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The changing workplace: the effect of change on teachers work in adult language and literacy programs.

> ...the concept of work is not simply defined as the
> exploration of an individual ('s) subjectivity,
> that is , enquiry into the relationship between how
> one thinks and what one does. The concept of work
> also relates the individual to the conditions of work
> which makes work itself possible
> Bartlett 1990

Although government funded TESOL programs in the workplace have been implemented for the last twenty years, recent changes in the economy and award restructuring have led to far reaching changes in the nature of teachers' work in this field. Industry is demanding integrated language and literacy provision to be linked concurrently with on the job skills training and the CES claiming English skills are the prerequisite for re-employment. Some might claim a coherent overview is being developed on the one hand, at the same time the teachers are faced with rapid changes and uncertainty as to their own future, as provision is being taken out of the hands of traditional educational providers. The overwhelming response of the bureaucracies has been the co-option of competency based trainng and a national curriculum as the only way for the field to survive. Resistance is seen as irrational and teachers become invisible.This paper is based on current research with teachers working in this rapidly changing field which lie on the margins of the established programs.

Due to changes in the economic situation, the teachers are finding changes in the purpose and direction of their own employment and the focus of the courses they are to teach. The teachers are employed on short term contract with no hope of on going employment and many are working in isolation in a range of venues scattered throughout the community. They are isolated from the mainstream of their field, often working alone, without any contact with other teachers in their working week. They are isolated from curriculum supports structures, working without the benefits of a professional library or staffroom for professional support. The nature of their employment means that they are constantly moving around and have little chance of establishing and sustaining networks with other teachers working in similar situations.The students are notionally attending English classes to become more suitable for employment, which does not exist. Thus some teachers are experiencing contradictions in their work which they had not identified previously, and are also, some for the first time, questioning the political nature of their work, when their teaching is being so closely tied to social outcomes, by the bureaucracies.

This paper examines the effects on teachers of changes in the rapidly growing field of adult basic workplace education and TESOL from the perspectives of teachers working in the field,. In 1993 even more substantive changes are going to be implemented, and as yet very little discussion or input from the teachers has occurred, who are actually

responsible for teaching the programs currently being planned for them. New approaches to competencies, a new teacher proof curriculum, employment arrangements, funding organisation are all planned. These teachers are feeling powerless in the face of these changes. This research is informed by both feminist and post structural perspectives. Much of the research which is dominating this field is based on technocist views of educational research, which in other fields of education has been shown to be of limited use in explaining the complex worlds of education today.
Both Australia's Language and Literacy Policy (ALLP), 1991 and the Workplace Education Language and Literacy Policy (WELL) 1991/92 for the first time placed language and literacy education for adults on the agenda of economic recovery. These new policies have been informed by award restructuring in industry (Australia Reconstructed 1987), and have resulted in dramatic changes to what were previously two quite separate fields of adult education — teaching English to speakers of other languages (TESOL) and Adult Literacy (AL), the fields which had previously been responsible

for workplace basic education, English in the Workplace (EWP) for non English speaking background (NESB) students. The ALLP opened up the field for tender, so that other providers were able to tender to run programs which had previously gone to the AMEP unopposed. The provider does not have to be a recognised educational provider, but simply one whose tender is accepted (WELL Guidelines 1992). The tendering process has resulted in tremendous change and uncertainty for teachers, as the continuity of programs and employment is now dependent on submissions every few months. These changes in policy are given as the reason for the changes in practice. But it can be argued that there is a much broader change — that of the role and purpose of adult education. The response to these policies has been increased bureaucratization leading to increased control and lack of autonomy under the guise of changes of purpose (Yeatman 1990). The break up of the well established field and the changes in teachers' working conditions has resulted in certain tensions . Some teachers are experiencing contradictions in their own work and have very little access to any discussion with either administrators or curriculum suppport staff and in some cases, this is effecting the commitment and motivation of the teachers involved. This research looks at these changes from the perspectives of the teachers in the field, not the bureaucrats, policy makers or curriculum consultants.
The economic rationalists in Canberra have co—opted competency based training in industry into education and have focused on literacy as a major factor in unemployment, rather than the changing nature of work (Watkins 1992,Kalantzis 1992, Yeatman 1990). From this top down model of decision making, which runs contrary to espoused previous practice, (although this is disputed by some, Bartlett 1988), there has been very little resistance to these externally imposed changes, with the bureaucracies themselves are now fighting for their own survival, as the Government departments now are competing for the same funds. Teachers were recently informed in the AMES Staff Bulletin, Active Voice, that,
     'The ALLP released in Aug 91, signals a refocusing of the AMEP

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NZARE Conference, Geelong, 1992
Australian Association
for Research in Education

> from a time based to a competency based language program.
> This means that access to the AMEP is to be determined by
> competency requirements (i.e. below ASLPR 2) rather than
> solely on a period of residence. This change openss up elligibiity
> to the backlog of demand from longer term residents
> (estimated at 50—60,000 by the Working Party on Post
> Secondary English Language Training, 1990). Priority among
> these is to be given to jobseekers with Newstart contracts.
> AMES 1992 PLAN Allender 1992

and

> It is now urgent to establish a national curriculum framework
> within the AMEP.'
> David Page, Assistant Secretary DILGEA 1992

There is a strange anomaly in the funding in this area. Whereas all adult
education comes under the umbrella of DEET, the AMEP falls within the
Department of Local Government and Ethnic Affairs (DILGEA). Over the years
there have been a number of concerted attempts in Canberra to wrest back
this education program into DEET. The WELL programs are managed between
three departments — DEET, DILGEA and Department of Industrial Relations
(DIR). It is difficult to see how this three department management
strategy can be of any real benefit to the stakeholders.

A Problem of Definition

> ..discourse is the power to be seized
> Foucauld

Before one can even begin to examine these issues, it is important to draw
attention to the fact that there is not a common discourse in place. By
virute of a change in government policy, in bringing together a number of
disparate program providers, each with their own established histories,
cultures and understandings, into one group.The ALLP has difficulty in
defining language, literacy and competency, three terms which surely
underpin the current changes.

For the National Consultative Council for International Literacy Year

> 'Literacy involves the integration of listening, speaking, reading ,
> writing and critical thinking; it incorporates numeracy. It includes

> the cultural knowledge which enables a speaker, writer or reader
> to recognise and use language appropriate to different social
> situations.

This definiton of literacy does not apppear in any of the WELL documents.
It is disturbing to note the confusion at the policy level as to what
exactly is to be measured or taught in these programs, or is this confusion
deliberate? For example, a teacher or English speaker might wonder at

> 'language refers to ESL'

and the claim that

> Literacy involves the integration of speaking listening and
> critical thinking and reading and writing

when all that seems to be allowed in stated curricula of such courses is
reproducing uncritically an externally designed curriculum. Nowhere is the

idea of a competency in 'language or literacy' spelt out, as teachers hold vastly different views on this matter. In workplace language programs there are fundamental difficulties in expressing competency. What is the relationship between language, spoken and written, and carrying out a work related task?

The NSW Accredited Certificate in English which is being implemented in Victoria refers to competencies as 'four domains of skill'. The competencies are shown by a learner operating in within a language context. A unit of competency is a statement of an outcome in relation to performance criteria.

However this is where the issue becomes clouded. In the workplace instructions are often given in spoken language. Does that language have to be English? The National Policy on Languages (Lo Bianco 1987) referred to the languages of Australia, acknowledging that for many groups in the Australian community English is not their first language. This multicultural approach has been dropped in ALLP, which has reverted to Australia's Language Policy. So is the competency in performing the task ,or understanding and responding to the task when instructed in English? If you can understand the instruction but not perform the task, how is thsi assessed? This distinction might seem artifical at this point however it becomes extremely important when the worker is expected to respond to written instructions, or write a response to a question describing a task performance. (eg the use of fire extinguishers). The linguistic differences between spoken and written language are complex and extensive, in terms of grammatical and lexical complexity (Halliday1984), but for those outside the field of TESOL these complexities remain unexamined and false assumptions can be made. Many workers in industry of NESB have not had many years of formal education and might not have complex literacy skills in their first language, let alone their second. The linguistic level of some of these written demands are well above the ASLPR 2 minimum social proficiency referred to, and perhaps even above the ASLPR 3 refered to as for voactional purposes.

McCormack & Pancini have also been working from the concept of four domains of skill in language

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Further developments along these lines are to be used as the basis of the National
Accredited Course
Coates 1992

There is a lack of clarity as to the concepts of 'basic education or the concept of a workplace. There is some confusion as the fields come closer together between the terms; are ESB and NESB to be grouped together or separately. What goups can effectively be taught together and what groups will still require separate programs.

There are no clear definitons as to what exactly constitutes workplace education, or indeed what constitutes a workplace.For some it might be seen as 'training' directly related to the needs of that industry.To others it is the technical skills that are required by the award restructuring .A third definiton it is learning which takes place in industry paid time, whether on site or elsewhere.Fourthly, a program which has liased with an industry to understand a particular need. Fifthly, that specific skills related to work can be taught on site, but literacy can be taught elsewhere.

HISTORY
The two fields of adult literacy education and adult TESOL in Australia, have established over the past forty years their own clearly defined history, purposes, understandings of curriculum, organisational structures and 'culture'. However from the perspectives of the teachers the fields could not be more different, although in many cases the students were the same. Seventy percent of students in EWP courses are of NESB.The Adult Migrant Education Program (AMEP) funded by DILGEA which is one of the largest national second language education programs in the world, employing over 1500 teachers in approximately 300 venues and providing courses of between ten and twenty six weeks duration to 130,000 students each year. (Nunan1989) AMES Victoria has more than twenty centres throughout the length and breadth of Melbourne, and also provides courses in Community Venues and since 1973, English in the Workplace (EWP).Traditionally the AMEP has provided a settlement English language program for newly arrived immigrants and refugees who have been granted permanent residency status in Australia. In 1986 AMES (Vic) teachers were offered permanent employment and support was given for teachersto undertake specialist 'TESOL' qualifications.Unlike other providers in adult education, approximately sixty five percent of teachers are permanently employed, but many teachers in EWP are employed on a 'casual' basis, employed from term to term. In the past

> "...there has been a tendency to regard English language
> programs in the workplace as a type of welfare provision
> for clients...
> (Cleland 1992)

with little relation to the overall training agenda in industry.
AMES Victoria is supported by a large central administrative centre with extensive support services available. The Curriculum Support Unit provides inservice programs, research projects and materials development service. Many opportunities are provided for teachers to become involved in research and professional development activities, however most of these opportunities are taken up by permanent teachers or those who are working almost full time in AMES, so that in the last few yaars two tiers of teachers have developed, those who are permanent and access the CSU provision and the casual teachers, in growing numbers on the margins. Since the Campbell Review in 1986 of the AMEP, there has been an increased 'professionalisation 'in the field of adult TESOL with most providers supporting teachers undertaking PG and Masters course in the area and supporting the employment of qualified teachers.

#
add some details about elligibliity
Traditionally AMES has been a settlement service
The second largest provider of these classes (AL/TESOL/EWP) in Victoria are

the TAFE Colleges funded by DEET, each of which operate quite independently from the others. Teachers who work in this system might have no curriculum support outside the small department in which they are working.Most teachers are employed on a short term contract or sessional basis, often with only one or two permanent full time staff members. Recently there have been some developments in co ordinated regional planning but to date, this remains the exception rather than the rule.
The CAE has also taken up a substantial sector of the WELL program, providing courses both on and off site. Again, most teachers are employed on a casual basis.
The smallest but fastest growing provider is Community based Education sector,having successfully tendered for funding from DEET Labour market Programs, providing classes for the unemployed, such as skill share, job seekers etc. The programs are now for the first time employing TESOL teachers to develop programs for members of their community working alongside the business, computer or trade classes. These programs might not be organised by those experienced in educational administration and are often directly linked to the CES or DFE.
A newcomer into the field is the private system, via the English Language Intensive Courses for Overseas Students (ELICOS) schools which were originally established for teaching overseas students in two main groups: those intending to undertake studies in Australian tertiary institutions, and those who came to Austalia on student visas with the main intention of working and studying English at the same time. A number of ELICOS schools have tendered for Labour Market Program courses and are now providing these alongside their established ELICOS programs. The ELICOS schools tend to employ a stream of casual rather than permanent teachers, as their student numbers are constantly fluctuating and the priority given to teachers ongoing professional development can vary markedly from school to school.
The Adult Literacy and Basic Education field is far more diverse than TESOL, funded by DEET. In 1989 it was estimated that one million adult s in Australia had literacy problems, 650,000 of ESB, with 44,000 in AL programs. A further 360,000 were estimated to have little English at all (Wickert 1989). AL has grown out of the community based adult literacy movement which until recently was taught by volunteers often volunteer tutors working on a one to one basis. The adult literacy field is vast in that the teaching covers beginning literacy skills to literacy for academic purposes for students wishing to return to further and higher education.
The TAFE system, the CAE and Community Education are the main providers, but the field isnot exclusively for ESB students. Many NESB students who are not elligible for DILGEA courses attend adult literacy courses.
expand
Whilst at one level there seem to be obvious similarities in these two

fields, there are also major tensions between them. The most serious difference lies with these definitions and understandings of practice. As was first noted in the AMES Response to the Green Paper (the draft of ALLP), was that the policy lacked a coherent theory of language. TESOL draws on the literature of applied linguistics which constructs its pedagogy from some system of language analysis and each stage of language learning is planned with reference to this system. Adult literacy holds central notions of self development and empowerment rather than language analysis. Thus teachers have quite different starting points in curriculum development.

Whereas ESL has looked at theries of language with functional or communicative perspectives, traditional AL programs have leant towards theories of literacy, focusing on the psychological skills and strategies for reading and writing, and the social aspect of how literacy is used in context. AL has tended to focus on personal growth & ESL on cross cultural communication.
#

POLICY
     Discourse is the power to create reality by naming and giving it meaning.
     Haraway
ALLP
The ideological perspectives of any policy are revealed in the discourse. English has become the corner stone for developing a competitive economy.
     English is central... to produce a more dynamic and internationally competitive Australian economy.
     (ALLP pxiv)
     'No studies in Australia have yet provided an accurate
     assessment of the cost to the country incurred as a result
     of poor English language skills and inadequate literacy.
It seems that all the economic problems now are to be laid at the literacy levels of the workforce. The Department of Social Security identified 65% NESB and 35% ESB of those who applied for benefits, appear to have literacy problems.
p16
     In 1991 Australia the labour market no longer offers the same
     opportunities for unskilled work as it once did for those people
     who are illiterate. Jobs for people with poor literacy and numeracy
     skills are diminishing in number.
as are jobs in all sections of the labour market. But here there is a direct link to literacy, which might not indeed be the case at all.
     document.

28,000 attend adult lit classes, 60,000 attend AMEP
p44 dangerous
     'Several employers believed that if literacy training was
     imposed on them they would not employ people faining to

        meet certain literacy standards.
Recommendation
        the National Training board in ratifying competency standards
        developed by industry ensure that appropriate literacy standards
        are included.
Nowhere does this report talk about competencies.
#
But there is a certain irony to launch a language policy which does not
encompass a theory of language, or indeed a social theory that addresses
the issue of how language is used to regulate and dominate membes of the
community. (Baynham 1992)
Under ALLP the responsibilities for adult ESL have been extended. The
policy introduces the idea of 'minimum social proficiency' in English, as
rated according to the Australian Second Language Proficiency Rating
(ASLPR). The policy aims to assist 'all NESB job seekers with less than a
minimum social proficiency regardless of how long they have lived in
Australia. According to the ALLP, this responsibility is in addition to the
role of the AMEP which is to continue to target all newly arrived
immigrants of NESB, particularly those who have not achieved ASLPR 2,
although no extra funding has been made available.
THis new proposal allows for teaching to ASLPR level 3
        'ASLPR 3 is the proficiency level where a non-ESB person
        is able to communicate in English with sufficient accuracy
        to meet his basic vocational needs.
If ASLPR 3 is seen to be the minimum for work, it is interesting to note
that the AMEP has tradtionally been funded only to the level of ASLPR 2.
Students wishing to continue have had to go elsewhere, perhaps to TAFE, but
with no guaranteed provision to enable them to learn English to the level
required for'minimum vocational proficiency', let alone for access to
further study. Is it any wonder that unemployment is three times highe
amongst immigrants of NESB than the general population.
        Australia's spending on Labour market programs has been
        the lowest per unemployed person of any member of the
        Organistation for EconomicCo-operation and
        development (OECD)

        The Herald Sun May 23 1992
One might wonder at the real intention of the immigration policy.
All that the ALLP seems to be offering teachers in the field is inceased
regulation. The length of course required to reach ASLPR has been set at
510 hours instruction, a figure which has a certain 'scientific' appeal,
but no evidence has been provided as to how students of vastly different
educational and linguistic backgrounds all require 510 hours An additional
requirement appears that the students are 'to demonstrate reasonable
progress' within that time frame. Evidence from second language acquisition
theory research has shown that many students pass through stages where they
appear to be making no observable progress, but some time later leap ahead
(Ellis1983). If this progress does not occur within each assessed period
is the student to be thrown out? The teachers are now being asked to work

within discourses which no longer represent their values or theoretical understandings of their work. They have become invisible (Gilligan, Ferguson , Walkerdine)

> Independent, reflective, thought on the part of the individual
> learner is effectively usurped by the expert designers of
> technocratic curricula and those who embrace their technocist
> assumptions. With them at the helm, adult education as an
> organised system will serve to subvert critical powers of insight
> and imagination. They steer modern adult education practice
> away from any real prospects it might have of developing into
> a genuinely transformative pedagogy for a more just society.
> Collins 1991
>> mawer

ALLP WELL Award restructuring

> Australia's spending on Labour market programs has been the lowest per unemployed person of any member ofthe Organistation for EconomicCo-operation and development (OECD)
The Herald Sun May 23 1992
DEET has predicted 'high levels of unemployment, and more particularly of long term unemployment,which is likely to prevail for a substantive period.'
NBEET<Assistance for Disadvantages Jobseekers.1991
The WELL project commenced in January 1992 as part of the implementation of ALLP. A number of priority industries were identified: Automotive, Food Processing, Metals, Transport, Timber, Retail, Health, Power, Hospitality & Tourism Building & construction. A number of new innitiatives were introduced:

> • partial cost recovery
> • Literacy & ESL drawn together,working closely with CAE WBEP to cater
for workers of ESB
> • Integration of English with training
> • a variety of modes of delivery including peer tutoring, ILC
> • analysis of the patterns and styles of communication in the worklace
> • curriculum development
> "... to develop a curriculum which will facilitate the entry
> of employees of ASLPR levels below that of social
> proficiency , into vocational training.

In 1992 WELL teachers will be deeply involved in the development of core curricula for a number of industries

> WELL resources must be targeted towards enterprises
> which see ESL & Literacy as significant components
> of workplace change.
> • Contracting out.

Changing Nautre of works
This andmost other documents assume that work in the future will require
> 'a more highly credentialled and qualified workforce'

        Watkins 1986
has not proved to be the case. Most new jobs appear to be very low
skilled, part time in service industries.
Kalantzis ### move to comp
      "All this leads one to the inescapable conclusion that the
      idea of work written through these competencies is not so
      generic, after all. It is based on some rather old fashioned
      ideas about blue collar and white collar work. It does not
      really include the professions and it does not really include
      the unemployed and the lower levels of the labour market.
      And it is precisely in middle ranges of employment, the area
      the document does address, where most of the jobs are
      disappearing at the moment.
absurd to expect levels of performance insome generic competencies.
      "At every level of education, we are heading back to testing.
emphasis on S & W communication fear that tis language competnece will be
used to screen workers general competence.
      This means, however, that studnets and workers of nonEnglish
       speaking backgrounds, for example, will appear not to be competent.
Competency training and assessment will actually, albeit perhaps
inadvertently, test linguistic performance more than what people
      can or cannot do.
Response:
Taylorism deskilling Gramsci
National Cur & CBT
1992 transitional all DILGEA ESL money went to AMES 1993 tender
ESL Nat (DILGEA) $3,8 mill
LIT   (DEET) $5.8 mill
since ALLP NESB of high oracy able to participate in classes with ESB
Following the ALLP the competency based movement really took off with the
Finn, mayer and Carmichael Reports. These reports haveall sought to
describe educational attainment in terms of competencies.

However there are real problems for this field in terms of describing the
field in
WELL DOCUMENTS 91, 92
ALLP Sep 91 announced new arrangements to apply to the provision of work
place language and literacy 'training' via DILGEA, DEET & DIR
      'The new program will respond to the needs of people in
      the workplace who have insufficient English language or
      literacy skills to achieve the competency standards necessary
      for their workplace and who may need assistance to participate

      in training programs associated particularly woth award
      restructuring and industry and workplace reform.

It is interesting to note the confusion at the policy level as to what

exactly is to be measured or taught in thes programs. For example, a
teacher or English speaker might wonder at

>'language refers to ESL'

and the claim that

>Literacy involves the integration of speaking listening and
>critical thinking and reading and writing

when all that seems to be allowed in such courses is reproducing
uncritically an externally designed curriculum.

The rationale for the project begins with 'increaesed enterprise level
productivity

PROGRAM DELIVERY

These policies have opened the field for tendering, so that rather than the
funds automatically going to the established providers to fund on-going
programs, every few months tendres are being called for the same funds.
Recently more than twenty tenders were submitted, each for over one million
dollars when only four million was available, resulting in tremendous waste
of time and resources.The result of the tendering process has resulted in a
mixture of public and private services with similar consequences to those
Yeatman describes with regard to delivery of services in the 'human service
area.

>Contracting out means that the expertise which has been
>established through experience in Industry over time will be
>lost to the lowest tender. Thus these experienced teachers
>might well find themselves without this work, whilst others
>with no experience will get the tender.
>Cleland 1992

With the mix of public and private the agency can become increasingly
divorced from the practical on the ground requirements, resulting in
prescriptive trade offs between competing values. Second, the providers
are in competition with each other which weakens their professional
culture, making itdifficult to work together towards the common good

>"The fragmentation of the practice based professional culture
> is likely to enhance the power of government agencies,
>professional associations and the relevant training institutions:
>they all become relatively unconstrained by the demands of
>practice where issues of different types of professionals and
>workers coordinating their services to real clients are the
>pressing ones.
>Yeatman 1987

Program contractors are responsible for

>'the development of English langauges and literacy training
>resources which are appropriate to industry and workplace
>Award competencies.

but these 'competencies' which are in this case to do with 'language and
'literacy', can be developed by 'contractors' who need not be teachers
with a language teaching background. Contractors can be

>•facilitators or promoters (Industry training board)
>State brances of trade unions

State level employert peak councils
- users (workplaces)
- providers

Another absudity for the providers is the artificial divided the policy creates for the proposed models of delivery. It states that the English language component of the courses will be funded by DILGEA and the literacy component funded by DEET when the course mightbe for both ESB and NESB students in the one program.

In the 1993 WELL Plan released in June 92, the discourse had been refined to refer to 'literacy ' and ESL skills', the ESL skills being L,S, R, W, a distinction which makes no sense to a language teacher. Again, no mention

is made of critical literacy skills.

The draft proposal acknowledges that teachers will need support in order to teach these programs.

> 'Professional development costs for English language and
> literacy teachers working in the workplace projects should be
> included as on-costs, in the overall project costing.

However when all the funding of these projects is subject to the tendering process, it is not difficult to imagine that this 'professional development' will be one of the first aspects 'trimmed ' from the tender. Or, to take this from a competency perspective, the only teachers who will be employed will be those who already have proven their competency in some manner. Teacher appraisal, as Bartlett hinted, looks just around the corner in this field.

A further brief had been added, which does not appear to link with the Mayer competencies, that of 'improving cross cultural awareness'. How this is to be measured.?

> 'The program also seeks to empower workplaces to support
> changes in industrial arrangements associated with award
> restructuring, and industry and workplace reform through
> improved workplace communication.

Note that the empowering relates to the 'workplaces' not to the individual workers.

> 'A major focus of efforts to raise productivity and improve the
> competitiveness of industry has been the enhancement of the
> skills of the Australian workforce through competency based training

but nowhere in this new document are these competencies spelt out

This new proposal allows for teaching to ASLPR level 3

> 'ASLPR 3 is the proficiency level where a non-ESB person
> is able to communicate in English with sufficient accuracy
> to meet his basic vocational needs.

If ASLPR 3 is seen to be the minimum for work, it is interesting to see the the AMEP has been funded only to teach to level 2

Access and euity have been included in the revised guidelines

p21 Monitoring and reporting process

'outcomes, in terms of competencies, achieved by workers, of completed
courses

CHANGES IN PURPOSE
2   CURRICULUM   NTB CBT NCP
Collins
    Whatever the interests of its academics, mainstream adult education
    practice in recent years has emerged as a professionalized
    pyschologistic pedagogy. (The designation of some or most, of its
    activities as 'continuing education', or further education' or
lifelong
    education, or recurrent education does not alter this fact. These are
    the categories of modern adult education practice.) Increasingly ,
    its concern has been with designing techniques that will change
    the individual learners' behaviour and inculcate coping skills to
    make up for what are claimed to be objectively identified
deficiencies.
Rarely do the curriculum discourses in TESOL move beyond the level of
classroom activities (Richards & Nunan 1988). The curriculum is viewed as a
product, rather than praxis. Curriculum has never been a central focus of
on going professional development despite some far reaching attempts.
Although for example, the AMEP claims to have a decentralised bureaucratic
and curriculum structure, this has been disputed (Bartlett, 1985, 1991).
The major curriculum initiatives in the AMEP (the National curriculum
Conference 1985, the National Curriculum Project 1988-90) these have met
with only limited success. (Nunan 1990) For teachers to try to construct a
curriculum with some view of its social and political meaning, they must
move beyond these curriculum discourses in TESOL to other fields of
education, and these are rarely discussed in any forum that TESOL teachers
might participate in. Are the discourses in TESOL constructed outside the
classroom, for example, by mainly male researchers examining female
teachers' practice, to examine the question from a feminist perspective?
(Walkerdine) Do these discourses speak to or for these teachers? Is a new
discourse needed for these isolated teachers, who are teaching on the
margins of an increasingly diversifying field?

#CORE CURRICULUM
the original idea was to get accreditation, but nowthat this is well onthe
way core cur has been superceded by CBT
Now CC doc will be used as the basis for becoming a REGISTEREDprovider of
the accredited course using ASF RE ELEMENT & ASSESSMENT
thus a complete change in purpose
materials will be used in the 4 Areas as egs of good practice.
1   vocational
2   generic skills
3   workplace
4   community access

Paper Presented at the Joint AARE/
NZARE Conference, Geelong, 1992
Australian Association
for Research in Education

MAterials have been produced to deliver a standard cert course
#CORE CURRICULUM PROJECT
Tasks
The core curriculum will be based on tasks, which have been described as an
activity or action which is carried out as the result of processing or
understanding language
Competencies
Task based, competency oriented approach
The core curriculum will adopt a task based competency oriented approach,
which will be manifested in texts taken from relevant fields.
Document
1Guidelines   4 components
  •a set of graded tasks
  •principles to facilitate the application of the tasks to appropriate
texts
  •principles to ensure learnr engagementwith the texts and tasks
  • procedurres for assessment
2Generic curriculums
will be like NCP Frameworks
3Specific curriculums

Ch1
Ch1 The current crisis in adult education   the cult of efficiency
call for a critically informed, transformative pedagogy
marginalised field, within the institution, vs community house always
fighting for survival
Fixation on technique
-> technical formulations as standardised pre- packaged curriculua->
artifiicality & detachment

x
from teacher autonomy to puppet
Response:
National Cur & CBT
COMPETENCY BASED TRAINING IN ADULT LANGUAGE LITERACY EDUCATION
#use Pospect stuff

CHANGES IN ORGANISATION 2 levels
1   ADMIN
tender, no awards, a/o contract
???OUTCOME HERE?
Response:
The way these programs have been envisaged are via competency
ASf

ANTB
AMEP 70,000 pa   10,000 DEET   backlog 60,000 AMEP
most learners need 400-720 to reach minimum social proficiency
p58 EWP
POLICY short
increased funding to work related programs SIP, Skillshare
AMEP previously defined by period of residence, not attainment levels
minimum social proficiency ASLPR 2
Classes spring up over night and teachers are employed in new settings with
no curriculum support, handed a class list , often selected by a clerical
assistant at the CES
There is ample evidence that this is not the only or indeed the most
efficient way to move forward in the face of growing unemployment amongst
the least skilled workers regardless of their background.
CHANGES IN PURPOSE IN ADULT EDUCATION

> 'adult educators are being seduced by exemplarsof extreme
> rationalization such as competency based learning, and the
> many skills-based curriculum formats which purport to teach
> us how to cope and how to live.
> Collins
> '...in the absence of a sustained social critique, modern adult
> education practice steered by technical rationallity serves the
> whims of an advancing neoconservative political ideology.

to achieve their employment potential
Within adult education, there are four commonly held concepts of adult
learning.

- self directed learning and the andragogy school (Knowles)
- learner centred and the humanistic educators (Rogers)
- critical pedagogy and social action(Mezirow)
- training and efficiency
(Boud, Keogh et al1988)

It is easy to see that it is the last of these concepts which has recently
risen to the fore within the discourse of competency based training.
Most of the literature concerning these approaches in general adult
education pre-supposes a western cult of individualism and self
determination which might not be culturally acceptable for students with
different views on the role of the individual in society. Candy (1988)
comments that only one third of adults wish to be self directed in their
education, and perhaps the figures would be even lower for students of non
English speaking background.

> When people make recommendations about increasing
> learner control, they enlist many arguments. They point to
> cultural values, such as those of individuality and self fulfilment;
> `rapid social and technological change and the consequent
> need for continuous self development and self improvement;
> the emergence and refinement of the notion of lifelong
> education; legislative sanctions which demand equality of
> educational opportunity; a liberal sort of humanitarianism
> which emphasises personal empowerment.

Candy 1988
Both AL &TESOL have held the first of these two ideologies as the basis for
their pedagogy, although this has always been a problem in EWP where,
before the setting up of Tripartite Committees of Management, in many cases
the purpose of the course was to be seen as an instrument of management.
Q M Ed paper
Importance of reflection in adult learning

The kind of reflection in which learners engage may not be
critical in the sense used by Freire and Mezirow.
(Boud)
This is not critical enough for Kemmis (Action research and the politics of
reflection)

The language of the discourse

'...in the absence of a sustained social critique, modern adult
education practice steered by technical rationallity serves the
whims of an advancing neoconservative political ideology.
Collins
link to Kress
The paucity of positivist research in the area of curriculum has been well
documented by many writers (Giroux 1983, Kemmis1986,Lather 1986). Feminist
writers have contested the privileged position that positivist research
has claimed, as being of universalised male experience (Blackmore 1989). At
the moment in TESOL there is a renewed interest in scientific and
ethnographic, interpretive research. Interpretivist research aims to
understand the meaning and significance of human actions. This research is
becoming increasing common in TESOL, as an ethnomethodological or
qualitative approach.
Critical emancipatory research aims at a critically reflective approach to
research based on collaborative enquiry, where both the researcher and the
researched are involved as equal partners in the process. This type of
research can be undertaken by groups of teachers who come together to
reflect on their practice and in the process develop critical praxis. This
action is empowering as in the process the teachers come to understand
their own practice, and place this in a wider educational perspective. The
purpose is to transform education by a better understanding , in its social
context. It is firmly grounded in society and views education in its
social context also.

Recently there has been 'an epochal shift' towards the concept of a
constructed world, a world constructed in discourse. and the 'texts' which
enshrine the experience. Knowledge is no longer fixed but constantly
changing, so too is there a concept of shifting subjectivity which not seen
as purely unitary ,rational, but multiple. The discourse provides the
subject position, which can often appear contradictory, but also allows for

a theory of the unique.
As an extension of this research follows 'second wave' feminism or, in
Lather's terms materialist feminism, which attempts to make sense of these
shifting subjectivities. For feminists the problem with all previous
research paradigms is that the are predicated on a patriarchal world view
and contemporary feminist theory is attempting to move beyond the earlier
attempts to reconceptualise male discourse, from new parameters.
For me an important aspect of feminist discourse is the perspective on
ethical questions in relation to education. Whereas MacIntyre has shown
that ethical views based on some sort of liberal humanism are 'morally
bankrupt' at this stage of the twentieth century, feminist theories offer
new perspectives on moral questions (Gilligan1984). If morality is defined
in terms of 'interrelatedness' compared with a patriarchal view which
values autonomy at the expense of interrelatedness. This I believe is
important is establishing how TESOL teachers come to decisions in their
classrooms.
While TESOL remains a marginal area of education, with low status, the
teachers will remain isolated from curriculum debate. The journals have
shown that in these contexts it is possible to engage in critical
reflection, to engage with the literature and to begin to construct the new
teacher.
The move to self directed learning , learner control is based on cultural
values such as individuality, self-fulfilment and empowerment (Candy 1987).
Yet these values are not important to many of the students who we are
trying to teach.

> ... to recognise the necessary plurality of positions occupied by
> women of differing ethnic origins and languages
> (Haug 1987:12)

The feminine approach to value relatedness and care is extremely useful to
help explain the
way in which the TESOL teachers seek to relate to their students in the
classroom. From feminist research this is seen to be of value and not
confused with the negative connotation of 'mothering' which is often held
up against the teachers intuitive knowledge of how to proceed in their

classrooms. A woman's construction of the student is driven by her ethic of
care. To care for the student is more important to the teacher than the
bureaucratic concerns of the administration. The journals have given voice
to this dissent. Ferguson (1984) has shown that the growth of bureaucracy
always means that the gaps between the teachers concerns and the
administrators widens. With the recent moves to permanency has resulted in
the teachers being constantly drawn out of their classrooms into tasks
which keep them from their main concern - teaching. Whereas these women,
many of whom work only part time have in the past taken fairly submissive
roles within the organisation, through the journals they have given voice
to their concerns and in this knowledge have gained strength. One of these
teachers has now become a union representative, a role which she saw as
useless at the start of the project, in order to make the part time workers
voice heard.

And finally what of the post modern discourses? Here the idea of the unitary subject has been deconstructed so that it is now seen to be legitimate to take a subject position within a discourse which is full of contradiction, multiple and not purely rational. (Henriques 1984) Much of what a teacher perceives in her classroom appears to be contradictory t o the dominant discourses in TESOL. Viewing her world in this way supports her construction of knowledge based on her perceptions of her own experience. Even within TESOL it is acknowledged that there is a great deal of uncertainty as to how an adult learns a second language (Freeman1988) so that the teachers own view base on her experience from a post modern perspective, can be seen as a possible way of describing her dilemmas in her relation to the dominant discourses. The world of TESOL is essentially multi voiced and the teachers constructing a new discourse might be able to describe this world in terms which are seen to be relevant in these difficult times.

6   THE FUTURE

    To reflect critically is to locate oneself in an action frame, to locate oneself in the history of a   situation, to participate in a social activity, and to take sides on issues.

    (Kemmis 1986)

But what of the future? What has this project revealed in terms of future work in this field? Even though the process of using journals is quite problematic on a number of levels as has been described, in this context has a great deal to offer I believe that in TESOL where so many of the teachers remain isolated in their daily work the journals can be used as a forum for critical reflection and action research. The problem of developing and sustaining critical communities within schools has been well documented and it seems to me that the use of journals is particularly useful in TESOL where the teachers will remain isolated from each other in their work.

This paper aims to show how changes in policy at one level have resulted in the co-option of the field by the bureaucracy, so that resistance is seen as irrrational.

With the development of a new field in repsonse to new opolicy it has been easy to adopt the new discourse of competency based traing and opt fotr the certainty and accountability that a national curiculum will provide..

With such a curriculum in place where the teacher is provided with the teacher prooof packages, the teachers become invisible. There is no room for contestation. The curriculum paradigm is reproduction. Similar moves have been made before and resisted. Will it be possible to continue to resist?

    EXTRA

    This book attempts to switch the spotlight on to the role of adult
    educators and the nature of their current commitment. It is informed
    by social theories of action rather than psychological learning
theories.

COMPETENCY BASED MOVEMENT

Australian Standards framework
>The National Training board has decided to establish a broadly
> based ASF of eight competency levels which will serve as reference
> points for the development and recognition of competency standards.

vocational training and qualifications may be compared by using
>competency levels.
>(National Training Board 1991)

NTB p7
>'..the specification of the knowledge and skill and the
> application of that knowledge and skill within an occupation
> or industry level to the standard of performance required
> in employment.'
>The NTB has adopted a broad concept of competencey
> in that all aspectsof work performance, and not only narrow
> task skills, are included.

Moreover, the broad concept of competency should be:
>related to realistic workplace practices
>expressed as an outcome
>understandable to trainers, supervisors and potential employers

issues and concerns
>The competency based approach offers considerable advantages.
> Re-locating the primary emphasis from the processes involved
> in training (the inputs) to what a person can actually do in the
> workplace as a result of the training (the outcome) allows education
> and training provision to be signficantly more relevant, focused
> and needs based.

90 The problem of competence
>'..management interests are well served, education and
> training programs are trivialised, while occupations are
> increasingly de-skilled through the deployment of narrowly
> defined prescriptions.
> Collins

inMawer
>The dividing up or reducing of worker skills and knowledge
> into small, packaged, encyclopedic, incremental, and
> prefabricated bits is a very structural approach, no doubt,
> and superficially attractive. But ...rather along the lines of
> Taylorism which we are supposed to be leaving behind
> (the current emphasis on competency based training and
> assessment in) vocational education and training is
> creating an impression that it is setting about the task of
> ignoring the whole, the comprehensive, the conceptual,
> the broad knowledge of production, and the knowledge
> of the social context of work.'
> Gribble 1990
> "Similarlly, the process of establishing competency standards
> and assessment procedures , and developing the consequent
> training programs, has significant ramifications for demands on
> individuals' abilities to read, interpret and write complex abstract

English texts. The competency based approach is to a great
 extent industry driven, with the aim of developing more

performance oriented , effective and fairer assessment and
training methodologies. However , it is not difficult to see how
the actual implementation process could have become a
significant gate keeping exercise. p15

SPOKEN WRITTEN CHANGE MOVE###
1   Written job procedures
     "This transistion from oral to written text has led to the
      abstraction of the simplest operational procedure to a
     point where accessibility and comprehensibility have
      been significantly affected..

2   Participation in consultative processes
3   Accessing training &Promotional opportunities
     " Most studies of literacy in the workplace have established
      that training for ajob demands both a higher level and a
     wider ange of reading and writing skills than those required
      in the actual performance of the job. Wickert 1989
Teachers
Yeatman
conclusion
     "the proliferation of policies at the present time is a
     response to the increasing complexity of society. This
     complexity results from, as it creates, a plurality and
     fragmentation of voices which seek to be heard
     within the policy process.
multiplication of interests Politics of difference
155 Politics of discourse
Haraway language politics
     "Discourse is the power to createrealityby naming and giving it
meaning'
Foucauld "discourse is the power which is to be seized'
VIP
     "..that their own positionality is not fixed or even coherent.
     They may discover that their subjectiviyt has been located
     between, or across distinct and even contradictory discourses
      of identity.
     ..^dentities are not fixed....sitesof past subjective experience.
     "Self and identity..are always grasped and understood within
     particular discursive configurations. consciousness, therefore,
      is never fixed, never attained once and for all, because discursive
boundaries change with historical conditions.   Teresa De Lauretis 1986

The Coalition are now speaking of introducing an English language test as a
prerequisite for citizenship.

Not enough work has been done as yet on a linguistic analysis of the language required. For teachers to make this analysis there willneed to be some inservice. Some work is being done at Macquarie.
There are several major schools of linguistic analysis. The view which has gained support from NTB, ASF, ALLP, WELL is that of Halliday's systemic functional linguistics, which takes account of the socio cultural context and relationships revealed in language.
 ASLPR The proficiency rating used nationally to rate students of NESB in listening, speaking, reading or writing. An individual is given a rating for allfour skills, which often differ markedly. The notion of an across the board ASLPR 2 is not one that ESOL teachers use. It is interesting to note that ALLP states that ASLPR 3 as minimum for employment, but until now, the AMEP has been funded to teach only until ASLPR 2. There is a second scale in use, the ALAN (Literacy & Numercy) Competency scales which were developed but strongly contested y teachers. They are to br dropped as soon as the ASF are in place.

University in this area rill require separate programs. There are no clear definiti i The language of the new discourse needs to be examined carefully to reveal the discursive positions available for the stakeholdersIn

bringing together the two groups in EWP certain tensions will arisecaand f ,,he perspectives of the teachersa. DILGEA has regulatedaccess to the AMEP under strict criteria, based on thelenght of time in Australia, level of English and priority groups. (

e,s which has always been a large provider in AL, courses are
sch constructs its pedagogy fromseses oWithin either field one could argue the effect of these colonising, rational discourses created by knowing subjects, and the effect and positioing of these discourses of the unknowing, irrational other, whose lack of understanding of the language of power, is constructed as being deficient (Fairclough, Walkerdine). The discourse positions available – the discourses of the workplace– are those of the compliant worker, and rarely do language programs take up a critical view in order to contest these positions (Auerbach 1991).
One critical change which these policies fail to take into account is the cnature,ing
which , The rate of job loss is higher for men than women, but women are still finding it difficult to gain access to non traditional workplaces. 1992
There is concern as to how assessment of competencies is to be used and it is feared that enen   Kalantzis 1992
There appears to be an attempt to colonise the discourse of unemployment with the discourse of deficiency, one which is often used to describe 'the other' particularly those of NESB.#

The move towards deskilling both workers and teachers by this new narrow construction of their work, hints of Taylorism, a discourse which it is claimed, Award Restructuring will over turn.

CHANGES IN
Australia's Language and Literacy Policy ()
It seems that allpeople IN 1990, ed adult literacy anded the. Resistance
to 'compulsory' literacy training in industry by management is a real
concern.l
are mentioned, as the ALLP preceeds the Finn, Mayer and carmichael Reports,
which again have radically changed the discourse in this area Tas power, r.
h
it
educationr
be phased out is.how or why.Workplace English Language and Literacy (WELL)
be phased out isAlthough the policy outlines in deatail the types of
reponse the administraotrs are making there is a more fundamental question
as to the changing nature of work which needs to be addressed but is
ignored. ˇˇˇˇˇ

issue which is crucial to the teachers who are working with both the
employed and the un-employed, is not being discussed in any forum that the
teachers have access to.
#

jointly managed through the departmants of .   amongst workers with low
levelsof literacy and English.CHANGES IN

er called foring future programs.

 90ua Although this division might help the bureaucrats in their three
departments, such artificial divsions make no sense to the teachers. the
discourse had been refineddefined as listening, speaking ,reading and
writing ()one might think are the same skills as constitute literacyis just
around the corner

CHANGES IN PURPOSE IN
contemporary basic provision
Although the ideology of self development and personal empowerment have
long been espoused in adult basic education, in practice much of the work
has not confronted the political reality of the students positions, and
indeed in TESOL, not even taught the language to begin such a critique and
enter into the discouse in an active manner (Bartlett,Auerbach). Thus much
of the practice, based on the liberal humanist views of the individual,
have not been empowering, and have acted to reproduce the dominant power
relationships within the society. 1988
Naturally these claims would be contested by some teachers who have
actively engaged in social critique, but these teachers would be in the
minority.
The literature of critical social theory challenges our understandings of
teaching. If our work is examined from these perspectives, then the whole
system is thrown into disaray as Giroux commented.

Teachers education has rarely occupied a critical space, public or
political

within contemporary culture. (Giroux 1991)
As we fast approach the end of the millenium, and are surrounded on all
sides by the technological rationalists, whose 'ways of seeing' our world
might be quite different from educationalists in the past. It seems vital
that teachers can, in their own classrooms, examine critically the
bureaucracies which govern their lives. In ignorance of these dominant
power structures within the society, a teacher is powerless to challenge
and contest them. The teachers therefore unwittingly reproduce these
technocratic and corporate ideologies which characterise the dominant
society.
To return to Giroux

"This lack of attention to critical social theory has deprived student
teachers

of a theorectical frame work necessary for understanding,affirming and
evaluating the meanings which the students socially construct about
themselves and school and has therefore diminished the possibility of
granting them the means to self knowledge and social empowerment."
Giroux 1991

This is particularly relevant in the field of TESOL where the teachers are
working with minority groups of marginalised students who are trying to
come to terms with new social and political systems and their changed
economic and social positions in these new systems. Some teachers who find
themselves teaching minority students, a cultural distance between 'us'
and 'them' develops as a result of the lack of a framework for
understanding the differences, whether cultural, ideological or of gender.
Teaching practice becomes an occasion for the production of an alienated
defensiveness. Teacher education has rarely occupied a critical space,
public or political within contemporary culture. According to Giroux,
teacher education constitutes a set of institutional practices that seldom
results in the radicalisation of teachers.

The political space which teacher education occupies today generally
continues to de emphasize the struggle for teacher empowerment;
further

more it generally serves to reproduce the technocratic and corporate
ideologies that characterise dominant societies.
Giroux 1991

In these troubled times of the corporate curriculum, education being seen
as inextricably linked to productivity and training and teaching seen as
'adding value' to the raw materials - the students, surely this is a time
for us to reevaluate critically the courses being presented to the
students. We cannot allow our teaching to become a site for uncritical
reproduction of practices which are not empowering students, and perpetuate
the unequal power relationships which dominate society today. The
institutionalisation process of the new teacher is well known and well
documented (Zeichner & Nunan). We must build into our practice the critical

space to evaluate all practices in order to become critically reflective
teachers and engage in action.
(Kemmis) ''

Within the tradition of the learner centred needs based curriculum,
developed by teachers in their own classroom, a new curriculum discourse
has emerged, that of National Curriculum, competency based training and
Core curriculum. As yet there appears to have been little resistance, if
any, by the administrators, all of whom are struggling to tender for their
own survival.

The implications of the new discourse on the practice as we know it are not
being critiqued, teachers are not being heard and discussions with
teachers, of these new approaches are not taking place. Within TESOL a
critical discussion of c and its role in contesting or reproducing the
power strucutre of society,.Rarely do thepractice.ESOL teachers might
participate

Whilst there may be areas of education where a competency based approach
might have some usefulness, as Finn, Mayer and carmichael would have us
believe, the area of language education, the strength of which Stenhouse
commented was in its variety and response to context, would seem to be an
area likely to gain very little. However, this approach has been accepted
with little debate, by the administrators.
THE
     It is now urgent to establish a national curriculum framework of
competencies witin the AMEP
     DILGEA

     "Similarl
     Mawer 1992

There appears to be an underlying assumption that a assessing a work
related competency in the workplace is a language free task, or that the
language demands of describing the task are an integral part of the task
itself.

As mentioned earlier, there are significant differences between spoken and
written language, which are being overlooked.
      Mawer 1992
     These are critical issues but the teachers who are currently in some
workplaces already teaching to this competency based approach and finding
contradictory, are not priviledged to debate. Again they are not heard, or
in raising a critical voice against the new discourse are seen to be
'irrational'.

Tof a core curriculum   thericulumproject over run the competency
approach. thericulumregistered the .T there has been and the now four

Paper Presented at the Joint AARE/
NZARE Conference, Geelong, 1992
Australian Association
for Research in Education

designated aexamples

a t. Tasks
which will be manifested .

e steered by technical rationa
in order togive some sense of validity to the field Little research of this
nature is taking place. Feminist research challenge the patriarchalto be
(Noddings)From the research it seems that which
.S tisprevailing discourses.THE WAY AHEADThere appear
ˇˇˇ
ˇˇˇ
ˇˇ"tˇhˇˇˇ"tˇhˇ
ˇˇ"tˇhˇˇˇ"tˇhˇˇˇ"tˇhˇˇˇˇˇˇˇhˇˇˇ

ˇ" to be dark forces at work to deny the teachers construction of knowledge
based on their own experience in their own classrooms.
research M
Almost all teachers working in this field are women. They are mainly
working with men, in male dominated workplaces and management structures.
In terms of age, gender, ethnic and class background the teachers differ
from the workers they are employed to teach. The teachers have never
worked in factories themselves, are mostly married to men who have never

in factories and have very little understanding of the complex work
relationships and power structures which operate in a workplace outside a
school.
As AL/TESOL teachers, they are the outworkers of this field of education.
They are not located in a base school with a professional library, or
colleagues with whom they can discuss their work, their curriculum and any
problems they might be experiencing. They have no easy access to resources,
with one professional library in the city while they are working in
Dandenong or Tullamarine. They work in a range of venues during the week,
often two on the same day. They are employed on a casual or sessional
basis, on 6 to 10 week contracts. At any time their work can be terminated
due to changes in the industry. They are not privileged by any set awards,
rates of pay or conditions of work. The working day can run from 7am to 9pm
including weekends. Split shifts are the norm. They receive no holiday pay
or sick leave.They are represented by eight different unions, but most are
not members. As a result of their short term employment and the number of
employing agencies, there is no career pathway, no structured system of
advancement. As the courses they teach have no ongoing funding provisions,
they have no guarantee of on-going employment.
the teacher'

a new field in repsonse to new petency based traing and opt foa discourse
ofrriculum will provide.

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