Submission No 176

INQUIRY INTO HOME SCHOOLING

Organisation: FamilyVoice Australia

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Submission

on

Home Schooling

to the

NSW Legislative Council Select Committee on Home Schooling

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Table of Contents

1.	Int	roduction 1
2.	T.C	R. (a) – The background of home schooling2
	2.1.	Parental rights
	2.2.	State responsibilities
	2.3.	Other jurisdictions
3.	т.с	R. (b) – The current context of home schooling in NSW5
	3.1.	(i) Outcomes of home schooling5
	<i>3.2.</i>	(ii) Financial costs
	<i>3.3.</i>	(iv) Reasons for unregistered home schoolers
	3.4.	(v) Special education needs
4.	т.с	R. (c) – Regulatory framework for home schooling8
	4.1.	(i) Reducing unregistered home schoolers
	4.2.	(ii) Training qualifications and experience
	4.3.	(iii) Adherence to delivery of the NSW syllabuses
	4.4.	(iv) Children's safety, welfare and wellbeing
	4.5.	(v) Improvement to current regulatory regime
5.	т.с	R. (e) – Representation of home schoolers12
6.	Coı	nclusion13
7.	Fno	Inotes

1. Introduction

On the 28 May 2014, the NSW Legislative Council established a select committee to inquire into and report on home schooling in New South Wales.

Terms of Reference

That a select committee be established to inquire into and report on home schooling in New South Wales, and in particular:

- a. The background of home schooling including comparison of practices with other jurisdictions in Australia and New Zealand
- b. The current context of home schooling in New South Wales including:
 - outcomes of home schooling including in relation to transition to further study and work
 - ii. financial costs
 - iii. demographics and motivation of parents to home school their children
 - iv. extent of and reasons for unregistered home schoolers
 - v. characteristics and educational needs of home schooled children
 - vi. comparison of home schooling to school education including distance education
- c. Regulatory framework for home schooling including:
 - current registration processes and ways of reducing the number of unregistered home schoolers
 - ii. training, qualifications and experience of authorised persons
 - iii. adherence to delivery of the New South Wales syllabuses
 - iv. potential benefits or impediments to children's safety, welfare and wellbeing
 - v. appropriateness of the current regulatory regime and ways in which it could be improved
- d. Support issues for home schooling families and barriers to accessing support
- e. Representation of home schoolers within Board of Studies, Teaching and Educational Standards (BoSTES)
- f. Any other related matter.

FamilyVoice Australia is a national Christian voice – promoting true family values for the benefit of all Australians. Our vision is to see strong families at the heart of a healthy society: where marriage is honoured, human life is respected, families can flourish, Australia's Christian heritage is valued, and fundamental freedoms are enjoyed.

We work with people from all major Christian denominations. We engage with parliamentarians of all political persuasions and are independent of all political parties. We have full-time FamilyVoice representatives in all states.

2. T.O.R. (a) – The background of home schooling

Home schooling encompasses many different educational philosophies and approaches from a very formal and structured curriculum to unstructured approaches called unschooling or natural learning, where learning occurs as part of daily life.

The number of parents choosing to enrol their students into home education has increased by 40% in New South Wales over the past four years, as shown in Figure 1 below. However, these figures do not disclose the number of unregistered students, which could include several thousand more.

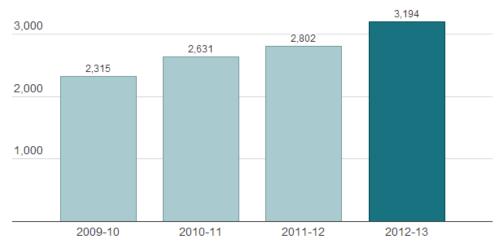


Figure 1: The number of children registered for home schooling in NSW has risen 40 per cent in the past four years

A survey of Queensland home educating parents revealed that parents choose to home school their children for a variety of reasons, including religious faith, parenting preference, socialisation and practicality.³

2.1. Parental rights

The heart of Australian democracy is the establishment of a free society. Freedom of thought demands parental choice in the style and type of education for their children.

The principle of choice in education is reflected in both the Universal Declaration of Human Rights (UDHR) and the International Covenant on Civil and Political Rights. Article 26 (3) of the UDHR states:

Parents have a prior right to choose the kind of education that shall be given to their children. 4

Similarly, the International Covenant on Civil and Political Rights Article 18 (4) states:

The States Parties to the present Covenant undertake to have respect for the liberty of parents and, when applicable, legal guardians to ensure the religious and moral education of their children in conformity with their own convictions.⁵

These internationally agreed statements acknowledge the importance of parental choice in education, including the option to educate their children at home and the right of parents to have the liberty of passing on their religious and moral education.

The role of parents choosing their children's education has also been affirmed in the South Australian Supreme Court. The judgment used reasoning that would also apply in NSW.

A small South Australian Christian school was deregistered in the 1980s because its low numbers were deemed to provide insufficient social interaction and hence an unsatisfactory education. Insufficient social interaction is a typical criticism of home educators too. Yet the school's academic standards were very high and this was not contested in the court case appealing the deregistration. The full bench of the SA Supreme Court upheld the appeal. In his judgment, Chief Justice King said:

The family is generally recognised in our society as the basic unit of the society and that general recognition is reinforced in the International Covenant on Civil and Political Rights to which this nation is a party. **The primary role of parents in choosing the education which their children are to receive is a feature of free societies** which distinguishes them from those which are founded on totalitarian notions of the role of the state.⁶

Thus an Australian court has upheld the right of parents to choose the kind of education their children are to receive.

2.2. State responsibilities

The UDHR also upholds the right of children to have an education. Article 26 (1) of the UDHR states:

Everyone has the right to education. Education shall be free, at least in the elementary and fundamental stages. Elementary education shall be compulsory. Technical and professional education shall be made generally available and higher education shall be equally accessible to all on the basis of merit.⁷

Therefore, even in a free society, where parents have the right to choose their children's education, the state also has a duty to ensure that children receive an education. Minimum standards of literacy and numeracy are thus imperative for active participation in society. However, it is important to keep parental rights and state responsibilities in balance.

Specific discussion of this balance is under section 4.3 '(iii) Adherence to delivery of the NSW Syllabuses'.

2.3. Other jurisdictions

NSW can learn from other states that have implemented various home schooling practices that help home educators.

2.3.1. Tasmania

In Tasmania, parents can provide home education free of charge to their children. They must be a resident of Tasmania.⁸

Curriculum

A good feature of the Tasmanian home education system is the ability for parents to have free choice in the content they teach their children. They are not forced to teach from the National Curriculum. The Tasmanian Home Education Advisory Council (THEAC) helps parents access "a wealth of material available through bookshops, home education websites, the Internet, the library, and other home educators."

The ability for parents to have a choice in the content delivered to their children is important and frees them from being unnecessarily restrained through one centralised curriculum.

Increasing enrolment

In the 1990s, the Tasmanian Education Department succeeded in increasing registration by home schoolers through incentives. ¹⁰ These incentives included the ability to register with a local school in order to access their facilities such as the library, sporting equipment and grounds, and teaching materials. Sometimes parents just need to access one specialised class, or desire to participate in sporting competitions.

Today, they can access government resources free of charge through the Tasmania eSchool system. Examples of material available include:

- Online resources:
- Curriculum development; and
- Video resources.¹¹

Finances

The ability for home schooled students to receive Centrelink in Tasmania is also commendable. As the THEAC website states:

Registered home educators who fulfill Centrelink requirements are eligible for payments...

2.3.2. Victoria

Partnerships

In Victoria, partnerships with local schools are available:

A home schooling family is eligible to approach their neighbourhood government school to seek to partially enrol a home schooling student (of compulsory school age) in specific activities, providing the student is registered with the VRQA.¹²

This arrangement attracts funding for the school on a pro-rata basis.

Resources

Victoria provides a suite of resources for home educators such as:

- Teaching, professional learning and policy resources, called FUSE.
- Other quality assured online resources, called Connect web resources.
- French, German, Indonesian or Italian language learning resources.
- Strategic partnerships with major cultural and educational venues providing subsidised educational programs.¹³

Finances

Victoria also provides various financial benefits that are also available to public and private students. These include:

- Concession cards for home schooled students to access public transport concession fares.
- A School Start Bonus "to help parents give children in Prep and Year 7 the best start at primary or secondary school". 14

3. T.O.R. (b) - The current context of home schooling in NSW

3.1. (i) Outcomes of home schooling

Children who are home educated perform well academically, are well socialised, participate in a wide range of community and extra-curricular activities, and are well prepared for university, work and life.

3.1.1. Academic performance

Significant research has shown that home-educated students perform academically as well as or better than those in traditional schooling and that motivated parents are effective educators. Home educated students did well in maths, language, science and social studies, senior matriculation, academic achievement, vocabulary, reading and language. 16

Furthermore, a study comparing different types of schools, found no significant difference in critical thinking skills among first year university students and college students between those who were home educated and those educated in schools. The study also found that students who were home educated have a more mature approach to learning at a much earlier age – they are not educationally disadvantaged.¹⁷

3.1.2. Socialisation outcomes

It is often assumed that children who are home educated are not well socialised. However, a large body of research indicates that home educating parents provide an appropriate environment for the socialisation of their children.

A 2009 Monash University PhD thesis by Glenda Jackson examined Australian experiences of home schooling. Several positive features of socialisation at home included:

the ability to comfortably mix with different age groups, unlike mainstream peers; genuine lifelong friendships unlike many school friendships that ended when school ended; and improved family relationships.¹⁸

The main negative experienced was "less contact with same aged peers at home than found in mainstream institutions but most students thought this an insignificant problem." ¹⁹

Research done by Dr Richard Medlin, Chair of the Department of Psychology at Stetson University, Florida, shows that children who are home educated are well socialised and able to function successfully in society.²⁰ Research on socialisation has also found that home educated students have a higher self-concept than students from public schools.²¹

3.1.3. General outcomes

Home schooled students also excel in a range of general outcomes. Dr Larry Shyers' research of home-educated students in Florida found that students who are traditionally schooled tended to be considerably more aggressive, loud and competitive than home schooled children of the same age. He also found that students who are home schooled participate in a broad range of extra-curricular and community activities. ²²

3.1.4. Tertiary entrance

A small Tasmanian study of adults who had been home educated found that nearly 80% had completed tertiary courses and gone on to employment in technical, scientific, teaching or nursing fields.²³

Glenda Jackson's 2009 thesis found:

The students who entered secondary school through the middle and senior years appeared to make good transitions both academically and socially without any major preparation by their parents although two students appeared to feel a little socially challenged. The students who entered through the TAFE system also managed the experience positively and achieved well academically. Most students experienced no difficulties socially. One student benefited from mentoring when challenged about his values.²⁴

A survey of adults who had graduated in home education from Year 12 through the Australian Christian Academy in Queensland found that:

- 90% said their home education experience had prepared them well for life after their studies;
- 81% said their home education had not limited their later educational opportunities;
- 98% said their home education had not limited their career opportunities;
- 92% believed their home education had advantaged them as adults;
- 94% stated that they were happy with their educational experience;
- only 5% said they would not home educate their own children.²⁵

A survey of 438 home-educated Australian adults demonstrated that such students are able to enter tertiary courses in all states of Australia. After completing their home education, 36% of respondents had entered bachelor degree courses; 21% had entered professional diploma courses; 43% had entered trades and training via apprenticeships and certificate courses at TAFE. These results are comparable to the post-school study pathways of students from traditional schooling and prove that home education is no barrier to tertiary entrance.²⁶

3.2. (ii) Financial costs

Some parents choose home schooling because they cannot afford to send their children to a private school, having already been forced out of public schools by negative peer pressure, special health or educative needs, or other reasons.

Home schooling, however, is not free. There are costs for: curriculum, resources, excursions, sports, extra-curricular activities, etc.

It would seem reasonable to provide the same concessions and funding that state and private schools receive to other legitimate forms of education such as home schooling, provided that the home educators have registered and achieved a good report by an inspector.

The fairest way to achieve this help is for the government to provide education vouchers, of equal value for each child, dependent on age, direct to the parents. These vouchers should be restricted to government-approved home education materials or services. This leaves the choice of education up to the parents, while still supporting educational standards.

Recommendation 1:

To capture the essence of the right for a parent to choose the education of their child, NSW should provide education vouchers, of equal value to each child, dependent on age, direct to the parents.

3.2.1. Indirect financial support

Some people have no children, yet are forced through their taxes to pay for public and private education, amounting to \$11,500 - \$16,300 average per student per year. Home educators also pay these taxes without much return. Instead, home educators receive only indirect support, which others also receive, through channels such as concession rates for transport.

Some home schoolers in NSW report:

"We would therefore also like to see an end to the discrimination against home schooling families. This has taken many forms, including the inability to have discount transport and Centrelink benefits after 17 years old." ²⁸

Home schooling students should be able to register with OBoS like other students – from 4.5 years of age to 19, with registration optional before 6 years and after 17 years of age.

Stuart Chapman, home schooling father and principal at "HomeSchool WA" reports:

The "Youth Allowance" is paid to students who are 16 or older and are attending a registered education provider full-time. Homeschooled children are not eligible for this even if they are studying full-time at home. This is unjust.²⁹

NSW could enable home educators to be approved education providers and thus eligible for Youth Allowance.

The government should not discriminate against some schooled students, as if they are not students. The recognition of all students, no matter where they study, is paramount to restoring equality and fairness in education.

Recommendation 2:

The government should acknowledge the value of home educated students by giving them the same concessions and welfare allowances as public and private students.

3.3. (iv) Reasons for unregistered home schoolers

The NSW Parliamentary research service found in 2013 several reasons for parents failing to register their children. They include:

- Parents not wanting to follow the state curriculum;
- Parents philosophically believing that the state should not dictate the curriculum;
- A resentment by parents of the state's intrusion into their life. 30

These points highlight just some of the concerns that parents have about the state-based education system and some of the motivating factors that cause parents to fail to register their children.

3.4. (v) Special education needs

Greens MLC John Kaye said in a media release that public schools need more funding for special education needs:

That a number of parents of children with additional needs have lost confidence in the public school system is an indictment of the inadequate levels of state funding of special education.

This would not happen if governments provided public schools with the resources to support every student who presents with complex psycho-social needs.³¹

But this shows the obvious benefit of home education. The NSW parliamentary research service found that if "the child has special education needs such as autism ... some parents ... feel the child will cope better in their home environment with a familiar, regular caregiver as educator." ³²

The very nature of public schooling means that it most efficient to cater for the average student, and least equipped to cater for special needs children. This is actually a reason *for* home schooling, and greater partnerships between public schools and parents, including home schoolers.

Recommendation 3:

In order to best cater for the particulars of special needs children, funding should be made available to home educators at the same level as current public school funding.

4. T.O.R. (c) – Regulatory framework for home schooling

4.1. (i) Reducing unregistered home schoolers

Increasing the proportion of registered home schoolers is an important goal. One way to increase registrations is to enable strong partnerships to occur.

A lack of trust between people is often behind reasons for conflict. By focussing on partnerships, many benefits can be achieved.

As discussed in section 2.3.1 'Tasmania', the Tasmanian Education Department succeeded in increasing registration by home schoolers through incentives, including the ability to register with a local school and access their facilities and classes.

Recommendation 4:

To promote trust, inclusion and maximum incentive to register, home educators should be able to register with a local public school and be allowed to access some facilities and classes.

4.2. (ii) Training qualifications and experience

After revelations about the home schooling situation in NSW, John Kaye MLC argued in a Greens media release:

Teaching is a highly skilled activity.

Some parents might be able to educate some children in a home setting, but there is no evidence that adults without professional training can provide quality instruction.³³

Yet the successful outcomes highlighted in section 3.1 '(i) Outcomes of home schooling' show that this fear is unfounded. Students' results are the ultimate arbiter of the effectiveness of their instruction. The research cited in section 3.1 show that children who are home educated perform academically as well as or better than those in traditional schooling and motivated parents are effective educators.

Unskilled parents also often use expert curricula such as Accelerated Christian Education,³⁴ Light Education Ministries Curriculum,³⁵ or Christian Education Ministries Online.³⁶ In this way, parents can utilise advanced teaching techniques without having qualifications.

If the government is concerned about the educational standards of home schooling, they should require tests for students rather than qualifications for parents. An independent standard should be adhered to, such as NAPLAN tests for literacy and numeracy. Such tests would establish objective understanding of students' achievements. A single failure should result in helpful suggestions for improvement. Only repeated failure of such a test should further action be considered.

Recommendation 5:

Any regulation of home education should be based on student achievements, with independent standards, and only after clear evidence of a broad failing of home education has been found.

4.3. (iii) Adherence to delivery of the NSW syllabuses

Currently, there is an imbalance between the freedom of parents to choose the type of education their child receives and the responsibility of the state to set educational standards.

The recent protest by NSW home schooling families reveals the depth of their concern:

A regulatory crackdown on home schooling registration requirements by the Board of Studies, Teaching and Educational Standards (BOSTES) last year led to widespread protest from the state's tight-knit home schooling community. A 10,000 signature petition was presented to parliament amid concerns that the changes were implemented without proper consultation.

...

"Many religious home schooling parents viewed this as the state having little regard for their beliefs," Terry Harding said. 37

This protest has come about since the introduction of the national curriculum, which has forced a major change in the NSW curriculum.

The Australian Primary Principals Association stated in its submission to the Australian Government review of the Australian curriculum that the curriculum was so saturated with additional content that primary schools would be unable to focus on the key areas of numeracy and literacy.³⁸

Similarly, FamilyVoice Australia, the Australian Christian Lobby and the Institute of Public Affairs were concerned that the historical foundations of Australia, often undergirded by Christian principles, had been largely ignored. ^{39,40}

This concern shows an imbalance of government control over curriculum, emphasising conformity at the expense of parental choice in education.

Economist Milton Friedman argues that a free society should foster diversity, not conformity:

Our problem today is not to enforce conformity; it is rather that we are threatened with an excess of conformity. Our problem is to foster diversity, and the alternative would do this far more effectively than a nationalized school system.⁴¹

A free society should strive to achieve a good balance between parental rights and state responsibility. Until 2004 the Office of the Board of Studies (OBoS) did attain this balance.

The requirements pre-2004 were:

 To cover six key learning areas of English, mathematics, science, HSIE, PDHPE, creative arts and languages.

In 2004, the Education Act 1990 was changed to add the requirement:

• To be "based on, and taught in accordance with, a syllabus developed or endorsed by the Board and approved by the Minister". 42

The OBoS provided easy to understand summaries called 'Foundation Statements' so that in practice, with good curriculum, home educators could largely continue teaching uninterrupted.

Until 2013, the 2004 legislative change did not cause problems because the OBoS was still flexible about home schooling curricula. However, from 2013 the OBoS has required strict adherence to the new NSW/Australian curriculum.

Adherence to the NSW curriculum represents an order of magnitude change, with hundreds of outcome, content and 'syllabus element' requirements. This change is unacceptably burdensome to the home schooling community. It defeats the purpose of home schooling, which is often about tailoring a curriculum to the individual needs of the child.

The current interpretation of the *Education Act 1990 (NSW)* rides roughshod over the freedom of education and child needs. The guidelines also inhibit freedom of thought and belief, as Friedman captures eloquently:

[Calling for a common core of values] conflicts with the preservation of freedom itself. Drawing a line between providing for the common social values required for a stable society, on the one hand, and indoctrination inhibiting freedom of thought and belief, on the other is another of those vaque boundaries that is easier to mention than to define.⁴³

With state and national curricula becoming highly politicised, with greater demands for conformity, the freedom our society enjoys is rapidly being eroded. The *Education Act 1990 (NSW)* should be amended to remove the requirement to be based on only one syllabus.

Recommendation 6:

In order to preserve freedom of thought and belief, and protect the right of parents to educate their children, the Education Act 1990 (NSW) should be amended to repeal the changes made in 2004 that have constrained the curriculum too rigidly.

4.4. (iv) Children's safety, welfare and wellbeing

Some parents choose home schooling because of safety, welfare and wellbeing concerns at public schools. These reasons include:

The health needs of the child prevent him or her from attending school on a regular basis ...

There is a desire for closer family relationships and a strong family unit.

To avoid negative peer pressure, unwanted influences, school bullying and violence, substance abuse, etc.

The child may have had a negative schooling experience and thus needs some time away from the school environment.⁴⁴

Further,

Homeschool WA director Stuart Chapman said about a third of families who signed up for homeschooling programs had done so because of a bullying incident.⁴⁵

About 30% of Queensland home schooling parents surveyed by the Queensland Review of Home Schooling cited peer pressure and negative influence as a reason that they chose home schooling. This was the top reason.⁴⁶

In a Greens media release John Kaye MLC claims that "home schooling creates specific welfare and learning outcomes risks". 47 He says:

Without the watchful eye of teachers or regular inspections, some children could end up trapped in abusive settings or left without appropriate learning opportunities.⁴⁸

However, the Education Department is not primarily a child abuse detection agency. There are many other people including doctors and police who are mandated to report abuse in NSW, as the Australian Institute of Family Studies states:

Who is mandated to report?

A person who, in the course of his or her professional work or other paid employment delivers health care, welfare, education, children's services, residential services or law enforcement, wholly or partly, to children; and

A person who holds a management position in an organisation, the duties of which include direct responsibility for, or direct supervision of, the provision of health care, welfare, education, children's services, residential services or law enforcement, wholly or partly, to children.⁴⁹

Home schooled students are scrutinised by a variety of "watchful eye[s]":

Several studies have found that home educated students participate in a wide range of extracurricular and community activities outside the immediate family ... The activities include play groups, choirs, drama groups, music lessons, interactions with neighbours, organised sports, camps, community service groups and church related activities.⁵⁰

There is no evidence that children in home schooling families are more likely to suffer abuse than children in schools. On the contrary, the high prevalence of bullying in schools, with "up to one in four students [having] experienced some level of bullying", ⁵¹ suggests home schooling is safer.

4.5. (v) Improvement to current regulatory regime

Home schooling provides an avenue for different ideas and models to be tested, furthering competition and continual improvements to education.

A good example of education fostering competition can be taken from the higher education sector. As explained in the magazine *Forbes:*

Universities worldwide–concerned about their quality, their place in national and international markets and their images at home and abroad–are looking for a competitive edge [and] competition can contribute to quality. 52

This statement highlights that a link exists between competition and quality in the education sector. This in turn benefits the recipient of the education, as they are likely to choose the best possible option for education (omitting other concerns such as location and cost).

Therefore, the government should have an interest in fostering competition and improvements to education, whilst at the same time serving its people. In order to achieve this, state control should be limited.

Recommendation 7:

Changes to the regulatory regime should seek to foster competition as the government has an interest in creating the highest quality educational standards.

5. T.O.R. (e) – Representation of home schoolers

A major contributor to any conflict is a lack of communication between the conflicting parties.

The Home Education Association cites many issues that could be avoided by facilitating good communication with home schooling representatives:

No representation of home educators on the BoSTES or involvement in decision making regarding home education;

Lack of understanding of the needs of home educating families;

Little understanding of the diverse educational methods employed by home educators and the educational outcomes demonstrably met by home educated children;

Lack of input from, consultation with or oversight by home educators, in the development of the new administrative framework;

Authorised Persons assessing home educating families for registration being unable to adequately assess home education applicants due to poor knowledge of home education. ⁵³

In a pluralist and diverse society, there will be many different parents with different opinions about what their children should learn. The government therefore needs to receive regular input from representatives of all different forms of schooling in order to address their needs.

With its commitment to a "Multicultural Education Policy", which recognizes "the cultural, linguistic and religious diversity of New South Wales", the NSW Education Department should continually seek to understand this diversity through a commitment to ongoing communication.

Recommendation 8:

To facilitate good communication, home educators should be sufficiently represented within BoSTES, and be sufficiently consulted prior to any changes.

Recommendation 9:

For Authorised Persons to assess registrations accurately, home educators should be involved in the entire registration process and should educate Authorised Persons about the ethos of home schooling.

6. Conclusion

The Australian home schooling movement is growing due to various factors such as the increasing incidence of school bullying and the easier transfer of knowledge through the internet. Research has demonstrated that home-educated students are achieving well academically and are not socially disadvantaged.

The NSW government should uphold the right of parents to determine their children's education, with home schooling as an option, provided the parents can demonstrate that their children are performing adequately to an independent standard such as NAPLAN testing.

7. Endnotes

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