A Chronological Review of Literacy Policies and Programs of the Department of Education & Training, Victoria, 1980-2005

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Introduction
Throughout the period 1980-2005 the influence of national and international theory and research in literacy was evident, in a variety of ways, in the Department’s policy and program responses. A review of Australian and international literature on the issue of literacy from 1980 to 2005 highlights the connections between policies and programs in the Victorian context and developments in theory and research in national and international contexts.

This review covers the 25 years from 1980 to 2005, a period that has been characterised as a time when theory and research in the field of literacy expanded to draw on a range of scholarly disciplines, including cognitive psychology, linguistics, psycholinguistics, sociolinguistics, literary theory, and effective schooling.

Department policies and programs
During the review period, policies and programs were developed within the Department through different agencies and for different purposes. In this review, policies and programs are interpreted broadly to include those curriculum frameworks and resources, assessment instruments and programs, professional development programs, advice to schools and other initiatives that were intended to enhance teachers’ professional knowledge and improve learning opportunities for students.

Literacy
From 1980 until the present there has been debate around the meaning of the term literacy. For the purposes of the review, the term ‘literacy’ is used to refer to reading and writing, and includes oral language as being integrated with reading and writing. By the beginning of the 1980s, the work of Britton (James Britton, Language and learning) and others in highlighting the significance of oral language in literacy had been recognised in Australia.

The following definition of literacy was developed for the Australian Language and Literacy Policy (1991) and has been widely used since then:

*Literacy is the ability to read and use written language and to write appropriately, in a range of contexts. It is used to develop knowledge and understanding, to achieve*

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1 The terminology ‘the Department’ is used throughout this document. Between 1980 and 2005 the Department has used various names: Education Department of Victoria (1977-85); Ministry of Education, Victoria (1985-90); Ministry of Education & Training, Victoria (1990-91); Department of School Education, Victoria (1991-92); Department of Education, Victoria (1992-99); Department of Education, Employment & Training (1999-2001); Department of Education & Training (2001-current).
Literacy involves the integration of speaking, listening, and critical thinking with reading and writing. Effective literacy is intrinsically purposeful, flexible and dynamic and continues to develop throughout an individual’s lifetime. (DEET, 1991) Australia's language: The Australian language and literacy policy. Companion volume to the policy paper)

During the period covered by the review, language and literacy were terms commonly used in relation to curriculum programs in primary schools, and English was the term used in relation to secondary school curriculum. However, use of the terms English and literacy has increased in reference to both primary and secondary school curriculum. Therefore, policies and programs in English and literacy are included in the review.

Milestones

Policies and programs in literacy learning are dynamic and far reaching, and the field of literacy is arguably the most extensively researched field of education. The chronology does not attempt to identify the whole range of policies and programs in Victoria during the review period. It identifies some key milestones in the evolution of literacy policies and programs in Victoria during 1980 to 2005.
## Chronology

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| **1980**  | Language Curriculum Statement Education Department of Victoria 1975 | **Context: Primary Curriculum** The language statement, and related curriculum documents were key policy documents for primary schools by 1980. The Primary Language Committee and Primary Language Consultants provided support to schools. Demonstration Units provided consultancy to schools regarding reading and language programs, testing, diagnosis. Special Education Units in all inspectorates also provided consultancy support. | Research influences included  
| Secondary English Committee | **Context: Secondary English Curriculum** Resources prepared by the Secondary English Committee, under the auspices of the Board of Secondary Inspectors, drew widely on recent research. Regional English Consultants provided support to schools, and contributed to the work of the Secondary English Committee. “Suggested Leaving Age Objectives” for reading, writing, speaking and listening in *Teaching Secondary English* foreshadowed outcome statements and literacy benchmarks introduced in the 1990s. | 
**Literacy Research and Theory: A Chronological Review**

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2 Link to paper: [http://books.google.com/books?id=owHozleUTDwC&pg=PA3&lpg=PA3&dq=Reading+research+in+Australia+and+aotearoa/new+zealand&sig=VNPMeyyWAiqf2-sY_rYyZ-mU/l](http://books.google.com/books?id=owHozleUTDwC&pg=PA3&lpg=PA3&dq=Reading+research+in+Australia+and+aotearoa/new+zealand&sig=VNPMeyyWAiqf2-sY_rYyZ-mU/l)
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| **1985**  | The Early Literacy Inservice Course (ELIC) was introduced with BLIPs funding. It was based on ERIC, The Early Reading Inservice Course from New Zealand, and became a prototype for many other courses. A large number of Victorian primary teachers undertook ELIC, and this introduced a common language across schools. The model of professional development underpinning ELIC involved teachers meeting together, with a trained tutor, on a number of spaced occasions to discuss new ideas around pre-set themes and to use the intervening periods to implement the new ideas in their classrooms. | • Clay, M. (1979b). *Stones*. Auckland: Heinemann Educational Books  

*pupils in the primary school and to skill acquisition through the expression of direct experience.*

*The teaching of handwriting* was a guide to the implementation of the new style of handwriting recommended for Victorian primary schools. The new style, Victorian Modern Cursive, was referred to as a foundation style. It reflected current research and was consistent with trends in other Australian states. *Learning handwriting is part of the larger task of learning to communicate by written expression.*
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| 1985       | Reading Recovery introduced in Victoria. Funded from Commonwealth Basic Learning in Primary Schools. The Victorian government was the first in Australia to introduce Reading Recovery. This was a significant policy recognition concerning the importance of providing support for children at risk of experiencing difficulties with literacy, and of identifying these children as early as possible in the first year of schooling. Developed by Marie Clay in New Zealand, Reading Recovery is an early intervention designed to reduce the incidence of reading difficulties. | - Center, Y., Freeman, L., & Robertson, G. (2001a). The relative effect of a code-oriented and a meaning-oriented early literacy program on regular and low progress Australian students in year 1 classrooms which implement reading recovery. *International Journal of Disability, Development and Education*, 48(2), 207-232.  
- Rowe, K. J. (1991). *Students, parents, teachers and schools make a difference: A summary report of major findings from the "100 schools project - literacy program study."* Melbourne: State Board of Education and School Programs Division, Ministry of Education.  
- [Link to Abstract for this paper](http://taylorandfrancis.metapress.com/(gdh5g3zhuqts1fzzdluc3iy)/app/home/contribution.asp?referrer=parent&backto=issue,7,7;journal,21,30;linkingpublicationresults,1:102217,1) |
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<td><strong>1985</strong>&lt;br&gt;Ministerial Review of Postcompulsory Schooling and ensuring high literacy standards</td>
<td>The report of this review became known as the Blackburn report, and laid the ground for the development of a single, two-year certificate for the final years of secondary school, the Victorian Certificate of Education. The review made a statement about ensuring high literacy standards. <em>The study of English provides a more open focus for wide reading and for the consideration of human and personal concerns than is possible within the logico-rational requirements of other studies. It also provides the major means of ensuring that standards in literacy are met. However, we do not believe that the study of English is the only basis for ensuring high literacy standards. The recommendation related to this position was: That the study of English occupy two compulsory and sequential semester – length units over years 11 and 12 for all students.</em></td>
<td>Blackburn, J. (1985). <em>Report. Ministerial review of Postcompulsory schooling</em> (Vol. 1): Ministerial Review of Postcompulsory Schooling. Victoria</td>
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4 Link to paper: [http://www.readingrecovery.org/pdfs/LTL-CW/1.2/rowe.pdf](http://www.readingrecovery.org/pdfs/LTL-CW/1.2/rowe.pdf)
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| **1988** Ministry of Education Victoria. (1988). *The English language framework P-10*. Melbourne, Victoria, Australia: Author. | The Curriculum Frameworks were introduced to provide support for Victorian government schools in planning, developing and reviewing their programs. The introduction of a state-wide curriculum framework was an innovation for Victoria, where school-based curriculum development had been the prevailing approach in years P-10. The Curriculum Frameworks and the Victorian Certificate of Education were considered to be the most significant revision of the school curriculum in Victorian history. Literacy was a central concern of the English Language Framework (1988). The introduction referred to the statement in Ministerial Paper No 6, *Curriculum Development and Planning in Victoria*, about how schools should ensure that their students ‘can listen and talk appropriately in standard English as it is used in Australia ... and ... develop an appreciation of ... literature in various forms and cultures’. The English language framework offered a synthesis of current research and thought on English language learning in schools. | • Britton, J., Burgess, T., Martin, N., MacLeod, A., & Rosen, H. (1975). *The development of writing abilities* (11-18). London: Macmillan Educational  
The development of literacy profiles was a response to interest in more effective assessment and reporting of literacy development. Different states and territories developed their own versions of profiles. This work was later incorporated into the nationally developed statements profiles for Australian schools.  
The literacy and English profiles were descriptions of observed progress developed and trialled by teachers. Amended indicators were scaled statistically, grouped into nine bands and moderated by teachers and other educators. | • School Programs Division. (1990). *Literacy profiles handbook: Assessing and reporting literacy development*. Ministry of Education  
<p>| <strong>1991</strong> | The substantive focus of this study was on an empirical | • Rowe, K. J. (1991). <em>Students, parents, teachers and schools make</em> |</p>
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| **State Board of Education**  
**100 Schools project - Literacy Programs Study** | delineation of student level, teacher level and school level factors that were hypothesised to influence students’ achievements and progress in reading. | *a difference: A summary report of major findings from the "100 schools project - literacy program study."* Melbourne: State Board of Education and School Programs Division, Ministry of Education and Training |
| **1991 Victorian Certificate of Education (VCE)** | Clear recognition of the importance of literacy can be found in the VCE. Satisfactory completion of three units of VCE English was a compulsory requirement. The Rationale for the accredited Study Design for *VCE English/English as a Second Language* stated: *Effective participation in Australian society depends on an ability to understand the various uses of the English language and to employ them effectively for a range of purposes.* The study was designed to achieve a number of aims, the first of which was that students would be enabled to extend their competence in using standard Australian English in meeting the demands of further study, the workplace and their own needs and interests. These aims also appeared in the Study Design accredited in 1999. | |
| **1993 Literacy Intervention Programs for secondary schools** | By the early 1990s there was increasing interest in literacy in the secondary school. *Making a Difference* was developed by the Department as a program of intensive instruction in literacy in a one-to-one teaching/learning situation. A second phase of the program involved a trained *Making a Difference* teacher supporting a year 7 subject teacher to plan for and teach the student back in the regular classroom. *Bridging the Gap* was a ten week, one-to-one literacy intervention program designed for students in years 5-8 experiencing difficulty in reading and writing. | • Department of Education & Training Victoria. (2004). *Making a difference: A literacy development program for middle years students.* Melbourne: Department of Education and Training 5 |
| **1996-1998 The Early Years** | The EYRP was a joint initiative between the University of Melbourne and the Department. The project was initiated to | • Hill, P. W., & Créola, C. A. (1999). *Key features of a whole-school, design approach to literacy teaching in schools.* |

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<td>Research Program (EYRP)</td>
<td>develop a system-wide approach to maximising the literacy achievement of 'at-risk' students in the early years of schooling (ages 5-8). It involved the refinement, implementation and quasi-experimental evaluation of a whole-school design. The project formally ran for three years (1996-1998) with data collected at the beginning and end of each school year in 27 trial schools and 25 reference schools. Findings were used as the basis for the Department’s Early Years Literacy Program materials.</td>
<td>Australian Journal of Learning Disabilities, 4, 5-116  • Slavin, R., Madden, N. A., Dolan, L. J., Wasik, B. A., Ross, S. M., &amp; Smith, L. J. (1994). Whenever and wherever we choose: The replication of ’success for all’. Phi Delta Kappan, 75(8), 639-647</td>
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<td>1996 Curriculum and Standards Framework (CSF)</td>
<td>The Curriculum and Standards Framework was developed from the national collaborative curriculum work that produced the English statements and profile for Australian schools. The national work was informed by a very wide range of research. The principal writer reported that “the team adopted a deliberately eclectic, or theoretically inclusive, stance. Drawing on the input provided from so many consultative sources we endeavoured to marry traditional notions, ideas from the language across the curriculum movement, process approaches, genre theory, critical theory, post-structuralism and metacognitive research”. “Literacy was referenced in the English CSF: The development of literacy is central to the English curriculum. Literacy involves speaking, listening, reading, writing and thinking within a cultural context. It enables a user to recognise and select language appropriate to different situations. The increasing use of technological tools has implications for literacy acquisition and development.” A similar statement was included in CSF 11. These references were the key references to literacy in the CSF.</td>
<td>Board of Studies. (1995). Curriculum and standards framework: English. Melbourne: Board of Studies  • Board of Studies. (2000). Curriculum and standards framework ii: English. East Melbourne: Board of Studies  • Campagna-Wildash, H. (1995). For the record - an anonymous hack comes out. The Australian Journal of Language and Literacy, 18(2)  • Curriculum Corporation. (1994). English: A curriculum profile for Australian schools. Carlton: Curriculum Corporation</td>
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7 Link to paper: [http://www.successforall.net/_images/pdfs/whenever.htm](http://www.successforall.net/_images/pdfs/whenever.htm)  
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| 1997 EarlyYears Literacy Program | Publication of the *Keys to Life Early Literacy Program* (later the Early Years Literacy Program) and accompanying videos. The literacy resource packages were distributed to all government schools.                                                                 | Department of Education Victoria. (1997). *Teaching readers in the early years*. Melbourne: Addison Wesley Longman Australia  
| 1998-2001 Middle Years Literacy Initiatives | The Middle Years Research and Development (MYRAD) project was based on a set of strategic intentions to guide reform efforts and a set of design elements that could be used by schools to develop a number of specific models for the reform of the Middle Years. Data was collected about literacy development. | Department of Education & Training Victoria. (2002, 5/4/06). *Middle Years Research and Development (MYRAD) Project 1999-2001*                                                                 |
| 1998-2000 Commonwealth funded Middle Years literacy programs. | Commonwealth funding targeting literacy and numeracy in the middle years enabled the Department to further develop the strategy for improvement in the Middle Years. Successful Interventions: A Secondary Literacy Numeracy Initiative was an umbrella for several projects, including the Successful Interventions Literacy Research Project and the Middle Years Literacy Project. |                                                                                                                                                                                                                |
| 2000                            | Curriculum and Standards Framework 11                                                                                                                                                                     |                                                                                                                                                                                                                |
| 2003-2005 Innovation and Excellence in the | The Victorian *Innovation and Excellence in the Middle Years* program comprised four components:  
- $84.3m for the *Schools for Innovation and Excellence*                                                                 |                                                                                                                                                                                                                |

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| **Middle Years** | initiative (2003-2005)  
- $81.6m for the *Access to Excellence* initiative (2003-2005)  
- $22.8m for the *Restart* initiative (2002-2004)  
- the *Middle Years Reform Program* (Years 5-8), through which, since 2001, secondary and P-12 schools have received an additional $15m per year. These initiatives were characterised by their flexibility in the local context. Schools could adapt the funding, within the guidelines, for their local context. | **Rowe, K. J., & Meiers, M. (2005).** *Evaluation of the restart initiative in Victorian government secondary schools 2002-2004: A research and evaluation report to the Targeted Initiatives Unit, Student Learning Division, Department of Education and Training, Victoria.* Camberwell: Australian Council for Educational Research |
| **2002-2004**  
**Restart** | The aim of the *Restart* initiative was to provide 100 extra teachers in 101 schools over three years to support Year 7 literacy intervention for students most ‘at risk’ of not achieving satisfactory literacy achievement levels. In 2002, specially identified schools received funding for between 0.5 and 2.4 EFT support personnel. Similar levels of funding were provided in 2003 and 2004. In response to this support, the Restart initiative had the following anticipated key outcome: *improved literacy skills for identified low-achieving Year 7 students.* | **Rowe, K. J., & Meiers, M. (2005).** *Evaluation of the restart initiative in Victorian government secondary schools 2002-2004: A research and evaluation report to the Targeted Initiatives Unit, Student Learning Division, Department of Education and Training, Victoria.* Camberwell: Australian Council for Educational Research |
| **2003-2005**  
**Access to Excellence** | The *Access to Excellence* initiative provided funding to employ an additional 300 teachers in 118 selected schools where students in Years 7-10 were not achieving satisfactory levels in literacy, numeracy, attendance or retention. In 2003, 118 identified schools received funding for between 0.9 and 7.6 EFT. Similar funding was provided in 2004 and 2005. Participating schools were expected to use the *General Design for a Whole School Approach to School Improvement,* (Hill, P. W., & Crévolé, C. A. (1999). Key features of a whole-school, design approach to literacy teaching in schools. *Australian* | **Meiers, M., Ingvarson, L., Beavis, A., Kleinhenz, E., & Wilkinson, J. (2005).** *Evaluation of the access to excellence initiative in Victorian government secondary schools 2003-2005: Final report to the Curriculum Strategies Team, Student Learning Division, Department of Education and Training, Victoria.* Camberwell: Australian Council for Educational Research |

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<td><strong>2003- present</strong></td>
<td>The Schools for Innovation and Excellence (SIE) initiative commenced in 2003 and provides support for primary and secondary schools to work together in clusters to raise levels of innovation and excellence in Victorian schools. In 2005, all Victorian government schools are involved in a cluster, and a total of 247 clusters are operating. It is anticipated that school clusters will implement a range of activities that will enhance teaching and learning programs, bring about significant school organisational reform and partnerships with local communities. The Schools for Innovation and Excellence (SIE) initiative built on the work of the Middle Years Research and Development Project (MYRAD) in which 260 schools worked in 62 clusters to improve learning opportunities for students in the middle years of schooling. Findings from the MYRAD study identified the advantages of clustering.</td>
<td>Ingvarson, L., Khoo, S. T., Beavis, A., &amp; Meiers, M. (2005). Schools for innovation and excellence initiative in Victorian government secondary schools 2003-2005: Final report to the Student Learning Division, Office of Learning and Teaching, Department of Education and Training, Victoria. Camberwell: Australian Council for Educational Research</td>
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<td><strong>2005 Victorian Essential Learning Standards (VELS)</strong></td>
<td>One of the interdisciplinary strands in VELS, Communication, provided a clear focus on literacy in all domains. This domain assists students to develop awareness that language and discourse differ across domains ... and ... that there is a need to learn literacies involved in each of these domains ... Successful communication requires students to be familiar with the forms, language and conventions used in different domains and employ them to communicate effectively. A background paper, The Essentials of English, discussed the relationship between English and literacy. The English document notes that the English domain is centred on the</td>
<td>Andrews, R., Burn, A., Leach, J., Locke, T., Low, G., &amp; Torgenson, C. (2002). A systematic review of the impact of networked ict on 5-16 year olds’ literacy in English (eppi-centre review). Research Evidence in Education Library, 31(1), 12-23</td>
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11 Link to review: [http://eppi.ioe.ac.uk/EPPIWebContent/reel/review_groups/english/eng_rv1/eng_rv1.pdf](http://eppi.ioe.ac.uk/EPPIWebContent/reel/review_groups/english/eng_rv1/eng_rv1.pdf)
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<td>conscious and deliberate study of language in the variety of contexts in which it is spoken, read, viewed and written.</td>
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