitan North Region, from 7 teachers, Permanent, Permanent Part-time, Casual Supply and Casual Relief teachers. These
teachers have similar concerns to those in Metropolitan East and South West Regions:

1. Increased Workload -
   - administrative tasks mean less preparation time for lessons
   - involvement in strategic planning at a faculty and whole staff level
   - committee membership

2. Mainstream Staff Attitudes -
   - mainstream teachers are reluctant to be inserviced on ESL methodology and issues
   - mainstream staff see Anti-Racism, Multicultural Education only related to ESL
   - staff are resentful to ESL students and are inflexible.

A summary of concerns from the surveys across regions is included in Figure 14.
### Surveys

<table>
<thead>
<tr>
<th>Region</th>
<th>Status</th>
<th>DPW</th>
<th>No ESL Teachers</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Increased Workload (Mainstream and ESL Duties)</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Met. North</td>
<td>Perm.</td>
<td>5</td>
<td>1.0 - 2.0</td>
</tr>
<tr>
<td>Met. South West</td>
<td>Perm.</td>
<td>5</td>
<td>2.0 - 4.0</td>
</tr>
<tr>
<td>Met. South West</td>
<td>Perm.</td>
<td>5</td>
<td>2.0 - 4.0</td>
</tr>
<tr>
<td>Met. North</td>
<td>Perm.</td>
<td>5</td>
<td>1.0 - 2.0</td>
</tr>
<tr>
<td>Met. East</td>
<td>Perm.</td>
<td>5</td>
<td>2.0 - 4.0</td>
</tr>
<tr>
<td>Met. East</td>
<td>Perm.</td>
<td>5</td>
<td>2.0 - 4.0</td>
</tr>
<tr>
<td>Met. East</td>
<td>Perm.</td>
<td>5</td>
<td>4.0 - 9.0</td>
</tr>
<tr>
<td>Met. East</td>
<td>Perm.</td>
<td>5</td>
<td>1.0 - 2.0</td>
</tr>
<tr>
<td>Met. West</td>
<td>Perm.</td>
<td>5</td>
<td>2.0 - 4.0</td>
</tr>
<tr>
<td>Met. West</td>
<td>Perm.</td>
<td>5</td>
<td>1.0 - 2.0</td>
</tr>
<tr>
<td><strong>Lack of Money for Inservices / Resources</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Met. North</td>
<td>Cas. Supply</td>
<td>2</td>
<td>0 - 1.0</td>
</tr>
<tr>
<td>Met. West</td>
<td>Cas. Supply</td>
<td>4</td>
<td>0 - 1.0</td>
</tr>
<tr>
<td>Met. West</td>
<td>Perm.</td>
<td>5</td>
<td>0 - 1.0</td>
</tr>
<tr>
<td>Met. South West</td>
<td>Perm.</td>
<td>5</td>
<td>0 - 1.0</td>
</tr>
<tr>
<td>Met. South West</td>
<td>Perm.</td>
<td>5</td>
<td>4.0 - 9.0</td>
</tr>
<tr>
<td><strong>Not Replaced If Absent</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Met. East</td>
<td>Perm.</td>
<td>5</td>
<td>4.0 - 9.0</td>
</tr>
<tr>
<td>Met. East</td>
<td>Perm.</td>
<td>5</td>
<td>2.0 - 4.0</td>
</tr>
<tr>
<td>Met. East</td>
<td>Perm.</td>
<td>5</td>
<td>1.0 - 2.0</td>
</tr>
<tr>
<td>Met. East</td>
<td>Perm.</td>
<td>5</td>
<td>4.0 - 9.0</td>
</tr>
<tr>
<td><strong>Team Teaching Colleague Not Replaced</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Met. East</td>
<td>Perm.</td>
<td>5</td>
<td>2.0 - 4.0</td>
</tr>
<tr>
<td>Met. East</td>
<td>Perm.</td>
<td>5</td>
<td>1.0 - 2.0</td>
</tr>
<tr>
<td>Met. East</td>
<td>Perm.</td>
<td>5</td>
<td>4.0 - 9.0</td>
</tr>
<tr>
<td><strong>Used for General Relief</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>South Coast</td>
<td>Cas. Relief</td>
<td>5</td>
<td>1.0 - 2.0</td>
</tr>
</tbody>
</table>
Increased workload as a concern is spread over schools with a small to large number of ESL teachers. Lack of money seems to occur in the smaller ESL schools, with both Permanent ESL teacher and Casual Supply. A number of schools indicated that either the school did not replace the ESL teacher if absent or the mainstream team teaching colleague. This situation occurs in schools ranging from 1.0 - 2.0 to 4.0 - 9.0 ESL teachers. With such staffing, these schools could be described as "solid, established" ESL schools. Yet this situation is occurring. This may only be the tip of the iceberg. In schools with fractional appointments or inexperienced ESL teachers, this situation may be more widespread. Why are schools not replacing absent teachers? Could it be similar to Fairfield High School, where the ESL teachers believe that budgetary considerations drive the decision?

The number of ESL teachers facing this situation of not being replaced when absent or a team teaching colleague not being replaced, represents 7 respondents from a total of 81, or 9%. This number warrants concern. One can only guess at how widespread this practice is and assume it will grow.

The concerns have been categorised further into status, days per week and number of ESL teachers in the school. This has been done to ascertain if these concerns are peculiar to certain sized schools or to full-time or part-time teachers.

The surveys provided a "window" on the concerns of secondary ESL teachers. There are the more "traditional" concerns, concerns which have been present for a number of years. These are: lack of time for teacher liaison; difficulties with mainstream staff liaison and the task of raising mainstream teacher awareness of ESL issues. Other concerns which are prominent in this era of Schools Renewal are increased workload, lack of
money for inservices and teaching resources, the ESL teacher not being replaced if absent and the ESL teacher’s team teaching colleague not being replaced if absent.

4.2 Case Study - Fairfield High School

Fairfield High School is a large co-educational school in Metropolitan South West Region. The school has approximately 1400 students, 77% of whom come from non-English speaking backgrounds. There are 117 members of staff, 7 of whom are ESL teachers. Within the grounds of the high school is Fairfield Intensive English Centre. This centre provides intensive English language instruction for newly arrived students. As such, the high school receives a significant number of these newly arrived students once they have exited the Intensive English Centre. The high school has established Reception Classes in Years 7 - 9 in order to cater for the needs of these students.

The principal of Fairfield High School agrees that there has been a greater emphasis on administration with regards to his role, since Schools Renewal. He believes that his role is now centred around global-management, rather than education. He believes that the education of students is still his priority but a greater emphasis is now placed on management of funds and staff.

An examination of the size of the budgetary task at the school shows why it is so time-consuming and why the Principal now sees this as the major emphasis. Fairfield High School attracts an annual budget of $505,000 in which over $100,000 is given directly to faculties as individual budgets. School maintenance involves Regional office footing the bill for repairs over $5000 (if agreeable) and the school paying for repairs under $5000. Each
week, the school's electricity bill is approximately $1000. Such a large budget obviously requires much time and effort in its administration and expenditure. The Principal states that his clerical staff are unskilled in this regard. There are 14 clerical staff, all of whom require training, in his opinion. The size and range of tasks requiring attention from the ancillary staff has meant that a redistribution of tasks has occurred. One member of the clerical staff handles the student full-time enrolments; two clericals work full-time on the finances of the school and one clerical supervises the staff. While such a budget has created a dislocation and redefinition of roles for the Principal and clerical staff, Caldwell and Crowther would call this situation "empowerment".

"It is (also) clear that the school itself must be empowered, a condition which calls for the creation at the system level a set of conditions which foster a set of entrepreneurial spirit. Such conditions have been created in NSW by the introduction of global budgeting." (The Entrepreneurial School, from Education Australia, 13, 1991:19)

While Fairfield High School at the moment is able to function effectively on their allocated budget, fund-raising activities, for example, the annual Multicultural Day, have been established to "top up " funding.

The Principal of Fairfield High School believes that the ancillary staff have seen more changes than the classroom teachers at Fairfield H.S. Every member of the teaching staff is required to be on a committee. The welfare team is 15 members strong. The Principal believes that Schools Renewal has generally allowed the school to be more autonomous. By this he means that the school is able to use staff as the school sees fit. In response to student needs, the school has developed a number of unique programs.
Reception classes have been established in Years 7, 8 and 9 for exiting Intensive English Centre students. These classes have been created to provide intensive language support in the areas of English, Mathematics, Science and Social Science. These classes are staffed by a subject specialist and an ESL teacher in a team teaching situation. The school has been granted the status of a Centre of Excellence for Senior Studies and Support Services. This has occurred in recognition of a number of programs run throughout the school. A Year 11 Bridging Course, which has provided an effective model for other schools in the region is run, as is Target 500 - a program conducted for Year 12 students on a voluntary basis whereby students are "attached" to a teacher and meet to discuss things such as study timetables, study areas at home and so on. Also within the school is the Senior Review Panel. This panel of 4 or 5 members of staff meets regularly to review the progress of students who have been recommended as having problems. Strategies are recommended for the teachers of these students. Other programs which run in the school are the Disadvantaged Schools Program, Environmental Program, Circuit Breaker Link Program, Peer Support Training, K-12 Links meetings between the High school and the primary school, Human Resource Development inservices, run after school by teachers on themes such as Conflict Resolution, the Role of the Support Teacher and a Coaching Clinic (Sport).

The ESL teachers at Fairfield High school provide insights into the nature of *Schools Renewal* in NSW government schools. These teachers believe that most decisions within the school are based on budgeting considerations. The replacement of absent teachers, for example, has been rendered less expensive by the decision made by the Principal and his deputy to make team teaching the dominant mode of program organisation. This has been done, according to the ESL teachers, so that when one member of the team
teaching team is absent, the school does not have to employ a casual to cover this person. This situation is also prevalent in the responses from surveys in this study. Budgeting considerations have led to an increase in school-based inservices, led by local school staff after school hours which means that no relief time has had to be paid by the school.

One of the ESL teachers believes that she now has more freedom to run programs within the school which she believes meet the needs of students; a general flexibility to try things. One such program she has set up is a Peer Reading Program during roll call. Her roles include organiser for the school's Multicultural Day, Social Secretary, requisitions for the ESL staff, team teaching with the Science and Home Economics staff, and a Year 10 Reception class. She does say, however, there have been many programs within the school which have started up and fallen by the wayside, in the fluid atmosphere within the school. At the moment she says, it is impossible to obtain an up to date list of all the programs currently running within the school. Committee membership means that staff generally belong to more than one committee, which means that it is difficult to spread oneself across all these duties and to teach properly as well. According to this teacher, there is an effort within the school to relate programs to the school's strategic plan, but the staff are too busy.

In this climate, the students suffer, according to this particular teacher. The students are overwhelmed with the large range of programs running in the school and find it hard to pin teachers down for help because the staff are on the run all of the time. Some students fall by the wayside, in the opinion of this teacher - they just "retreat" into themselves and give up on attempting to obtain help. This opinion is evident through my discussions with ESL teachers generally. Teachers have less time before and after school and at
lunch times to consult with students - to discuss concerns of the student or teacher. The atmosphere within the school is frenetic - constantly in a state of flux. The ESL teachers in particular feel obligated to join a committee and to take part in programs within the school- by doing this, they feel that they are able to voice any concerns they have on behalf of the students. If they don't, then they feel that the students will miss out. This has the effect of teachers being unavailable before school, at lunchtimes and after school when students may wish to speak to them. While committee membership is not a new phenomenon, this ESL teacher believes that many members of staff are driven by the need to include such activities on a Curriculum Vitae for future promotion.

Such a hectic school schedule of programs and activities has the added effect of little time to follow up School Development Days initiatives. The other substantial negative effect that flows on to students is that teachers have less preparation time. "Tailor-made lessons for your classes are on the decrease because you just don't have time" said another one of the ESL teachers. Lesson preparation is suffering under the weight of school activities.

The large number of school activities teachers are now involved in, was foreshadowed by the Schools Council. Australia's Teachers. An Agenda for the Next Decade (December 1990). This document states that the "demands on teachers' time and energy have increased and are increasing: as class sizes grow, the need intensifies for new curricula and teaching approaches." (pp.22-23) The Organisation for Economic Cooperation and Development Report stated "What once would have been seen as exceptional devotion to duty has now become seen as normal practice." (1990:110)
Merit Selection in the eyes of another ESL teacher within the school, has had a negative impact on the school. Many members of staff, in her words are "conscious of their C.V.s" and actually plagiarise work for this purpose; their membership on various committees is tenuous in that substantial contributions are lacking. As a result, a feeling of ill-will exists between some members of staff.

The Schools Council of 1990 stated that career structures are not adequately reflecting the increased workload. ESL teachers in fact, have never had a career structure. The 1988 State Language Policy recommendations included the establishment of ESL executive positions within schools. Whilst this has not occurred, the closest the Department has come to providing a structure for ESL teachers is the establishment of the Advanced Skills Teacher (AST) positions. Two of the Fairfield High School ESL teachers are now ASTs. One initially believed that it was a reward for skills and duties performed. This teacher now believes that the position is a method of "lumping" more duties onto people at a minimal cost to the department. She says that some other ASTs within the school had to take on extra duties to make up their requirements, whereas she was already doing these duties. She now has additional duties and believes that the additional $8.00 per week is just not worth it. In fact, she is considering giving up the position. This point of view is interesting in light of survey responses by ESL teachers now in AST positions which are largely positive.

The plight of the ESL mobile teacher in the school demonstrates a point regarding Schools Renewal. Firstly, it is worthwhile reviewing her teaching load throughout 1992. This teacher was a 1991 targeted graduate with ESL and Languages Methods. This meant that she was guaranteed a teaching position within the Metropolitan South West Region as per an agreement
between the region and the University of Western Sydney (Macarthur). This effectively means that once placed in a school a teaching load has to be found for the graduate. This teacher firstly had 3 Languages classes in a team teaching situation which lasted for a few weeks. This was then replaced with team teaching on a Reception Class and her own 2 Languages classes. This was then changed to a Year 12 Languages class and the rest of the load taken up by ESL team teaching across the curriculum, plus a Year 8 Reception class. The Languages classes were then increased to 2 and the teacher then found herself team teaching in English, Geography, and Personal Development which reduced her load in ESL. Some classes she saw only once a fortnight. Her final load for the year involved the Year 8 Reception Class (1 period per week, Year 9 Science team teaching (3 periods per week), Bridging Mathematics (4 periods per cycle) and Year 8 History team teaching. Her other duties include Radio Room Committee (of which she will be coordinator in 1993) and Circuit Breaker Link Program Coordinator. Obviously, in her beginning year as a teacher, she has found 1992 a very demanding year. The switching and changing on her teaching load has been extremely difficult. She has noticed the overloading of the staff, especially those who are not compensated with relief periods. This arrangement with the university demonstrates an aspect of Schools Renewal by the strengthening links between educating organisations. What is proving difficult is the practicalities of providing substantial and meaningful teaching loads to the graduates.

4.3 Semi-Structured Interviews

These concerns also emerged in a series of semi-structured interviews, conducted for the purposes of data-gathering.
Semi-Structured Interviews -

- 15 semi-structured interviews were conducted
- 12 were conducted with ESL teachers, 3 with ESL Consultants.

Semi-structured interviews were chosen in that they provide general direction for questions but do not restrict the interviewer or the interviewee to pursue issues which may not have fitted into pre-formulated questions. These interviews were based around a number of themes. ESL teachers were asked on the general characteristics of the school and in particular, the ESL program. A description of the program and its organisation was requested and the reasons behind the choices. Aspects of the role of the ESL teacher and functions around the school were also considered as were the teacher's views on how aspects of *Schools Renewal* had affected the school generally and the ESL program and teacher specifically. ESL consultants were asked to provide evidence from their school-based projects on the role of the secondary ESL teacher and how *Schools Renewal* has impacted.

As in the surveys, ESL teachers were concerned with the cut-back in the number of inservices they were able to attend. Their school applications to attend an inservice were often refused by the school Human Resources Development committee and were given reasons such as "your application was too late". The feeling of the ESL teacher was that there was little money for inservices.

This has potentially damaging ramifications for the professional development of ESL teachers and for the professional networks with ESL teachers in other schools which often serve as a life-line in keeping on top of the job. This is especially so in the schools with only one ESL teacher who
might feel isolated, particularly if he or she is a fractional appointment. The other striking feature to emerge from the interviews was a feeling of insecurity and nervousness. The reason for this is basically due to the perception in some schools of the supposed "flexibility" of an ESL position. This "flexibility" in the minds of some mainstream school staff may manifest itself in further mainstream roles for ESL teachers.

The interviewees all pointed to an increased workload which has had detrimental effects on lesson preparation. This obviously undermines the effective teaching of students. This lack of time has spilled over into the area of consultation with students. ESL teachers have less time to talk with students before, during and after school. Major distracting tasks have been strategic planning at a whole-school and faculty level, managing the faculty budget and preparing job applications.

This is occurring in some schools. One interviewee told of a Literacy Program being run in her school in which she expressed interest. The Principal then timetabled her onto this program for 6 periods per week. The ESL teacher works 4 days per week and is unable to cover all of the students who require assistance through the ESL program. Six periods, therefore, was a sizeable chunk out of the ESL program, particularly when Literacy classes had no students from non-English speaking backgrounds in them. After many meetings with the Principal and involvement by the Cluster Director, a compromise was reached whereby the 6 periods were cut-back to 2 periods.

A number of teachers pointed to the "flexibility" of the English as a Second Language support document. Some of the wording provides scope for schools to implement organisational structures which may be questionable.
For example, the document outlines options for implementation and organisation of ESL programs in schools (1983:7/8). Statements such as:

"There is no prescribed way in which a school should implement its ESL program but rather there is a variety of options..."

provide the flexibility for a school or principal to make decisions based on the "perceived needs of the students", which may not ultimately be in line with current research on second language acquisition.

One school which comes to mind immediately, a primary school, has created an extra Kindergarten class, using an ESL teacher. This class comprises Phase 1 and new arrival children. The Cluster Director was notified and given a list of concerns regarding this arrangement. Mixed messages have been received as to the continuation of this class. Some messages indicate that the Cluster Director has put a stop to the class, whereas reports from inside the school say that the principal quite openly contends that the class will continue with the support of the Cluster Director and openly publicises the arrangement.

The statement entitled "The Role of the Principal" will strengthen the power of principals. This particular principal has stated to his executive that "guidelines are there to be tested" and he was referring to the ESL support document. And in the absence of an updated policy document, there is little opposition a concerned ESL teacher might make. The interviewees were more positive about Advanced Skills Teaching (AST) positions. These positions were as seen as mechanisms which are improving the status of ESL teachers within the school and helping to raise mainstream teacher awareness of ESL methodologies. There is, however,
concern that while the introduction of these positions is positive, they still do not specifically address the lack of career choices for ESL teachers within the area of ESL. One ESL teacher, whose ESL colleague within the school had become an AST, found herself in a delicate position. She had previously conducted the ESL professional development of mainstream staff herself. Now that her colleague had become an AST, she had to be careful not to "encroach" on this person's "new" territory. Another issue mentioned by all the interviewees was the increased workload within and often outside the school. This involved committee membership, conducting programs within the school and running inservices/workshops after school hours at school, cluster or Education Resource Centre level. In the "Curriculum Vitae" culture, this was deemed necessary by most interviewees, but lamented at the same time.

Interviewees were also concerned about the possibility of being used for functions outside the realms of ESL, such as covering classes for absent colleagues. In fact, 5 of the interviewees reported either being approached to do this in the school, or being instructed to enact this role. This is a worrying development and with the dissemination of the "The Role of the Principal" more and more principals will look at this option, which at its heart has budgetary considerations.

4.4 Further Concerns of ESL Teachers

In 1992, ATESOL held a meeting entitled a "Public Forum on the Future of ESL Education in Public Schools" at which Lesley Lynch, director, Curriculum Directorate, and Geoff Baldwin, Director, Personnel, attended. A number of issues were raised. One issue was the document "A School's Right to Choose" and the concern that schools may "trade-off" specialist
positions for resources or for non-specialist positions. There was already, pressure in schools for ESL teachers to take on more and more mainstream functions such as relieving on over-large class sizes.

Lesley Lynch responded by saying that policy is to use all ESL resources for ESL - there is to be no diversion into non-ESL purposes. She said that principals would be held accountable for the use of ESL teachers and resources, but there would be no specific guidelines from the Minister. This is intriguing. The Department has seen fit to release a memorandum entitled “The Role of the Principal” (10.7.92) in which the need to “Ensure efficient and effective management of staff is a high priority in the school” and where managing the school resources effectively and efficiently are high priorities.

This memorandum, coupled with flexible Resource Management, global budgeting and merit promotion, delivers the reins of power to principals who seek them.

The ATESOL meeting voiced a number of fears. These were:

- using specialist ESL teachers for non-specialist functions
- ‘trading’ in ESL positions for cash
- and why the Department had not released the abovementioned memorandum
5.0 SUMMARY OF CONCERNS FROM SURVEYS, CASE STUDY & INTERVIEWS

* Global Budgeting:

  - less money for outside school inservices
  - ESL/team teacher not replaced by casual relief when absent
  - less money for resources
  - inappropriate use of ESL teachers

* Flexible Staffing:

  - using ESL staff for mainstream functions
  - little "backup" for ESL teachers to oppose misuse of the ESL role

* Increased Workload

  - committees, extra programs, professional development at a school, cluster, ERC level
  - administration- budgeting, departmental surveys
  - less time for lesson preparation

* Advanced Skills Teacher positions:

  - seen by most as a positive step, but not specifically addressing the career-path needs of ESL teachers
* Changing role of the principal and implications for ESL teaching:

- the school principal is out of touch with students and staff members the principal has more power
- the principal is under more pressure to perform and budget wisely budgetary considerations often override pedagogical issues

* Staff forced to perform in the "C.V. Culture"

- less time to consult with students
- less time to jointly plan, implement, and evaluate programs, teaching methodology

6.0 RECOMMENDATIONS

Based on the preceding concerns, this study would propose the following recommendations:

1. A revised policy document, from the Department of School Education needs to be issued. Discussions with a colleague regarding this matter led to dialogue on the current "genre" of policy-making. It would appear that memoranda, and their tenor are considered as inappropriate. Such a genre is no longer seen as compatible with the "collaborative management" and school-based decision-making of education. A more appropriate genre, is the recent Anti-Racism Policy Statement, in which a framework encompassing the classroom teacher to the Director-General is outlined. A similar framework was used in the recent Special Education Policy.
The framework involves a Rationale, Policy Statement and Responsibilities for Implementation. These responsibilities are aimed at the Director-General, State Office Directorates reporting to the Deputy Directors-General, Region and schools, including the Principal and teachers. By doing this, the document makes recognition of the fact that responsibilities need to be shared and implemented by all employees of the Department of School Education. Each teacher who reads this document, therefore, knows exactly what his or her role is, in relation to Anti-Racism.

Perhaps this should be the "genre" for a document on the role of the ESL teacher, or more specifically, the school's responsibilities to the education of students from non-English speaking backgrounds. In this way, the role of the ESL teacher would be included, and importantly, the responsibilities schools, principals and teachers hold.

The need for such a document is essential. If the Principals' Council was adamant that a statement should be issued so that they knew what was expected of them, then a statement concerning the ESL teacher is also needed. Not just for ESL teachers, but for other members of staff whose perception of ESL teaching may be askew.

2. *The Multicultural Education Policy Statement* (1983) needs to be updated. All school personnel need to be made aware that the responsibility for the education of students from non-English speaking background students rests with all personnel.

3. Training for teachers by directorates such as Training and Development, needs to focus more closely on a whole-school responsibility approach to
ESL. The courses offered to schools should be widened to include not only classroom teachers, but also executive members.

In addition to these Recommendations, a picture of the qualities an ESL teacher requires in 1993 emerges as a result of this study. The ESL teacher must be aware of budgetary decisions made at a school level. This is vital for the continued opportunity for professional development of ESL teachers and the procurement of teaching resources for the classroom. An ESL teacher must develop support at a school level. The ESL teacher needs to harness the support of school executive members and heighten their awareness of ESL issues; a successful lobbying "track-record" will need to be developed. Continued development of networks with other ESL teachers provides regular dialogue which raises awareness, confidence and knowledge and builds support and collegiality. The ESL teacher will need to continue to strengthen classroom practices. Nothing is as successful as a recognised successful classroom teacher. To have this recognition from other teachers means that the ESL teacher is credible with colleagues.

Importantly, the ESL teacher needs to be politically aware. Close examination of documents issued by the Department and innovations such as global budgeting must be carefully considered so that their impact on ESL may be anticipated and assessed. Recent events in the Department of School Education concerning the draft of a proposed memorandum, reinforces the need for ESL teachers to be aware and astute.

This memorandum to principals was drafted earlier last year to outline the role of the ESL teacher. The memorandum originated from concerns expressed at a Ministerial Advisory Committee on Multicultural Education and Ethnic Affairs held on 25th June, 1991. Concern was expressed regarding
the impact of *Schools Renewal* on ESL services. The meeting recommended that a memorandum be circulated to school principals and Cluster Directors to clarify the role and use of the ESL teacher in the context of Flexible Resource Management policies.

Geoff Baldwin at the 1992 ATESOL meeting stated that the memorandum would not be released in its present form, as the Department is opposed to telling schools how to use their teachers.

The situation where an ESL teacher is used to cover someone’s class, or to create a class to reduce class sizes overall, or when absent is not replaced, will increase in the next twelve months. There are very little “teeth” for concerned ESL teachers to use in opposing such situations and very little “muscle” within or outside the school to support the ESL teacher.

An authoritative source within the Department has advised that this memorandum was withheld for a number of reasons. Firstly, it is believed that the memorandum did not sit well with the new culture of the Department. Collaboration and consultation are seen as more applicable methods to raise concerns with regions and schools. The content of the memorandum was seen to be driven by ATESOL, the union and community lobbyists and adopts a centralist mindset. Additional concerns were:

- the tone and direction is inconsistent with the principles of *Schools Renewal*
- the issue of such a memorandum will influence or even threaten the debate on resource allocation for targeted programs and limits the options to be considered by State Executive
• relationships between ESL and other staff will not be improved by this memorandum
• the position on the need for specialist training reflects the position of the professional association, rather than the position of the Department
• the term "guidelines" is open to interpretation

Two further points are of particular interest for this study:
• the memorandum was thought to unnecessarily constrain the powers of a principal in the allocation of teaching duties
and
• the perception that this memorandum placed ESL teachers in a position with regards to the education of non-English speaking background students is not in time with whole-school approaches.

The withdrawal of this memorandum does indicate the agenda of the Department. And while these machinations continue, teachers continue to experience nervousness and insecurity. In the words of a survey respondent from Metropolitan East Region:

"I am concerned about global budgeting and flexible staffing as an ESL teacher who is on top of the pay scale. I hope that I am not going to be seen as the icing on the cake, that can't be afforded. On the whole I feel pretty powerless and frustrated because I would like to direct ESL policy toward being wholly effective for the students."
**THE ROLE OF THE SECONDARY ESL TEACHER**

This survey is intended to ascertain the current role of the ESL teacher in NSW government secondary schools and what factors are affecting this role. Feedback is requested on the impact of Schools Renewal, devolution, promotion by merit and the positive and negative effects of other recent changes in education. The survey is aimed at ESL teachers currently teaching in secondary schools.

Please do not feel obliged to answer every question.
There is no need to include your name.
This survey is confidential.

**PART 1**

Please tick the appropriate box:

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<th>b) Status</th>
<th>c) Days per week</th>
<th>d) How many ESL teachers are currently allocated to your school?</th>
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<td>Permanent part-time</td>
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<td>1.0 - 2.0</td>
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<td>Casual supply</td>
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<td>2.0 - 4.0</td>
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<td>Casual relief</td>
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<td>4.0 - 9.0</td>
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<th>f) Teaching Experience</th>
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<td>ESL Teaching Experience</td>
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<td>3 - 5 years</td>
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<td>5 - 10 years</td>
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<td>10 years or more</td>
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Overseas Experience

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<th>g) Region (if NSW Government school)</th>
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PART 2

a) ESL Program Organisation

Please indicate the models of organisation currently used in your school (for definitions, see Appendix 1)

- Team Teaching
- Parallel teaching
- Group Teaching
- Module or Elective
- Combinations of the above
- Withdrawal
- Other

b) Briefly outline the reasons behind the above choice/s. (Include a separate sheet if necessary.)


c) Are you satisfied with your current roles as ESL teacher?

Yes

No

1 2 3 4 5


d) Please provide a breakdown of your duties: time spent on each duty, level of satisfaction and any concerns you may have.

Please include a separate sheet for Concerns if necessary.

<table>
<thead>
<tr>
<th>Role</th>
<th>% of time</th>
<th>Level of Satisfaction</th>
<th>Concerns</th>
</tr>
</thead>
<tbody>
<tr>
<td>i) supporting and instructing students in the English language across subject areas</td>
<td></td>
<td>Low 1 2 3 4 5</td>
<td></td>
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<tr>
<td>ii) diagnosing student needs</td>
<td></td>
<td>Low 1 2 3 4 5</td>
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<tr>
<td>iii) analysing the language reception and production of ESL learners</td>
<td></td>
<td>Low 1 2 3 4 5</td>
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<tr>
<td>iv) providing/organising staff professional development on ESL methodologies, approaches and techniques</td>
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<td>Low 1 2 3 4 5</td>
<td></td>
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<tr>
<td>v) providing, developing and advising on the suitability of ESL resources</td>
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<td>Low 1 2 3 4 5</td>
<td></td>
</tr>
<tr>
<td>vi) liaising with parents/community</td>
<td></td>
<td>Low 1 2 3 4 5</td>
<td></td>
</tr>
<tr>
<td>vii) administrative tasks e.g. registers, ESL/NAP surveys</td>
<td></td>
<td>Low 1 2 3 4 5</td>
<td></td>
</tr>
<tr>
<td>viii) liaising/consulting with mainstream staff</td>
<td></td>
<td>Low 1 2 3 4 5</td>
<td></td>
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</tbody>
</table>
PART 3

a) What factors within your school have impacted on your role as an ESL teacher?
(e.g. Global Budgeting, Flexible Staffing, Advanced Skills Teaching, School Representative Councils, etc.)

________________________________________

________________________________________

________________________________________

b) What effects have these factors had on your role? (Please include a separate sheet if necessary.)

________________________________________

________________________________________

________________________________________

c) Would you like to comment on the state of ESL teaching generally? (Please include a separate sheet if necessary.)

________________________________________

________________________________________

________________________________________

PART 4

a) Are there recent studies/articles in this area you could recommend?

Thank you for taking the time to complete this survey. The results will assist in addressing difficulties facing ESL teachers in a time of rapid change. Please use the reply-paid envelope to return this survey as soon as possible.

Don Carter
APPENDIX 1

1. ESL Program Organisation

Definitions:

Team Teaching *
This is an organisational form in which ESL and subject teachers work together to provide a language perspective to subject areas, which also encompasses ESL. The ESL teacher may spend the whole week in the subject class, or only one or two periods either team teaching or helping individual students. Alternatively, the ESL teacher may base teaching on the subject area. Joint planning by the teachers involved is essential.

Parallel Classes *
This is an organisational form in which non-English speaking background students from the same year are grouped together to form mixed ability groups for ESL instruction. The ESL teacher follows a program based on the mainstream syllabus.

Group Teaching *
This is an organisational form in which students are withdrawn from their subject classes to form groups either on the basis of English language ability, or withdrawn from specific years to form mixed ability groups for ESL instruction.

Module or Elective *
This is an organisational form in which second phase learners (who may also be involved in either parallel or group teaching classes) can opt for a module or elective in ESL. In this situation, teaching/learning activities may relate to other electives.

Withdrawal
Where students are withdrawn from a variety of subjects for a small number of periods to follow a special ESL program.

* from English as a Second Language Education
   a support document to the Multicultural Education Policy 1983
   NSW Department of Education. 1983.
GLOSSARY OF KEY TERMS

Advanced Skills Teacher Positions: This refers to teaching positions implemented during 1991/1992. The role of this teacher was to facilitate professional development of staff in areas targeted by the individual school.

Casual Supply: This term refers to teachers who do not have permanent status and work on a casual basis.

Curriculum Vitae: A term referring to teacher resumés written to support job applications.

Devolution: This term refers to the dismantling of the “centralised bureaucracy” of the Department of School Education into smaller, regional units, responsible for self-management.

First Phase Learners: First Phase learners are those students whose understanding and production of spoken or written English is obviously limited in all social and educational situations. These learners are acquiring basic English language proficiency and demonstrate elementary functioning in an English speaking classroom.

First Phase learners who are acquiring basic English proficiency and demonstrate elementary functioning in the classroom range from:

- complete beginners with minimal or no English; to
- students who can communicate in English with limited fluency about events, themes and topics related to their immediate personal experiences.
Some First Phase learners may have studied English in their country of origin and have developed reading and writing skills but have negligible oral skills in English. First Phase learners may also include students from non-English speaking backgrounds who were born in Australia and have had limited or no exposure to English prior to entering Kindergarten. Students at the end of First Phase will have acquired various levels of literacy in English depending on factors such as age on entry and literacy in their first language.

As a general rule, an ESL student of average learning ability, social adjustment, with a complete educational background will have moved beyond the First Phase of ESL learning after a period of 3 terms of instruction with ESL support.

Global Budgeting: This is an innovation of Schools Renewal where each school is presented with a budget and expends the funds according to school needs.

Permanent: A term which refers to teachers with permanent tenure / status.

Permanent Part-time: This term refers to teachers who have permanent status and work part-time.

Schools Renewal: This term refers to major structural reforms of the New South Wales Department of School Education initiated by Dr. Brian Scott in 1989. Central reports in this process were Schools Renewal: A Strategy to Revitalise Schools Within the New South Wales State Education System
School Centred Education: Building a More Responsive State School System. Major elements of these reforms were school-based management focusing on the local needs of schools and local selection of staff. Innovation include the introduction of global budgeting, Advanced Skills Teacher positions, School Councils and Merit Selection.

Second Phase Learners: Second Phase learners are those students whose understanding and production of spoken and written English is progressing, but is still limited to a range of familiar social and educational situations. These learners have a transitional English language proficiency and demonstrate partial and variable functioning across the school curriculum.

Second Phase learners who are developing transitional English proficiency and demonstrate partial and variable functioning across the curriculum range from:

- students who have acquired a basic communicative repertoire in English which enables them to participate in and respond to the language and literacy demands of some class activities; to

- students who can communicate with some degree of confidence / coherence / appropriateness about subject matter remote from their immediate personal experiences appropriate to their age group.

Students at the end of Second Phase will have made significant progress in their oral English language skills and will have been applying their English language and literacy skills to both formal and informal situations.
As a general rule, an ESL student of average learning ability, social adjustment, with a complete educational background will have moved beyond the Second Phase of ESL learning after a total period of 3 years instruction with ESL support.

**TESOL:** Teaching English to Speakers of Other Languages.

**Third Phase Learners:** Third Phase learners are those students who generally function fluently and competently in English, but who occasionally need assistance in meeting the particular language and literacy demands of English in specific social and educational situations. These learners are developing *broad* English language proficiency which parallels that of their English speaking peers and demonstrate *apparent functioning* throughout the school curriculum.

Third phase learners who are developing broad English proficiency and demonstrate apparent functioning range from:

- students who have developed a transitional communicative repertoire in English which enables them to access and apply the English required in most language and literacy activities; to

- students who can communicate in English with confidence / clarity / flexibility about subject matter unrelated to their direct personal experience appropriate to their age group.

Third Phase learners include students from non-English speaking backgrounds who were born in Australia or completed the greater part of their education in Australian schools. These learners may exhibit effective
oral English communication skills but experience persistent barriers to successful completion of literacy tasks. Students at the end of Third Phase will normally have extended their English language and literacy skills in both formal as well as informal situations and be able to learn and participate effectively in the mainstream curriculum.

As a general rule, an ESL student of average learning ability, social adjustment, with a complete educational background will have moved beyond the Third Phase of ESL learning after a total period of 7 years instruction with ESL assistance.
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