Report of the Task Force on Multicultural Education in TAFE.

National Advisory and Co-ordinating Committee on Multicultural Education (NACCME); Nihas, Vasiliki.


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REPORT
of the
TASK FORCE ON
MULTICULTURAL EDUCATION
IN TAFE

NATIONAL ADVISORY AND CO-ORDINATING COMMITTEE ON
MULTICULTURAL EDUCATION

May 1987
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The National Advisory and Co-ordinating Committee on Multicultural Education (NACCME) focussed its attention in its first two years on multicultural education in the school sector, as this was the area which attracted most of the Commonwealth funding. By early 1986, the Committee decided to pursue other aspects of its mandate by examining a number of other areas, many of which had emerged as areas of concern from NACCME's consultations and commissioned research. One such area, identified as deserving priority was in relation to multicultural education in the TAFE system in the higher education sector.

In July 1986, bearing in mind issues arising from the Adult Migrant Education Program Review, Towards Active Voice (1985) and the educational implications highlighted in the Kirby Report, Inquiry into Labour Market Programs (1980), NACCME established a Task Force to identify key issues, for the future development of multicultural education in the TAFE sector.

The NACCME Task Force was convened by Ms V. Nihas, a member of the Committee, and was fortunate to include in addition to NACCME members, persons with special expertise in this field drawn from Federal and State agencies. NACCME acknowledges their assistance and contribution in the preparation of this Report. A special word of thanks is due to Mr Henry Fox who was commissioned as a Consultant to the Task Force. His contribution has proved extremely valuable and provided a firm basis for the recommendation in this Report.

The Task Force Report presents evidence that a sustained focus upon multicultural education in TAFE, at both the Commonwealth and State levels, is absent and considerable changes are needed to develop systematic and coherent multicultural education policies and practices within this segment of higher education. NACCME is confident that the Recommendations contained in this Report would go a long way in strengthening multicultural education in the TAFE system.

Although the Report itself is of a somewhat different genre to the previous Discussion Papers, Nos. 1, 2 and 3, NACCME is pleased to release the Task Force Report as Discussion Paper No 4 as a part of this series. NACCME believes that this Report addresses critically relevant issues in an important area of Australian higher education and hopes that the proposed strategies for future action will receive careful and serious consideration by governments and others involved in the TAFE sector.

Laksiri Jayasuriya, AM
Chairperson
The National Advisory and Co-ordinating Committee on Multicultural Education (NACME) was established on 27 March 1984 by the Minister for Education and Youth Affairs, Senator Susan Ryan. Its main function is to provide advice on the needs of multicultural education across a broad education spectrum, from pre-school to higher education, and including informal education mechanisms such as the media.

The Committee's terms of reference are to:

- advise the Minister for Education on matters relating to multicultural education;
- co-ordinate, monitor and review multicultural programs and activities; and
- determine an appropriate procedure for information exchange and put that procedure into practice.

The Department of Education provides the Secretariat for the Committee.

NACME views multicultural education as education in and for a multicultural society. It encompasses two principal components. These may be encapsulated in the terms "fair go" and "living together". The first component refers to access and equity issues. It articulates strategies which recognise the demographic composition and the changing social dynamic existing in Australia today. This undeniable diversity becomes the basis for initiating structural and institutional change with the aim of bringing about greater social access and equity.

The second component of multicultural education relates to the question of "living together". This incorporates a vision of Australian society as one which is founded on respect for human dignity. Such a society actively values cultural and linguistic diversity. It works towards greater understanding of differences, mutually respectful interaction, and the resolution of conflict through democratic processes. Such aims require the development and initiation of strategies incorporating both attitudinal and behavioural objectives.

The very nature of Australia's multicultural society demands differential strategies to meet the needs of different client groups. If the Government is to meet its responsibilities in providing appropriate and efficient services it is necessary to recognise that treating all clients in the "same" way does not necessarily bring about equitable treatment for them. Such action can bring about the opposite effect.
Commonwealth and State Governments have designated responsibilities in education, from the pre-school to the post-secondary levels. Successful outcomes for the recipients of education programs are dependent upon a range of factors including policy commitment and co-ordination at the State and national levels.

Currently, in the area of multicultural education, policy and implementation plans have been developed at State level for primary and secondary schools. At the national level, NACME is engaged in the development of a statement setting out the rationale for education in and for a multicultural society. Within TAFE, it would appear that the States have taken the initiative in trying to ensure that programs and services go some way to meeting the needs of diverse client groups. Almost all States have developed or are in the process of developing multicultural education policies for their TAFE sectors.

An overview of current State and Territory provisions shows the willingness of many TAFE authorities to provide a broad range of flexible and creative responses to the varied educational and training needs of Australia’s diverse post-secondary population. Commissioned research and submissions have brought to light a number of unique and effective programs, often provided on a one-off basis, often at the initiative of people in the lower levels of the decision-making process, and often lacking the supportive environment essential in the development of educational programs. Although in some cases these programs have been set up within the framework of the State’s TAFE multicultural education policy, there has been no specific policy framework for multicultural education in TAFE at the Commonwealth level to support these and other initiatives.

TERMS OF REFERENCE: TASK FORCE

On the 11 July 1986, the National Advisory and Coordinating Committee on Multicultural Education established a Task Force to examine the role and place of multicultural education in the Technical and Further Education sector. This was partially in response to a number of recent reports, including the CTED Review of TAFE Funding and AIMA’s Reducing the Risk, both of which have highlighted the importance of TAFE’s role in multicultural education.

The Task Force, chaired by Ms Vasiliki Nihas, was given the following Terms of Reference:

In the context of developing a position which NACME might adopt in relation to educational practice in and for a multicultural society*, with respect to the Technical and Further Education sector in Australia the Task Force was charged:

1. to provide a State by State overview and an assessment of provisions for multicultural education in (a) the curriculum in the TAFE sector; (b) TAFE teacher training and (c) staffing
to examine the particular role and functions of the TAFE sector in multicultural education at the tertiary level

to identify principles and strategies for the future development of multicultural educational policies and practices within the TAFE sector

to examine and comment on any other matters cognate or relevant to (a), (b) and (c) above.

* synonymous with the abbreviated term 'multicultural education'.

Submissions were sought from a wide range of relevant authorities and organisations.

THE TASK FORCE

The Task Force met three times between July and November 1986. It comprised:

Professor Laksiri Jayasuriya, (ex officio) NACME Chairperson;

Ms Vasiliki Nihas, NACME Member and Task Force Convenor;

Ms Helena Rudnik, NACME Member;

Ms Jenny Taulalai, Head, Multicultural Education Unit, NSW Department of TAFE;

Ms Laura Ribarow, Executive Officer, Equal Opportunity Branch, TAFE Board, Victoria;

Mr Tony Pensabene, Australian Institute of Multicultural Affairs;

Ms Jan Gough-Watson, Commonwealth Tertiary Education Commission Secretariat; and

Ms Philia Kazan, Executive Officer, NACME Secretariat

Ms Gail Urbanski, NACME Secretariat

The Task Force was supported in its work by the services of a consultant, Mr Henry Fox, who provided two detailed research papers which formed the basis of his main contribution to the preparation of the final report. The Task Force wishes to acknowledge the invaluable contribution of the many organisations who responded to its invitation with submissions on its terms of reference.
## CONTENTS

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>PREFACE</td>
<td>iii</td>
</tr>
<tr>
<td>PREAMBLE</td>
<td>iv</td>
</tr>
<tr>
<td>ABBREVIATIONS</td>
<td>viii</td>
</tr>
<tr>
<td>1. SUMMARY AND RECOMMENDATIONS</td>
<td>1</td>
</tr>
<tr>
<td>2. INTRODUCTION</td>
<td>4</td>
</tr>
<tr>
<td>3. COMMONWEALTH PERSPECTIVES</td>
<td>6</td>
</tr>
<tr>
<td>3.1 Roles and Functions</td>
<td>6</td>
</tr>
<tr>
<td>3.2 Participation</td>
<td>10</td>
</tr>
<tr>
<td>3.3 Access and Barriers</td>
<td>13</td>
</tr>
<tr>
<td>3.4 Gaps in Provisions</td>
<td>16</td>
</tr>
<tr>
<td>3.5 Other Gaps</td>
<td>17</td>
</tr>
<tr>
<td>4. STATES AND TERRITORIES: PERSPECTIVES AND PROVISIONS</td>
<td>19</td>
</tr>
<tr>
<td>4.1 New South Wales</td>
<td>19</td>
</tr>
<tr>
<td>4.2 Victoria</td>
<td>27</td>
</tr>
<tr>
<td>4.3 Queensland</td>
<td>32</td>
</tr>
<tr>
<td>4.4 South Australia</td>
<td>36</td>
</tr>
<tr>
<td>4.5 Western Australia</td>
<td>39</td>
</tr>
<tr>
<td>4.6 Tasmania</td>
<td>42</td>
</tr>
<tr>
<td>4.7 Northern Territory</td>
<td>44</td>
</tr>
<tr>
<td>4.8 Australian Capital Territory</td>
<td>46</td>
</tr>
<tr>
<td>4.9 Appraisal</td>
<td>50</td>
</tr>
<tr>
<td>5. CONCLUSIONS AND RECOMMENDATIONS</td>
<td>54</td>
</tr>
<tr>
<td>5.1 Conclusions</td>
<td>54</td>
</tr>
<tr>
<td>5.2 Recommendations</td>
<td>54</td>
</tr>
<tr>
<td>5.2.1 National Initiative in Multicultural Education</td>
<td>54</td>
</tr>
<tr>
<td>5.2.2 The Adult Migrant Education Program</td>
<td>57</td>
</tr>
<tr>
<td>5.2.3 Data Needs</td>
<td>57</td>
</tr>
<tr>
<td>5.2.4 Anomalies in Living Allowances</td>
<td>58</td>
</tr>
<tr>
<td>5.2.5 Publication</td>
<td>59</td>
</tr>
<tr>
<td>END NOTES</td>
<td>60</td>
</tr>
<tr>
<td>APPENDICES</td>
<td></td>
</tr>
<tr>
<td>(i) Methodology</td>
<td>67</td>
</tr>
<tr>
<td>(ii) Submissions to the Task Force</td>
<td>69</td>
</tr>
<tr>
<td>(iii) Responses to Requests for Information.</td>
<td>71</td>
</tr>
<tr>
<td>REFERENCES</td>
<td>74</td>
</tr>
<tr>
<td>Abbreviation</td>
<td>Full Form</td>
</tr>
<tr>
<td>--------------</td>
<td>-----------</td>
</tr>
<tr>
<td>AIMA</td>
<td>Australian Institute of Multicultural Affairs</td>
</tr>
<tr>
<td>AMBS</td>
<td>Adult Migrant Education Service</td>
</tr>
<tr>
<td>AMEP</td>
<td>Adult Migrant Education Program</td>
</tr>
<tr>
<td>ASLPR</td>
<td>Australian Second Language Proficiency Rating (Scale)</td>
</tr>
<tr>
<td>ATS</td>
<td>Australian Traineeship System</td>
</tr>
<tr>
<td>CES</td>
<td>Commonwealth Employment Service</td>
</tr>
<tr>
<td>COPQ</td>
<td>Council on Overseas Professional Qualifications</td>
</tr>
<tr>
<td>CTEC</td>
<td>Commonwealth Tertiary Education Commission</td>
</tr>
<tr>
<td>DEIR</td>
<td>Department of Employment and Industrial Relations</td>
</tr>
<tr>
<td>DIFA</td>
<td>Department of Immigration and Ethnic Affairs</td>
</tr>
<tr>
<td>EEO</td>
<td>Equal Employment Opportunity</td>
</tr>
<tr>
<td>ESL</td>
<td>English as a Second Language</td>
</tr>
<tr>
<td>ESOL</td>
<td>English for Speakers of Other Languages</td>
</tr>
<tr>
<td>ESP</td>
<td>English for Specific Purposes</td>
</tr>
<tr>
<td>hpw</td>
<td>hours per week</td>
</tr>
<tr>
<td>ILC</td>
<td>Independent Learning Centre</td>
</tr>
<tr>
<td>JOME</td>
<td>Job-Oriented Migrant English</td>
</tr>
<tr>
<td>LOTE</td>
<td>Languages Other than English</td>
</tr>
<tr>
<td>MAE</td>
<td>Migrant Access English</td>
</tr>
<tr>
<td>NAATI</td>
<td>National Accreditation Authority for Translators and Interpreters</td>
</tr>
<tr>
<td>NESB</td>
<td>Non English-Speaking Background</td>
</tr>
<tr>
<td>OMA</td>
<td>Office of Multicultural Affairs</td>
</tr>
<tr>
<td>PEP</td>
<td>Participation and Equity Program</td>
</tr>
<tr>
<td>TAFE</td>
<td>Technical and Further Education</td>
</tr>
<tr>
<td>TESOL</td>
<td>Teaching English to Speakers of Other Languages</td>
</tr>
<tr>
<td>TOP</td>
<td>Tertiary Orientation Program</td>
</tr>
</tbody>
</table>
1. SUMMARY AND RECOMMENDATIONS

Technical and Further Education (TAFE) is a sector of tertiary education which has become of increasing significance to Governments and to individuals as the main sector responsible for the preparation and training of the Australian workforce. In 1985 the sector provided opportunities in vocational and preparatory courses for about 860,000 people. The Commonwealth has recognised the major role TAFE plays in vocational training. While TAFE is funded by a Commonwealth/State partnership the Commonwealth contributes over $200m per annum to the costs of TAFE provision. These funds are provided through the Commonwealth Tertiary Education Commission and through a number of other government departments of which the Department of Employment and Industrial Relations is the most significant. With the establishment of the Australian Traineeship System, Commonwealth involvement is expected to increase significantly.

Conscious of the significance of the TAFE sector in the preparation of a skilled labour force and its role in shaping the life chances of people from ethnic minority groups in education and employment, the National Advisory and Co-ordinating Committee on Multicultural Education decided to establish a Task Force to examine, among other issues, the roles and functions of TAFE in multicultural education, and the possible roles of the Commonwealth in supporting State initiatives.

The Task Force met on several occasions between July and November 1986. On its behalf, NACCME invited submissions from TAFE authorities, Commonwealth Departments, Ethnic Affairs authorities, and Ethnic Community Councils and other relevant organisations. The Task Force also commissioned two research papers on a number of issues relevant to its terms of reference. The Task Force examined the substantial body of Commonwealth reports on education, TAFE, multicultural affairs, and labour market issues which has accumulated over the past decade or so, to define Commonwealth perspectives and preoccupations. It also reviewed current initiatives and provisions in multicultural education within TAFE systems.

The results of this review process indicate that while there have been initiatives in multicultural education at the margin, the Commonwealth has not addressed needs in multicultural education head on. In terms of providing support for initiatives, the Commonwealth funds two programs - the Advanced English Program for Migrants, and the Participation and Equity Program. These have contributed significantly to the widening of opportunities in TAFE for people from ethnic minority groups, particularly opportunities in the many varieties of English language instruction.

Past Commonwealth efforts have focussed upon the provision of additional course opportunities without addressing the fundamental issues of improving the capacity of TAFE systems to respond to the vocational training needs of a multicultural society by modifying basic structures. Commonwealth-funded special course provision has left these structures unchanged.
The Task Force is of the view that multicultural education is integral to the provision of quality vocational training and to the goal of such training, the creation of a better informed and qualified work force. It has noted that the States have had difficulties in reconciling competing interests and in picking up Commonwealth-inspired initiatives. Consequently the Task Force has decided to support a strategy which is directed towards assisting TAFE authorities integrate multicultural education initiatives into their on-going provision. In the long-term this strategy will render the on-going provision of special courses unnecessary, and is consequently considered to be more cost-effective than past practice.

The Task Force considers that a national initiative in multicultural education is urgently required. This initiative will assist TAFE systems develop their capacity to respond through their mainstream structures to the training needs of a culturally diverse society. The Task Force has also deliberated upon an appropriate role for the Commonwealth in multicultural education in TAFE. It considers that the Commonwealth is in a position to co-ordinate, support, and provide leadership in the development of multicultural education in TAFE through the funding of a program of multicultural initiatives aimed at promoting effort across TAFE systems.

The recommendations of the Task Force are set out below. Discussion of these recommendations occurs in chapter five.

RECOMMENDATION 1:

The Commonwealth Tertiary Education Commission should fund a Multicultural Initiatives Program in TAFE for an initial, three year period at a level of $5m per annum for the development and implementation of mainstream initiatives in multicultural education.

RECOMMENDATION 2:

The Office of Multicultural Affairs should be responsible for directing the evaluation of the TAFE Multicultural Initiatives Program in its third year of operation and providing advice about its future development.

RECOMMENDATION 3:

Responsibility for the Adult Migrant Education Program should be transferred from the Department of Immigration and Ethnic Affairs to the Education Portfolio with funding to be provided through the Commonwealth Tertiary Education Commission.

RECOMMENDATION 4:

The Office of Multicultural Affairs, in consultation with the Commonwealth Tertiary Education Commission and State and Territory TAFE authorities, should assist CTED in defining the Commonwealth's needs for data on TAFE students from ethnic minority groups, and support CTED in its negotiations with the States for such data.
RECOMMENDATION 5:

(i) The Department of Education should extend the special living allowance currently provided for full-time Commonwealth-funded Advanced English courses to full-time State-funded Advanced English courses; and

(ii) Special guidelines be developed for applicants for AUSTUDY who have overseas educational qualifications and who need to undertake bridging or refresher studies in order to obtain employment in Australia; and/or whose overseas educational qualifications have not been fully recognised or do not lead to employment in Australia and wish to undertake new fields of study at comparable levels to those they had previously completed.

RECOMMENDATION 6:

The report of the Task Force on Multicultural Education in TAFE be made directly available to the Commonwealth Tertiary Commission to assist it in evaluating its response to the Review of TAFE Funding, and further, that the report be made publicly available.

The Task Force also endorsed recommendations 5 and 6 of the Committee of Review of TAFE Funding for an on-going Commonwealth commitment to English language instruction in TAFE for adult migrants and for the New Start Education Program.
The Commonwealth contributed about $205m or 20% towards the funding of TAFE in 1983/84. In general the Commonwealth provides the major share (64%) of capital and equipment funds and a significant although minor share (10%) of recurrent funds. Recurrent funds, which in 1983/84 amounted to $86m, are provided under States Grants legislation through the Commonwealth Tertiary Education Commission, and by other Commonwealth Departments. In 1983/84 about $50m was provided by other Commonwealth Departments for courses purchased on a negotiated fee-for-service basis from TAFE authorities. The Departments involved are: the Department of Employment and Industrial Relations with a range of labour market programs; the Department of Immigration and Ethnic Affairs with the Adult Migrant Education Program, the Department of Aboriginal Affairs with vocational trade training programs for Aborigines, and the Department of Education with an Aboriginal study assistance program. This form of Commonwealth involvement in TAFE will increase considerably as the Australian Traineeship System, administered by DEIR, becomes fully operational. By 1988/89 the System is expected to cost more than $100m. The Commonwealth also contributes to TAFE through the provision of a range of income support schemes - administered through DEIR, Education and DIEA - which provide support to TAFE students.

These Commonwealth funds were provided through two programs: the Participation and Equity Program ($17.8m) and a designated grant for special course provision ($7.4m) through which the Advanced English Program is funded. These two programs are also the only CTEC programs which directly support course provision for migrants. The bulk of Commonwealth course provision for adult migrants in TAFE is funded, not through CTEC, but through DIEA. That Department provides funds to Adult Migrant Education Services, located within TAFE authorities in three States and to TAFE in NSW to deliver English courses under the Adult Migrant Education Program.

Having identified the existence of a need for co-ordination at a national level, NACCME acted in accordance with its terms of reference to advise the Minister for Education on the role of TAFE in multicultural education. In July 1986 NACCME established a Task Force to address the issues. This was also partially in response to particular concerns and issues raised in a number of recent Commonwealth reports including the CTEC Review of TAFE Funding and Reducing the Risk by AIMA. These reports have highlighted the unique and significant role TAFE plays in multicultural education.

In developing a NACCME position related to educational practice in and for a multicultural society with respect to the TAFE sector, this report has:

- examined the particular role and functions of TAFE in multicultural education from a national leadership role perspective;
provided a description and an assessment of provisions relevant to multicultural education in the TAFE curriculum, staffing, and TAFE teacher education in each State and Territory; and

identified principles and strategies for the future development of multicultural education policies and practices within TAFE.

This report presents evidence that a sustained focus upon multicultural education in TAFE, at both the Commonwealth and State levels, is lacking. In fact the focus has been almost exclusively upon the provision of English as a Second Language assistance in its various forms. Consequently it is timely for the Commonwealth, through joint action on behalf of NACCM and CTEC, to take the lead in initiating a broader vision of what multicultural education in TAFE could mean, and accordingly to support existing State commitment and action in the area.

Such a broadening of vision would address itself to the most significant obstacles facing TAFE systems in seeking to implement strategies in multicultural education. The majority of TAFE resources are directed towards vocational training. The Government has a firm, and indeed expanding, commitment to this area which is vital to Australia's economic performance and well-being. Education is however also a social process. Accordingly TAFE must ensure that the principles of equity and social justice are encompassed within its provision. Redressing the disadvantage experienced by members of ethnic minority groups so that they are able to participate fully in vocational education must be reinforced as a priority of TAFE systems.

Within this context, a major barrier to the realisation of the TAFE responsibility for multicultural education has been the difficulties faced by the system in reconciling vocational training and industry needs on the one hand with a notion of a TAFE curriculum which is developed in response to the needs of students characterised by a diversity of knowledge, skills and learning styles, on the other. The provision of quality vocational education, and the development of multicultural education are not two, sometimes overlapping, goals of the TAFE system, but rather one goal, that of the creation of a better informed and qualified workforce. A basic tenet of this report is that any curriculum which incorporates multicultural perspectives improves the quality of the vocational education available to all students.
3. COMMONWEALTH PERSPECTIVES

The main finding of this review is that multiculturalism appears to have passed TAFE by, at least as represented in the Commonwealth reports under review. While education has often been the subject of review by authorities with responsibilities for multicultural affairs, there is little evidence that these reviews have examined, in any real detail, the role TAFE could play in meeting the educational needs of ethnic minority groups or in multicultural education more widely defined, in anything but a cursory or general way. Schools, universities and Adult Migrant Education Services have received the focus of attention. At the same time there would appear to be a limited understanding among authorities with responsibilities for or an interest in TAFE at the Commonwealth level in the meaning and ramifications of multicultural education for TAFE. Again, while the educational needs of NESB people have not been neglected in the TAFE literature, these needs have been conceptualised extremely narrowly. The focus has been upon English language needs to the detriment of a wider vision of multicultural education.

3.1 Roles and Functions

The debate on the roles and functions of TAFE in multicultural education is dominated by the area in which there is competition from other educational service providers: ESL. The debate is largely confined to attempts to define the respective roles of TAFE and AMES in the provision of ESL, and is conceptualised in terms of distinctions of proficiency level and of purpose. Other than this, certain roles and functions are implied for TAFE in the smattering of additional provisions that, from time to time, various reports consider as appropriate for TAFE to offer. There is no consensus at Commonwealth level, whether within TAFE or outside it, about an appropriate role for TAFE in multicultural education.

The functions of TAFE are usually considered to be the development of a skilled labour force, in response to industry needs, through the provision of vocational training. The emphasis is thus upon initial vocational training and preparation for a wide range of occupations: the trades, other skilled occupations, technical, paraprofessional and middle-level occupations. Vocational training is also provided in the form of recurrent, post-initial or advanced level training in those occupations.

More recent is an emphasis upon meeting community needs. TAFE does this through a range of preparatory courses providing access to further education both in TAFE and other tertiary institutions, and through access courses aimed at groups considered to be disadvantaged. TAFE also attempts to meet the community need for adult and continuing education opportunities.
As is apparent from these functions, multicultural education in TAFE serves the access function of TAFE and aims at offsetting disadvantage. This is the primary argument used by CTEC in relation to NESB people. Thus the CTEC Review of TAFE Funding argues that:

"the role of TAFE is central to any set of measures aimed at assisting disadvantaged adults; for many of those who have left school it represents the only accessible bridge to mainstream study or employment"

and

"the Committee affirms a need for continued Commonwealth support for measures to assist disadvantaged groups to gain access to TAFE and to be assisted through to the successful completion of courses." 

Elsewhere the Committee argues that ESL is best provided by mainstream educational services on the grounds of its sensitising influence on other provisions.

"Migrant education is best co-ordinated with other educational initiatives aimed at sensitising all educational institutions to the needs of disadvantaged groups and increasing educational participation by groups that are under-represented in tertiary education".4

This apparently mainstream principle rests somewhat uncomfortably next to a distinct Committee preference for separate and special programs for the disadvantaged, this latter having been the traditional line of argument for TAFE.

While access has been the primary rationale for migrant programs in TAFE, other multicultural education provisions e.g. language maintenance and intercultural education, appear to serve adult education functions. However, adult education is an extremely small component of TAFE activity. Far more resources are devoted to vocational training, and given this emphasis, multicultural education provisions which have their rationale in vocational training are likely to have more weight. Such an argument was put by Canberra College of TAFE to the Senate Committee on a National Language Policy. It argued that community language courses should be a mandatory component of initial vocational training.5 The same could be argued for intercultural education.

That it is appropriate for TAFE to develop its role as a provider of community language courses and intercultural education courses is taken for granted from the multicultural affairs perspectives. In recommending the cessation of special funding for cultural awareness courses in 1982, AIMA's rationale was that such courses (which included language courses that went beyond mere sensitisation) were appropriately provided by TAFE as part of its in-service or recurrent education function. Similarly the Senate Committee on a National Language Policy has argued that TAFE has "a vital role to play in the language learning field".6 Support for any number of multicultural education provisions can be found outside TAFE; it has been more difficult however, to convince TAFE authorities that such provisions are priority activities deserving of funding.
Within the broad function of providing educational services, TAFE delivers the courses required by DEIR for its labour-market programs. These courses are funded outside the normal funding arrangements whereby the Commonwealth provides funds through CTEC to State TAFE authorities. The provision of specific courses, tailor-made to the needs of DEIR labour market program clients, is negotiated between DEIR and the State TAFE authority. If TAFE is to affect the nature of the clients selected for labour market training and the labour market program clients, is negotiated between DEIR and the State TAFE authority. If TAFE is to affect the nature of the clients selected for labour market training and the content of such courses, it is only through influence exerted at negotiating stage that this might be achieved. Different levels of negotiation are of course involved (CES managers and TAFE college principals for instance). It requires considerable sensitivity to the needs of migrants on the part of TAFE personnel if such influence is to be exerted by TAFE.

A minor function of TAFE relevant to migrants is its administration of trade tests. Under the Tradesmen’s Rights Regulation Act, people who have not completed an apprenticeship in Australia may seek trades recognition in a number of specified trades. The Act refers to three main categories of whom migrants who obtained their trade training or experience overseas are by far the largest group to apply. In 1981/82 about 5,000 trade certificates were issued, mainly to migrants.

Trade tests are used where necessary to provide additional information in the assessment of an applicant for a certificate. In 1980 about 20% of applicants were requested to undertake tests.

TAFE involvement occurs through the use by the Local Trades Committees of TAFE facilities for the conduct of the trades tests. Over time, TAFE also has come to set some of these tests and to determine content although it has no formal control over the assessment of applicants or the award of trades certificates. Again the influence of TAFE on this process is indirect. TAFE can provide anything from refresher courses geared to trade tests, ensuring that applicants are aware of their rights, where these exist, to the use of interpreters and dictionaries during tests.

Three reports, impinging upon the role of TAFE in multicultural education, are currently being considered by the Commonwealth Government. These are the report of the Committee of Review of the Adult Migrant Education Program, the CTEC Review of TAFE Funding, and the report of the Committee of Review of Migrant and Multicultural Programs and Services. These reports comment upon the role of TAFE in the provision of ESL for adults, the only role of TAFE in multicultural education which has seen active, public debate.

The debate arises from the establishment of a separate TAFE ESL program through a transfer of responsibilities for advanced English courses from the AMEP, administered by DIEA, to TAFE. This transfer was based upon a recommendation made by AIMA in 1982 for the earmarking of some Commonwealth funds for TAFE for "advanced English language instruction for specific purposes" for migrants. Also
involved in the transfer were courses for migrant professionals which were courses combining general and specific purpose English and work placements, and which had been funded as a pilot program through DIEA under special Galbally funding.8

While educational providers have generally welcomed the objectives of the TAFE ESL program in promoting access to TAFE by NESB migrants, ESL providers claim that there have been difficulties of defining responsibilities and ensuring that gaps and duplication do not occur.9 Distinctions have generally been defined in terms of proficiency levels with AMES providing the more basic ESL courses and TAFE the more advanced ESL courses, and to a lesser extent on the basis of purpose with AMES the larger provider of general purpose English. There has also been some confusion over responsibility for migrant professionals, accentuated by the fact that the group has a range of ESL needs involving both TAFE and AMES provisions (general and specific purpose English and advanced level English).

The Committee of Review of the AMEP argued that it is the function of the AMEP to provide general purpose English to all those who need it, without any restriction of proficiency levels, so that the individual has the opportunity to develop his/her fullest potential. The Committee therefore recommended that such restrictions be removed. It also defined the general purpose English language needs of migrant professionals as appropriate for the AMEP but rejected specific purpose ESL.

The Committee espoused the principle that educational or training institutions which impose English language prerequisites have an obligation to provide ESL provision courses for those individuals who fail to meet those prerequisites. Further, it suggested that educational institutions have a responsibility for ESL in the subject areas over which they have responsibility, for instance universities and migrant professionals.10 However in neither case did the Committee suggest mechanisms by which these principles could be given practical effect.

The Committee suggested that the role of TAFE in the provision of ESL should, as first priority, focus upon:

- bridging and support courses for migrants seeking entry to TAFE mainstream educational courses;
- support courses for migrants already enrolled in TAFE;
- courses to help suitably qualified migrants develop an adequate command of English to enter occupations with which TAFE is associated; and
- vocationally-oriented courses for NESB youth.11

The Committee did not consider whether ESL for adults, since adult education it is essentially a TAFE function, could be provided more effectively through TAFE.
The CTEC Review, countering arguments from DIEA for the re-integration of the TAFE Advanced English/ESP Program into the AMEP, argued strongly in support of the efficiency of specific purpose English and for the integration of ESL in mainstream education provision for adult migrants as soon as possible after arrival.

"The Committee is firmly of the view that the benefits of integrating English language education with mainstream vocational course provision should not be put at risk by locating responsibility for all language education in a single special teaching service."\(^{12}\)

The Committee however remained committed to distinguishing between the two programs by proficiency levels, being of the view that a basic level of English proficiency is required before a specific purpose can be pursued. Thus:

"in general, the Committee considered that AMEP should concentrate on basic English language provision and the emphasis for mainstream providers should be at the more advanced level, particularly in relation to improving access to employment and/or further study."\(^{13}\)

The Committee also argued that:

"wherever English language training is either part of, or leads to, mainstream tertiary courses then CTEC programs are the appropriate vehicle. On the other hand, AMEP is clearly the appropriate vehicle for providing English language instruction in a local community setting."\(^{13}\)

In view of these arguments it is disappointing that the Committee devoted so little attention to the processes of integrating ESL into mainstream TAFE provisions but rather emphasised special course provision.

More recently the Committee of Review of Migrant and Multicultural Programs and Services has recommended that responsibility for the AMEP be transferred from DIEA to the Education portfolio on the grounds of functional consistency.\(^{14}\)

A similar though minor debate has been conducted between the Kirby Report and AIMA regarding the development and location of vocational English courses. The Kirby Report argued that DIEA should develop such courses through the AMEP. AIMA, while endorsing the need for such courses, argued that they were more appropriately developed and delivered by TAFE.\(^{15}\)

3.2 Participation

Essential to any consideration of access issues is baseline data on the number of people from ethnic minority groups participating in TAFE. TAFE authorities have always believed that there is considerable under utilisation of TAFE by NESB people. The Kangan Report, the Williams Report and the TAFE Council in 1981 have
concurred in the belief that levels of participation by NESB people are low and that special access measures and programs aimed at this population, among others, are required.16

This belief in low levels of participation by NESB people has not lead, as one might expect, to the development of statistical systems designed to measure the participation of NESB people in TAFE and thus provide an empirical basis for arguments in favour of access measures. Rather it has lead to the development of programs with access objectives whose success can only be measured in terms of the numbers of new students they bring into TAFE rather than in their contribution to improving a baseline position.

TAFE authorities do not routinely collect data on NESB students participating in their systems; and such data does not therefore exist at either the Commonwealth or State levels. The CTEC Review of TAFE Funding, in its discussion of the characteristics of TAFE students, was unable to move beyond a discussion of their sex and age characteristics. AIMA, among others, has drawn attention to this inadequate situation. It found that its task of assessing levels of participation in labour market programs by NESB youth was considerably hindered by the lack of relevant TAFE statistics and recommended that the TAFE Council take action to ensure that information about the birthplace of students is collected routinely.17

Discussions of migrant participation in TAFE rely upon two data sources - one extremely dated and the other comprising data of poor quality - to support the conclusion of low participation. The first consists of a 1975 Department of Education survey which found that 8.2% of TAFE students were born in non English-Speaking countries. The second consists of NSW Department of TAFE enrolment data on students who speak a language other than English "most commonly" at home, collected for all students since 1982. There are difficulties in the question design which renders the data unusable as a measure of participation. There are a number of other studies which focus upon migrant participation in particular TAFE programs.18

Within a climate of greater accountability in education, expressed at the Commonwealth level in reports such as that of the Quality of Education Review Committee, it is not surprising that the CTEC Review should echo such views:

"One issue of concern to the Committee relates to the lack of national data for the TAFE PEP program... the Committee believes that the establishment of an appropriate data-base must be a priority consideration in planning and implementing such a program. The data-base is essential in monitoring performance and periodically reviewing such programs."

More generally the Committee found arrangements to ensure accountability inadequate and proposes changes in a range of programs, including the establishment of targets for each Commonwealth program providing funding for course provision.19
The broader issue, of adequate statistics on groups of students in whom the Commonwealth has a particular interest throughout TAFE, was not addressed by the Committee. Given that improving the levels of participation in TAFE of the Commonwealth through the Participation and Equity Program, and given also the PEP objective of system-wide change, this narrow focus by the Committee upon accountability in Commonwealth-funded course provision only is unfortunate.

With greater accountability to be required of State TAFE authorities, it is of interest that the Commonwealth appears to be relinquishing its role in the development of adequate TAFE statistics. The Commonwealth funding contribution to the improvement and development of State statistical systems would appear to be a significant source of leverage by the Commonwealth over the States. The CTEC Review of TAFE Funding recommends that CTEC no longer provide funds for the improvement of State management information systems since the

"basic structures are now in place and the Committee believes that it is time for the States to assume responsibility for the associated costs."\textsuperscript{20}

While improved data on participants in Commonwealth-funded programs is clearly desirable (which is where the Commonwealth emphasis in educational accountability resides) the States' view that migrants are primarily a Commonwealth responsibility means that data on migrant participation throughout TAFE will inevitably be seen as data which is of greater relevance to the Commonwealth than to the States and hence a Commonwealth responsibility.

However the Commonwealth has failed to provide leadership in this area. The Joint Committee on TAFE Statistics, a committee of Commonwealth and State officers with responsibilities for developing uniform statistical collections on staff and students primarily for Commonwealth purposes, considered the matter of collecting statistics on students' birthplace in 1985. No action resulted. It was reported that the Committee did not proceed on this matter because it considered students were sensitive about such information and thus response data would be poor; that too much data was collected already and there was a need to keep data collection instruments short; that the States were suspicious about the use to which the Commonwealth would put such data - "data which they (the States) collect but for which they themselves had no immediate use"; and possible industrial implications.\textsuperscript{21} It would appear that such reluctance and lack of action by statistical authorities within TAFE to proceed is increasingly a barrier to equality of access by both migrant and NESB people to TAFE.

The Commonwealth has recently completed negotiations with the States for changed statistical reporting requirements which will take effect in 1988. These requirements include data on Aboriginal and Torres Strait Islander participants throughout TAFE and on participants in Commonwealth-funded special course provision. However data on migrant and or NESB students was not included in the new arrangements. Given that TAFE authorities will in any case need to change their data collection instruments to accommodate the new Commonwealth requirements - no TAFE authority currently collects data
on Aboriginal students for instance - the lack of a Commonwealth thrust for data on migrant and or NESB students is difficult to understand. In re-negotiating its requirements the Commonwealth has given an undertaking to the States not to change its requirements for at least five years. Again one can only conclude that statistical authorities within TAFE at both the Commonwealth and State levels are increasingly an obstacle in themselves to change.

Prospects for change in this area are more promising in the two largest States. In NSW the Department of TAFE has given an undertaking in the context of its Ethnic Affairs Policy Statement of November 1985 to improve the data it collects through its enrolment form on NESB students. It has also conducted a study of a sample of 4,500 NESB students in 1985. In Victoria the TAFE Board is considering ways of modifying college enrolment forms to include items on ethnicity. It also intends to mount a system-wide survey of all students in March 1987 which will yield data on the participation of NESB students.22

3.3 Access and Barriers

Although facilitating access by disadvantaged groups and removing barriers to participation have long been part of the rhetorical baggage of TAFE, there is little in the literature by way of examination of these issues in relation to migrants and or NESB people.

Since there is no strong or sustained focus upon TAFE or its structures in the literature, it is unrealistic to expect thoroughgoing analyses of barriers to access and to participation in TAFE by NESB people from the same source. The same lack of data which precludes assessments of the adequacy of NESB/migrant participation in TAFE also precludes the identification of barriers to and within TAFE. Such data could provide indications of where barriers might exist by identifying the location of concentrations or absences of NESB students. Similarly data which could provide indications of barriers to progress within TAFE by NESB students such as academic performance, progression to subsequent course stages, drop-out rates and completion rates, is also not available.

Most studies agree that lack of English, or limited English, is the main obstacle faced by NESB people in participating in TAFE. It is clear that this barrier affects different groups within the NESB population in different ways. That language is preserved as the main barrier is implied by the concentration of resources designed to assist NESB people in the ESL area.

Identifying language as the major barrier is in itself not particularly meaningful without also identifying the ways in which language is used to create barriers to and within TAFE. Student selection may be based upon performance in a test which inevitably is conducted in English. It may test for skills and aptitudes which are not strictly related to the course. The course may not require the levels of English proficiency necessary to understand and complete the selection test. Applicants may be rejected on the grounds that their English is not good enough and be directed to a general purpose
English course without any indication being provided as to the level of English which would be good enough. Written work and examinations may use unnecessarily complex language. Again, the proficiency levels involved in understanding and completing examinations may be at odds with that required to practise the occupation.

Organisational inflexibility in the provision of ESL assistance and support may inhibit access and participation. Team teaching, parallel teaching, tutorial and one-to-one ESL support may facilitate the participation of NESB people with difficulties with English language who would otherwise have been excluded from mainstream vocational courses. Staff insensitivity and lack of awareness about spoken and written language used in their subject areas may work against NESB people. Refusal to provide interpreters and to allow the use of dictionaries for trade tests where the object is testing trade skills, may make the language an unnecessary barrier. Such detailed consideration of the barriers language may be used to create is not to be found in the literature.

The literature suggests that language is experienced as a barrier by particular groups within the NESB population when it impedes or prevents the pursuit of objectives some of which could be met by TAFE. Recently-arrived migrants of all age groups are perceived to have the most acute language needs in relation to employment, training, re-orientation of training, and education. Recently arrived young migrants have language needs perceived to be related to pursuing further education both within TAFE and in other further education institutions. Some groups of young refugees are perceived to have needs which combine English language with the acquisition of basic literacy skills in the first language, the completion of secondary education, and preparation for further study.

The language needs of some NESB migrants are seen as related to making use of overseas qualifications, training and experience in Australia through re-orientation (refresher and bridging) courses which combine local knowledge, preparation for examinations, and English language skills. Older unemployed migrants, of both sexes, whose work skills are limited and restricted to industries in which employment opportunities are diminishing and who may never have formally learnt English are seen to have retraining needs which may not be adequately met because of language difficulties. The retraining needs of some older migrant women may not be met because of a compounding of language difficulties in both first and second languages. People who have migrated when already aged or ageing are seen to have language needs which are critical to their independence.

The literature also makes reference to other needs which, if not met by the educational provider, could constitute a barrier to participation. Among these, the most common are the lack of culturally appropriate child care services for migrant women and the lack of income support arrangements particularly for young recently arrived refugees seeking combinations of ESL and general education. A number of other needs and preferences are also hinted at, such as a preference among some cultures for educational activities which segregate the sexes.
Other barriers which are not based on language may be just as significant as language itself. Analysis of barriers within TAFE will need to begin with the processes by which resources are allocated to and within colleges and the priorities which operate for allocating resources between provisions. At the critical entry point, student selection procedures will need to be examined. Formal entry requirements, priorities for student selection and selection tests may all work against NESB people. For example a refusal to consider the standard of overseas qualifications, training and experience as equivalent to Australian qualifications may unnecessarily exclude NESB people. Similarly, requirements that first preference be given to people who work in the industry may unnecessarily disadvantage NESB applicants. Beyond admissions, assessment procedures are another critical point upon which intervention strategies might focus. Again consideration of barriers from this vantage point is not to be found in the literature.

Finally it should be noted that for a number of critical programs TAFE, while providing the educational service, does not in fact control access. Consequently, improving access to TAFE requires measures aimed at other agencies also. Two sets of provisions are particularly relevant: apprenticeships and labour market programs. Apprenticeships are controlled by employers. Some, particularly public sector employers, select apprentices on the basis of examinations. Most apprentices receive off-the-job training in TAFE; most employers of apprentices receive rebates from DEIR for the time lost to the employer while the apprentice is attending a trade training course. Employers are thus susceptible to influence through DEIR’s rebates and possibly, as suggested by the Kirby Report, through wage subsidies applied to apprenticeships also.

While TAFE cannot influence the extent to which NESB young people are offered apprenticeships it can ensure that those who are offered apprenticeships receive trade training that takes into account their language needs. TAFE also provides pre-apprenticeship courses which form a second avenue of apprenticeship recruitment. Admission is by competitive examination. Employer recruitment of graduates for apprenticeships is influenced by DEIR rebates. Ensuring that NESB candidates are adequately prepared for examinations, that examinations do not unnecessarily disadvantage NESB applicants and providing support where necessary to NESB students in pre-apprenticeship courses could assist in overcoming barriers to access.

Access to labour market programs which utilise TAFE as the provider of vocational training and retraining is also controlled by an external agency, the Commonwealth Employment Service. Assistance to individuals for these courses is primarily in the form of income support while undertaking an approved course. While several programs involve CES as a provider of TAFE the most significant program involved is PEP. Access to formal training courses, in the case of labour market programs this becomes an issue of ensuring that CES offers assistance to NESB people and of ensuring that NESB people are registered with the CES. Ignorance of the critical role of CES in unlocking access to assistance is likely to work to the disadvantage of groups with high levels of hidden unemployment, among whom older migrant women and migrant girls are thought to be significant.

15
AIMA has documented the difficulties CES experiences in directing its assistance to the most disadvantaged within a generally disadvantaged clientele. Particularly in its wage subsidy program, CES offers employers the least disadvantaged job-seekers within the eligible group. Similarly where there are no quotas to be met, the CES experiences difficulties in meeting its target populations.

TAFE will have a similar lack of control over entry to its traineeship courses given selection of trainees by employers and/or CES. The CTEC Review of TAFE Funding has noted in its examination of PEP that

"those young people who are more profoundly disadvantaged will not be well placed in the establishment of traineeship agreements, at least in the foreseeable future"

and that

"people who are attracted to the ATS but who might otherwise have remained in full-time education are likely to displace the more disadvantaged from the ATS".

It is therefore likely that the barriers to the participation of NESB young people, particularly those with English difficulties, in the traineeships will be beyond the control of TAFE authorities.

3.4 Gaps in Provisions

The literature indicates that few resources are spread thinly over a wide range of qualitatively different multicultural education provisions. In terms of quantity, virtually any area of multicultural education in TAFE, with the possible exception of general purpose ESL, could be regarded as requiring additional resources to mount extra courses or to extend the range of the type of course which is already provided.

The main gap identified in the literature is the need for vocational English courses. These courses are not conceptually new and have been offered under the Advanced English/ESP Program, PEP and the AMEP. The need is identified by the Fry Report, the Kirby Report and AIMA in Reducing the Risk. Given these courses are already offered, the needs identified are for a greater range of courses and an increase in quantity.

The Fry Report found considerable dissatisfaction among some graduates of AMES general purpose English courses. These students, who had been trained overseas, wanted English courses which focused upon their occupations. The Fry Committee acknowledged some difficulties in defining vocational English and referred the matter to an expert committee. The Kirby Report's emphasis was upon English courses reflecting the language skills required in specific occupations, industries and vocational training courses. The contribution of AIMA was to argue for employment-oriented ESL courses (job-seeking skills), vocational English courses and vocational training courses which also provide ESL assistance and support.
None of these reports specified a particular organisational arrangement for the delivery of ESL. There would appear to be considerable scope for flexibility in the ways in which specific purpose ESL and vocational skills training could be integrated taking into account the varying needs of the range of groups expected to benefit from vocational English.

The need for and emphasis upon vocational English is likely to continue as long as migrants with English language difficulties continue to experience a disproportionate share of unemployment. Given that the needs of unemployed migrants differ, there will need to be a range of courses geared to these needs. Emphasis in the literature is upon the needs of young NESB job-seekers who have needs for vocational training and ESL support; recently-arrived NESB migrants requiring orientation to the Australian job market; and older, retrenched migrants with low skills and poor English requiring a combination of ESL and retraining. As well, lack of literacy in the first language is a problem among some groups of migrants (eg young refugees and older migrant women workers). This barrier to the pursuit of vocational objectives may require additional provisions or combinations of provisions.

Perhaps as important as the identification of the vocational English need, is the proposal to include such provisions in the range of assistance to be made available under labour market programs. This is implied by Kirby and specifically recommended by AIMA. Both reports argue in favour of an integrated package approach to labour market assistance whereby CES is able to offer the disadvantaged job-seeker a combination of formal training through TAFE, income support, work experience, on-the-job training and specially devised formal training courses.

Although DEIR appears to have been experimenting with such package approaches, particularly in combining ESL and vocational skills training and following this up with work experience, there seems to be the traditional difficulties in defining the type of ESL which should be included in labour market programs. CES has recently argued in favour of distinctions in terms of proficiency levels. The specification of vocational purposes or linkage to a vocational training course would appear to offer better solutions to this difficulty.

3.5 Other Gaps

The CTEC Review of TAFE Funding has identified a need for an equity program providing special, additional provisions for a range of disadvantaged groups, including migrants. This is in addition to the existing Advanced English/ESP Program. The program is to cater to migrants who have needs beyond that catered to by the Advanced English/ESP Program. The examples given are migrants who are illiterate in their first language.

Provisions for these migrants clearly constitute a gap. Concern for the problem of illiteracy among migrants has been referred to in relation to a number of groups: young refugees with fractured education, older migrant women and older migrant workers. There
are difficulties in estimating how widespread the problems might be and in the best methods by which to approach the issue.

The recent emphasis on youth has resulted in the neglect of the needs of older, unemployed migrants who have been retrenched from industries in which jobs have been eliminated. The needs of these migrants, concentrated in jobs at process worker and assembly levels characterised by low English requirements and low levels of skill need careful consideration. The paradox that most employment growth is occurring in areas which require relatively higher levels of English proficiency suggests that a straightforward transfer from one industry to another through retraining is unlikely.35

The literature does not explicitly address the need for trained bilingual staff in a range of welfare and welfare-related occupations. This need is implied by the call for culturally appropriate child care and aged care services in a number of reports.36
This chapter provides information about TAFE provisions in multicultural education in each State and Territory. It is based upon a review of such provisions conducted over October to November 1986. The provisions examined are: special course provision for people from non-English speaking backgrounds and other course provision in multicultural education; curriculum support services available to these provisions; the composition, recruitment and selection of TAFE staff; staff development provisions; and TAFE teacher education provision. ESL courses provided under the AMEP, whether by AMES within TAFE or by TAFE directly, were excluded from the study.

4.1 New South Wales

Course provision in multicultural education in TAFE in NSW comprises courses funded under the Advanced English Program, known in NSW as the English for Specific Purposes Program, courses for unemployed NESB youth provided under the Participation and Equity Program, courses targeted on NESB people provided by Outreach, extensive State-funded ESL provision, courses in languages other than English, an interpreters course, a course in Teaching English to Speakers of Other Languages, and an ethnic welfare course. Courses for migrant women are funded through the ESP Program and through Outreach.

A Multicultural Education Unit, staffed by eleven permanent officers, supports the multicultural education thrust, provides policy advice, and administers the ESP Program. Three documents provide the policy context for the development of multicultural education in NSW: the Multicultural Education Policy of 1983, the Corporate Plan of the same year, and the first, annual Ethnic Affairs Policy Statement, required of all State Government Departments, of 1985. An Equal Employment Opportunity Management Plan is in its fifth year of operation. Both multicultural education and EEO are supported by advisory committees.

Course Provision

The funding situation in NSW is complex. Because of the mainstreaming principle one course may be funded from both Commonwealth (ESP) and State sources. This is generally the case where a course has been developed with ESP funding, has subsequently been accredited, and is now offered by colleges through their own (State) funding. Enrolment statistics do not of course distinguish students by source of funding.

(1) English for Specific Purposes Program. The Program supports provision in five broad categories: English for Further Study, English for Work and Job-Seeking, Refresher and Bridging Courses, Introduction to Vocational Study courses, and ESL Support. In terms of student numbers the main course is English for Further Study (about 600 students in 1985) which is available in both full-time and part-time modes. Other courses in the EFS category include an Access Course for Cambodians (Kampucheans) which has been offered since 1983 and a recently developed Access and Further Study Course for RSI Sufferers.
Work and job-seeking courses are also large in terms of student numbers (236 and 130 respectively in 1985). The category includes general work-oriented and job-seeking skills courses as well as courses which are specific to a particular vocation. The English for Interpreting Purposes (Language Aides) course is an example of a course in this category with a specific focus. Job-seeking skills courses for professionals and paraprofessionals have been offered in the past. The New Opportunities for Migrant Women course is funded under the work category.

A large range of refresher and bridging courses aimed at tradesmen and professionals has been developed. In 1985 courses for overseas-trained engineers and medical professionals were offered as well as courses for hairdressers and the trades. The guidelines for courses in the vocational study category were altered in 1985 to require such courses to formally articulate with mainstream courses. Students completing ESP vocational courses are to receive credit and exemptions in the mainstream course. The credit and exemptions requirement has resulted in fewer courses being funded in this category in 1985 and 1986. Two such courses were funded: Introduction to Secretarial Studies and Introduction to Accounting. ESL support to students in mainstream courses is funded through tutorial classes and through banks of hours which college ESP co-ordinators deploy as the need arises.

Enrolments in ESP courses in 1985 amounted to about 1,600. Enrolments in individual courses were as follows:

<table>
<thead>
<tr>
<th>Course</th>
<th>Enrolments</th>
</tr>
</thead>
<tbody>
<tr>
<td>New Opportunities for Migrant Women</td>
<td>68</td>
</tr>
<tr>
<td>Migrant Women as Community Workers</td>
<td>6</td>
</tr>
<tr>
<td>Work Opportunities for Migrant Women</td>
<td>36</td>
</tr>
<tr>
<td>English for Restaurant/Club Work</td>
<td>11</td>
</tr>
<tr>
<td>English for Electrical Trades</td>
<td>23</td>
</tr>
<tr>
<td>Bridging Course for Wiring Refresher</td>
<td>25</td>
</tr>
<tr>
<td>English for Overseas Doctors</td>
<td>26</td>
</tr>
<tr>
<td>English for Overseas Nurses</td>
<td>4</td>
</tr>
<tr>
<td>Hairdressing Refresher</td>
<td>22</td>
</tr>
<tr>
<td>English for Hairdressing Bridging Course</td>
<td>35</td>
</tr>
<tr>
<td>Introduction to Automotive Trades</td>
<td>10</td>
</tr>
<tr>
<td>English for Bricklayers</td>
<td>16</td>
</tr>
<tr>
<td>English for Carpenters and Joiners</td>
<td>10</td>
</tr>
<tr>
<td>English for Fitting and Machining</td>
<td>14</td>
</tr>
<tr>
<td>English for Further Study</td>
<td>637</td>
</tr>
<tr>
<td>Access Course for Cambodians</td>
<td>18</td>
</tr>
<tr>
<td>English for Interpreting Purposes</td>
<td>46</td>
</tr>
<tr>
<td>English for Work</td>
<td>236</td>
</tr>
<tr>
<td>English for Job-seeking</td>
<td>130</td>
</tr>
<tr>
<td>English for Counselling/Welfare</td>
<td>65</td>
</tr>
<tr>
<td>Tutorial Support</td>
<td>125</td>
</tr>
</tbody>
</table>
State-funded ESP courses. As a result of the implementation of the mainstreaming principle, a number of courses initiated under the ESP Program are now also funded through State funds. In 1986 these included nine full-time English for Further Study courses, four New Opportunities for Migrant Women courses, and one Introduction to Accounting course. This process is expected to continue in 1987 with the completion of the accreditation process for the English for Job-Seeking course.

Participation and Equity Program. In 1985 twenty courses targeted on young unemployed NESB people were offered; in 1986 fifteen such courses were provided. About 300 students were involved in 1985 and 210 in 1986. Targeted NESB courses are of two broad types: a general course introducing students to the Australian workforce and the post-secondary education system, and courses specifically targeted on a job outcome. Examples of the former category are the Introduction to the Australian Workplace, and Learning and Earning in Australia courses some of which have been run for specific ethnic groups (Vietnamese, Khmer and Arabic-speakers). These courses have a heavy emphasis on ESL in conjunction with vocational skills and awareness of job and further education options.

Courses in the latter category include courses in office technology, introductory courses in building and construction, retail, hospitality and computers. Again some of these courses have been run for specific ethnic groups. Where this is the case bilingual strategies are used, usually an English speaking teacher working with a speaker of the relevant community language.

Courses are generally full-time courses of 30 hours per week run for a minimum of 10 weeks but often over 12 or 18 weeks. Course length is dictated by student need. A recent course for Khmer students from disrupted schooling backgrounds ran for 20 weeks.

Many PEP courses have components which are accredited in mainstream TAFE. However NESB PEP courses usually aim at introducing students to the Australian workforce and options for further training rather than providing such accredited components.

Successful outcomes are usually measured in terms of progression to employment or further training. However the personal and social development objectives of courses are also perceived to be significant.

Outreach Programs. Outreach provides needs-based courses of flexible duration mounted in response to needs identified by college Outreach co-ordinators. Course length and content are negotiated with potential students. Most courses are targeted on groups who have traditionally been regarded as disadvantaged in their access to further education opportunities. Migrants are one of these groups. In 1985, 148 targeted courses were provided for migrants. Courses range in duration from a day or weekend workshop to a maximum length of 108 hours. An
estimated 2,000 students participated in targeted migrant courses. Migrants do however participate in courses for other targeted groups particularly those for women and the aged.

Consequently this estimate is likely to be conservative. In 1985 approximately 30 courses were taught bilingually or in languages other than English. Apart from courses funded by the ESP Program and provided by Outreach (such as the ESP courses for Overseas-Trained Engineers and the Further Studies Course for RSI Sufferers in 1985) the Outreach programs are State funded.

(5) State-funded ESL Provision. The following courses are provided:

- English for Speakers of Other Languages A (Special English)
- English for Speakers of Other Languages B (Spoken English)
- Tutorial English
- English and Clerical Skills for Migrants
- Motor Transport Clerical Officers' English

ESOL A is a course of 72 hours (12 wks x 6 hpw or 36 wks x 2 hpw) available in a range of proficiency levels. In 1985, 7371 students were enrolled in this course. ESOL B is a course of 120 hrs (12 wks x 10 hpw). In 1985, 647 students were enrolled. Tutorial English is a course of 54 hours designed to provide support for students studying for HSC or Diploma Entrance examinations. Enrolments have declined from 205 in 1984 to 19 in 1985. Pronunciation is a service course for students enrolled in other ESOL courses of 72 hours duration (36 wks x 2 hpw). It provides remedial assistance to students whose general progress is being hampered by poor pronunciation and listening skills. In 1985, 269 students were assisted.

English and Clerical Skills is available at two levels: a basic course of 36 wks x 4 hpw (144 hrs) and an advanced course of 18 wks x 4 hpw (76 hrs). Study leave for the course is approved by the NSW Public Service Board. In 1985 342 people participated in the course.

Motor Transport Clerical Officers' English is a correspondence course for clerical officers of the Department of Motor Transport who wish to prepare for their primary, secondary and final examinations. In 1985, 14 officers took this course.

It is planned to revise ESOL courses, which currently provide general English so that they provide support geared to other TAFE courses, thereby facilitating access to further education, employment and training.

(6) Certificate Entrance. An alternative ESL subject is available in the certificate entrance course. In 1985 three such classes were conducted. Accreditation for this course is in progress and should be completed in 1987. A pilot course in Introductory English for those students whose level of English is insufficient for them to benefit from Certificate Entrance
English will be implemented in 1987. Alternative Maths and Sciences classes for NESB students were also conducted in 1985 as part of the certificate entrance course.

(7) Independent Learning Centres. Support for NESB students is available in many colleges through ILCs in English and Maths.(8) Adult Literacy Provisions. Many migrants in need of ESL assistance, particularly in the country, make use of adult literacy provisions due to a lack of more appropriate provisions. In such courses, as Reading and Writing for Adults, some 19% or 834 students in 1985 most commonly spoke a language other than English in the home.

(9) Languages other than English. The following courses are offered:

<table>
<thead>
<tr>
<th>Course</th>
<th>Duration</th>
<th>Enrolments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Arabic</td>
<td>2 1/2hpw x 36wks (90 hrs) for 2yrs</td>
<td>93</td>
</tr>
<tr>
<td>Cantonese</td>
<td>2 years</td>
<td>53</td>
</tr>
<tr>
<td>Indonesian</td>
<td>4 stages over 4yrs: 2hpw x 36wks (72hrs) for 2yrs; and 3hpw x 36wks (108hrs) for 2yrs</td>
<td>129</td>
</tr>
<tr>
<td>Japanese</td>
<td>4 stages over 4yrs. 1st year is 2hpw x 36wks (72hrs). Other yrs are 108hrs</td>
<td>230</td>
</tr>
<tr>
<td>Chinese Mandarin</td>
<td>2 1/2hrs x 36wks (90hrs) for 4yrs</td>
<td>155</td>
</tr>
<tr>
<td>French</td>
<td>2 1/2hrs x 36wks (90hrs) for 2yrs</td>
<td>625</td>
</tr>
<tr>
<td>German</td>
<td>90hrs for 2yrs</td>
<td>369</td>
</tr>
<tr>
<td>Greek</td>
<td>90hrs for 2yrs</td>
<td>121</td>
</tr>
<tr>
<td>Italian</td>
<td>90hrs for 2yrs</td>
<td>714</td>
</tr>
<tr>
<td>Maltese</td>
<td>90hrs for 2yrs</td>
<td>0</td>
</tr>
<tr>
<td>Russian</td>
<td>90hrs for 2yrs</td>
<td>42</td>
</tr>
<tr>
<td>Serbian/Croatian</td>
<td>90hrs for 2yrs</td>
<td>48</td>
</tr>
<tr>
<td>Spanish</td>
<td>90hrs for 2yrs</td>
<td>260</td>
</tr>
</tbody>
</table>

A total of 2,839 students were enrolled in LOTE courses in 1985. All languages experienced growth over 1984 enrolments (1,718) with the exception of Maltese. Strongest growth was experienced by the languages with the largest enrolments (French and Italian).

Courses are generally aimed at non-native speakers. In keeping with their limited duration expected proficiency outcomes are modest. In the European languages it is expected that students will be able to conduct conversations on simple every day topics. The objectives of the Asian language courses and Arabic are more varied and specific. Stage 1 of Japanese is, for instance, primarily designed for business executives.
The current program is being reorganised to develop courses and assessment procedures specifically for adult language learning with form and content geared to their requirements. The initial step is the production of basic modules which will be the basis of articulation into higher level courses for specific purposes (such as Chinese or Japanese for business/commerce). The satisfactory completion of the latter module would be recognised by an advanced certificate.

(10) Interpreters Course. The course is being re-developed but has operated in the past as a 120 hour course (6hpw x 20wks) at NAATI level 2. In 1985 the languages offered were Polish, Cantonese and Vietnamese; in 1986 the languages offered were Polish, Cantonese, Vietnamese, Serbian and Croatian. Fifty-seven students took the program in 1985.

Entrance requirements are four to six years of Australian secondary education or its equivalent and competence in English and the other language, both oral and written, to a level matching their general education. Bilingual ability is tested prior to enrolment.

The ESP-funded language aides course offered English training for Vietnamese and Cantonese speakers in 1985 and Vietnamese and Spanish speakers in 1986. Course duration is 9hpw x 24wks (216hrs) or 10hpw x 18wks (180hrs).

(11) TESOL. A course of 18wks x 2 1/2 hpw (45hrs) plus practical work, aimed at mainstream TAFE teachers. In 1985 8 courses were conducted of which 6 were funded through the ESP Program as a staff development activity and 2 were State funded. The same pattern occurred in 1986. In 1985 192 teachers were enrolled in the program. A new TESOL course is being developed and accredited.

(12) Ethnic Welfare. A course of 36wks x 4hpw (144hrs) designed primarily for NESB people already working in the welfare field but other applicants are admitted where they work with ethnic communities. The course is intended for people working as volunteers or untrained welfare workers many of whom then progress into mainstream social welfare courses. The course was offered at four colleges in 1985 with 116 students participating. A proposal for a full Ethnic Welfare Certificate course of 216 hours is current. The course is State funded.

(13) Other developments. In 1986 the School of Secretarial Studies introduced a post certificate course in which 6 community languages are offered as subjects for study in its communication strand.

Bilingual Courses. As noted earlier bilingual courses have been offered through the ESP Program, PEP and Outreach. They are essentially experimental initiatives and are perceived as special, transitional provision for people who are not native speakers of English. The objectives of these courses have been, in the main, to
assist people with little or no English to learn skills enabling them to progress to further studies or gain employment while simultaneously improving their English to a point where they can operate effectively in English-speaking work and study environments. Most of the courses use some form of dual medium bilingual instruction, particularly team-teaching. These forms reflect the targeting of non-native English speakers as the clientele of bilingual education and the transitional nature of the provision.

**Staffing**

The Department of TAFE supports a policy of equal employment opportunity. The last available annual report (1984/85) notes that:

"although a great deal of time and effort has been put into the EEO training programme there has not always been the same level of commitment shown in the implementation of EEO strategies and the achievement of structural change."²

An EEO Unit is responsible for supervising the implementation of the annual EEO Management Plan. To date the priorities of the Unit, as demonstrated by its annual reports, have been with EEO for groups other than NESB people.

The Department does not collect data on the ethnicity of its employees. There are no identified positions for NESB people in the Department although some positions, for example in the Multicultural Education Unit, would require specialised knowledge relevant to NESB people.³

In terms of the services available to students and directly relevant to NESB students, bilingual counsellors and bilingual course information officers have been recruited and appointed. There are currently six bilingual counsellors, appointed in May 1985, of the 101 counsellors deployed throughout the colleges.⁴

There are 14 permanent bilingual course information officers of a total of 27 deployed at the TAFE Information Centre and the colleges. During peak enrolment periods temporary bilingual course information officers are employed through a combination of Commonwealth (ESP) and State funding. This has been done since 1984 when funds were provided by the Multicultural Education Unit for the employment of 32 temporary bilingual course information officers.⁵

Data from the Department’s establishment control collection for 1985 was analysed to establish the number, proportion and employment status of staff teaching special provisions for NESB people.⁶ The collection consists of data on teachers by course for a sample week. It is assumed that this week is representative. The data was analysed for all special provisions which could be identified separately. This consisted of all the provisions discussed above except targeted NESB PEP and Outreach courses (which cannot be separated from other courses in these programs). Consequently there is a degree of under-estimation involved in these figures. Whether the sample week, the sixth week of second semester in 1985, adequately represents special provisions is another issue which may result in an underestimate.
In the sample week in 1985 343 teachers were employed in special provisions for NESB people comprising about 2.5% of a teaching force of 13,929. A somewhat higher proportion of specialist teachers were employed part-time than were teachers generally. About 76% (261) of specialist teachers were employed part-time compared to 62% (8,604) of all teachers.

Any positive effects of EEO in terms of the recruitment and selection of NESB people will flow from the application of EEO principles as a result of general EEO awareness training for staff. Affirmative action policies and strategies aimed specifically at NESB people to remedy past imbalances do not appear to be in place.

Staff Development

There are two sources of staff development activities of potential relevance. The Multicultural Education Unit funds staff development activities through the ESP Program which are relevant to that Program. The Staff Development Division is the mainstream source of such activities. It incorporates the EEO courses in its program. In 1984/85, of the 116 EEO courses provided, one was devoted to Working with Immigrants.7

TAFE Teacher Education8

In NSW higher education is co-ordinated by the NSW Higher Education Board. In September 1984 the Board circulated a policy paper endorsing multicultural education and supporting appropriate responses from institutions.

Two institutions provide TAFE teacher education in NSW. The Institute of Technical and Adult Teacher Education (ITATE) of Sydney CAE offers four programs: a Diploma in Teaching (Technical), a Bachelor of Education (Technical), a Graduate Diploma in Education (Technical), and a Graduate Diploma in Teaching English to Speakers of Other Languages which includes an adult strand and which is the only one of its kind in Australia. Newcastle CAE offers three programs: a Diploma in Teaching (TAFE), a Bachelor of Education (TAFE), and a Graduate Diploma in Education (TAFE). The Newcastle programs are available by the external mode. All courses require teachers to have access to a teaching situation for teaching practice. The Graduate Diploma in TESOL requires an ESL teaching situation.

The ITATE Diploma in Teaching comprises four strands (Teaching Studies, TAFE Studies, Specialist Studies, and Vocational Teaching). The program requires students to accumulate subjects worth 96 points over two years, of which vocational teaching provides 20 points. Of the compulsory subjects two are considered by ITATE to be relevant to multicultural education (TAFE & Society; New Initiatives in TAFE). Two of the eight available electives (Supporting Second Language Learners in TAFE 1 & 2), each of one semester duration, are clearly relevant. (Two electives of up to six points must be taken).
In the two year Bachelor of Education (Technical) program students must take two compulsory subjects (Introduction to Education Research 1 & 2) and select five subjects from three strands. Multicultural Education is one of the subject choices.

In the Graduate Diploma in Education two compulsory subjects, Post-Secondary Education in Australia and Sociology of Education, were nominated by ITATE as covering multicultural issues. As well, two electives Work and People, and Education and Employment, were also considered to cover such issues. There are no specifically multicultural units in the Graduate Diploma.

At the Newcastle CAE issues related to multiculturalism are considered to be an integral part of two subjects within the Diploma in Teaching (TAFE Society A & B), and three subjects within the Graduate Diploma (TAFE Teaching Decision Making, Theory & Practice of Teaching II, and Issues in TAFE).

The provisions specifically devoted to multicultural education comprise:

- six week unit (Communications in the Multicultural Classroom) within the compulsory subject, Communications - TAFE, in the Diploma in Teaching. About 40 students took this course in 1986.

- an elective module, Multiculturalism - TAFE, one semester duration taken by 15 students, also in the Diploma in Teaching.

- students in the Bachelor of Education may elect to study multicultural education as a General Study. They are required to take three of four available, one year subjects. These are:

  Multiculturalism - TAFE;
  Australia as a Multicultural Society;
  Ethnic Cultures in Australian Society; and
  Language Difficulties of Ethnic Minorities

Five students took this strand in 1986.

The acting Assistant Head of Teacher Education at Newcastle CAE believes that the existing program gives adequate, though not ideal, coverage to multiculturalism given the constraints of funding, availability of students through release from teaching, and time. He also states that:

"there are constant pressures to include new components in our teacher education courses... and rarely is it appropriate to remove anything as no longer relevant."

4.2 Victoria

Course provision in multicultural education in TAFE in Victoria comprises courses provided under the Advanced English Program, limited State-funded ESL provision which generally takes the form of continuous enrolment, general ESL classes, targeted courses for
unemployed NESB youth provided under the Participation and Equity Program, courses in languages other than English, an interpreters course, and a range of other, pilot initiatives funded mainly through (Commonwealth) Designated Grants. There is also a strong emphasis on programs for migrant women. The Council of Adult Education, an autonomous organisation funded by the TAFE Board to provide TAFE programs, is a significant provider of multicultural education course provision. Its courses are discussed separately.

Multicultural education in Victoria is linked to the implementation of equal opportunity policies in both employment and educational services. A network of about 30 college-based Equal Opportunity Officers, responsible to college principles, is responsible for the development of policy and implementation strategies in equal opportunity, including multicultural education. A central Equal Opportunity Branch supports these officers and provides advice to the TAFE Board. The Board has adopted a multicultural education policy; a language policy is currently being developed and should be available in draft form in February 1987.

Course Provision

(1) **Advanced English Program.** The Program funds provision under five broad categories: Occupational English which are courses providing English for a specific occupation; English for Occupational Purposes providing a core of English and modules in specific occupational areas such as Business English, job-seeking skills, and English for Engineers; English for Academic Purposes; ESL support for students enrolled in mainstream courses; and General Advanced English courses.

The range of courses in the vocationally-oriented categories provided in 1984/85 were:

- Office Retraining Program;
- Bilingual Child Care Aide Certificate comprising the Child Care Aide Certificate course and ESP components for bilingual students;
- course for Bookkeepers and Typists;
- course for overseas qualified doctors in two stages; medical English and Study Skills; and preparation for the English language section of the AMEC examination and hospital placements;
- course for Engineers and Engineering Draughtsmen;
- course for Electricians and Electrical Mechanics;
- course for Welders (DLI Certificate);
- course in Business Studies (Accounting), equivalent to the Certificate of Business Studies with additional ESP components;
. preparatory course for Catering Certificate examination (chefs)
. course for Fitters and Turners;
. course for Crane Drivers, Dogmen and Scaffolders;
. course for Forklift Drivers;
. course for Nurses Aides;

(2) **Participation and Equity Program.**² Four programs targeted at unemployed NESB youth were offered in 1985. Two of these (those at Collingwood and Footscray) had been initiated under the Commonwealth-funded program but in 1985 were funded from State recurrent funds. The four programs catered to 114 students. The programs are:

. Refugee Program, Collingwood College of TAFE, 24hpw x 36wks (864 hrs);
. Migrant Access Program, Footscray College of TAFE, 25hpw x 14wks (350 hrs), 4 courses;
. Intensive English Skills for Migrants Program, Holmesglen College of TAFE, 24hpw x 34wks (816hrs);
. Participation and Equity Program, Prahran College of TAFE, 24hpw x 36wks (864hrs).

(3) **Languages other than English.**³ A wide range of languages are available either as enrichment courses or as part of Year 11, the Tertiary Orientation Program or HSC studies. About 350 students were enrolled in LOTE programs within Year 11 and TOP courses in 1985. The following languages were provided:

<table>
<thead>
<tr>
<th>Course</th>
<th>Level 1</th>
<th>Enrolments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Italian</td>
<td>TOP (Yr 12)</td>
<td>36</td>
</tr>
<tr>
<td></td>
<td>Yr 11</td>
<td>67</td>
</tr>
<tr>
<td>Italian (Beginners)</td>
<td>TOP (Yr 12)</td>
<td>36</td>
</tr>
<tr>
<td></td>
<td>Yr 11</td>
<td>16</td>
</tr>
<tr>
<td>Modern Greek</td>
<td>TOP (Yr 12)</td>
<td>63</td>
</tr>
<tr>
<td></td>
<td>Yr 11</td>
<td>48</td>
</tr>
<tr>
<td>German</td>
<td>Yr 11</td>
<td>10</td>
</tr>
<tr>
<td>Spanish</td>
<td>Yr 11</td>
<td>17</td>
</tr>
<tr>
<td>Japanese</td>
<td>Yr 11</td>
<td>16</td>
</tr>
<tr>
<td>Hungarian</td>
<td>Yr 11</td>
<td>13</td>
</tr>
<tr>
<td>Polish</td>
<td>Yr 11</td>
<td>6</td>
</tr>
<tr>
<td>Russian</td>
<td>Yr 11</td>
<td>6</td>
</tr>
<tr>
<td>Dutch</td>
<td>Yr 11</td>
<td>n/a</td>
</tr>
<tr>
<td>Indonesian</td>
<td>Yr 11</td>
<td>n/a</td>
</tr>
<tr>
<td>Chinese</td>
<td>Yr 11</td>
<td>n/a</td>
</tr>
</tbody>
</table>
Courses generally require study to the previous year's level or its equivalent as prerequisites except in the case of beginners' courses. A linguistic background in the language is assumed in the Polish, Hungarian, Russian, and Modern Greek Year 12 courses. The Italian beginners' courses, Year 11 Modern Greek, Chinese and Japanese do not assume any such background. Courses generally contain a mixture of students from both the ethnicity represented by the language and other ethnicities except in the case of Year 12 Modern Greek, Polish and Russian which only cater to students of those ethnic backgrounds.

Course objectives are to provide the four language skills, grammar, some cultural knowledge and, to a lesser extent, some literary knowledge. Communicative and situational approaches appear to be the norm except in the case of the eastern languages and German where texts are followed. Most courses attempt to include some Australian content.

The TAFE Board currently funds a Community Languages Project Officer responsible for research and development of LOTE in TAFE. Phase 1 of the project has identified the range of programs offered and the needs of students and teachers within these courses.

(4) Interpreter/Translator Course. A NAATI level 2 course in Cantonese, Vietnamese, Turkish, Macedonian and Polish is offered by the RMIT College of TAFE. About 60 students took the course in 1985 (all languages except Macedonian). To be accepted, students must demonstrate proficiency to Year 11 standard in the language other than English. In 1985 a preparatory course for Khmer speakers, taken by 15 students, was offered leading to the NAATI course in 1986.

(5) Bilingual Courses. The Bilingual Child Care Aide Certificate course was offered at Prahran TAFE in 1985 and at Broadmeadows TAFE in 1986. A Bilingual Office Assistant course was offered by Preston TAFE in 1986.

Bilingual Sewing Classes for Turkish and Arabic-speaking women are conducted at a range of locations by Preston TAFE. About ten women meet for 4hrs (2 x 2) over 30wks to combine language learning with improving their sewing and handicraft skills, socialise with other women, learning English and discuss issues of relevance to them. The program has been conducted for three years and comprises three classes.

(6) Vietnamese for Child Care Workers. A pilot course operating in 1986, comprising 3hpw x 18wks (54hrs). Twelve students employed in child care are enrolled. No knowledge of Vietnamese is assumed. The course is funded by a Designated Grant and is based upon the Italian for Child Care course developed at Preston TAFE. It is intended to use this model for the development of other LOTE courses.
Other initiatives. An accredited Bridging Program for NESB Women into certificate welfare studies courses will be piloted in 1987. A Designated Grant has also been provided to ensure that multicultural perspectives are integrated into social and community services courses.

Council of Adult Education

The CAE provided the following courses in 1985:

8) ESL courses which included an appreciation of Australian society component.

(9) Courses funded in 1984 under the Advanced English Program and under recurrent funding in 1985. These included a one year HSC ESL course and six Returning to Study for Migrants courses.

10) LOTE courses in Greek, Italian, Vietnamese, Spanish, Serbo-Croatian, Arabic, Dutch, German, French, Indonesian, Polish, Russian, and Swedish, with the most popular courses being French, German, Italian, Spanish and Greek.

A number of these courses have been developed to meet the needs of professionals working with particular ethnic communities eg. Italian for the medical profession, and Vietnamese for people in the helping professions. Eight such courses were offered.

11) Seventeen courses in dressmaking, video, photography, and traditional crafts were taught in Arabic, Spanish, Turkish, Vietnamese, Greek and Italian.

12) Cultural Awareness Course. This course is offered three times a year for people of English-speaking background who work with NESB people.

Staff Development

The TAFE Board has funded an Intercultural Staff Development Officer from Staff Development funds for four years to conduct staff development for all TAFE staff in matters relating to intercultural communication, race relations, and the curriculum development needs of NESB students.5

TAFE Teacher Education6

Programs for TAFE teachers are provided by the Hawthorn Institute of Education. Two programs are provided: a Diploma of Technical Teaching and a Bachelor of Education (Technical).

There are no courses specifically devoted to multicultural education within the Diploma of Technical Teaching. However, the core program, Education and Society,

"has multicultural perspectives which are dealt within an integrated way according to the needs and teaching contexts of trainee teachers".7
In 1986, 108 trainees took this course.

The Bachelor of Education (Technical) offers an elective, one semester unit (3 contact hours per week x 15 weeks), Education in Multicultural Australia, taken by 24 students, all of whom were trade teachers, in 1986. The course will be offered again in 1987 as there is a clear demand for it.

Courses for TAFE teacher training are being re-developed for inclusion in submissions for reaccreditation in 1988. The manager of the Division of TAFE at the Institute has noted that:

"the present provision of multicultural education in TAFE teacher education is not considered to be adequate. I do expect that the review of current courses will lead to a higher profile for multicultural education in the future, with the likelihood that there will be both elements which are integrated into all subjects of the course and specialist electives which students choose according to their need and interest.

One clear approach we are trying to take in this Institute is to provide staff development for our own staff as we do see equal opportunity issues, such as multiculturalism, needing to be reflected as underpinning themes in our courses."

4.3 Queensland

In Queensland multicultural education has received its main impetus from the establishment in 1982 of the Migrant Studies Centre at the South Brisbane College of TAFE under the Advanced English Program.

Course Provision

Advanced English Program. Provisions under the Program are concentrated at the South Brisbane College of TAFE. However, since 1985 a number of full-time ESL teachers have been appointed to other colleges. Provisions are available under the Program include:

(1) Access Course for ESL Speakers. The course comprises three stages of 540 hours each taken over three semesters. Each stage is aimed at students with different levels of English: Stage 1, ASLPR 1 + to 2; Stage 2, ASLPR 2 to 2 +; and Stage 3, ASLPR 2 + to 3. The course consists of four main subject areas: ESL, Living and Working in Australia, the Language of Mathematics, and Workshop Skills (eg. typing, pharmacy assistants, bricklaying).

(2) Advanced English for Migrants. The course is a part-time program designed in modular form involving coursework of between 4 to 16hpw. It consists of various levels of written and oral English, offered both day and evening.
English for Special Purposes. Two ESP courses are offered by South Brisbane College of TAFE: English for Academic Purposes designed to provide students with specific skills for tertiary studies, and English for Medical Purposes which caters to the general and specific language needs of qualified doctors, nurses and dentists. Both courses are offered on a full-time and part-time basis.

Migrant Tutor Scheme. The scheme is staffed by volunteers selected for their vocational experience. Its major goal is to assist overseas qualified people towards their aim of gaining registration in Australia. Tutors participate in training courses of 200 hours duration before providing assistance on a one-to-one basis.

Participation and Equity Programs. The Program funds a number of courses for young unemployed migrants. In 1985 three courses were funded in five locations involving 138 students. In 1986 two courses were funded in four locations involving 143 students. The 1985 courses were:

Access Course for ESL Speakers. (See above.)

Food and Cookery Skills for Migrants. A course of 32 hours duration.

Allied Building Trades Assistants. A course of 260 hours duration.

The first two courses were also funded in 1986.

DEIR-funded Courses under the Adult Training Program. In 1986 DEIR funded the following courses:

Language and Service Skills in Catering. This is a full time, 9 week course offered by the South Brisbane College of TAFE and the College of Tourism and Hospitality Services.

ESL Support. Three colleges (Bald Hills, Seven Hills and Gold Coast) employ ESL teachers specifically to provide ESL support to students enrolled in mainstream courses.

Adult Literacy Programs. Significant numbers of NESB people attend adult literacy programs particularly in areas where other, more appropriate alternatives do not exist. In 1986 courses for NESB people were conducted at eleven colleges.

LOTE courses. The TAFE system has traditionally provided non-award, fee paying courses in languages other than English through college extension programs. These are defined as hobby/recreational courses.

Multicultural perspectives in mainstream courses. Curriculum Branch has developed a generic subject, entitled "Cultural
Issues", for inclusion in courses covering a range of study areas. The subject comprises 50 hours of independent study usually involving a project or research. The subject is to be compulsory. To date the subject has been introduced into the newly developed Associate Diploma course in child care. It is also intended to be included in two proposed courses: an Associate Diploma in tourism and hospitality, and an Associate Diploma in social welfare of which the latter course is expected to be in place in 1988.

It is also possible to integrate multicultural perspectives into pre-vocational and pre-employment courses through their life skills subject components.

(13) Curriculum support for special provisions. Support is available from the Migrant Studies Centre at South Brisbane College of TAFE staffed by eight full-time, specialist ESL teachers. Specialist ESL teachers are also employed in three other colleges.

(14) Articulation of special needs with mainstream provision. It is planned to rationalise a number of provisions at South Brisbane to form the basis of a proposed Associate Diploma in Education (ESL) which will comprise a core of language study supplemented by two vocational strands aimed at teachers, welfare workers, counsellors and interpreters. It is envisaged that one of the strands would be an accredited NAATI interpreter course.

It is proposed that this program will articulate with and provide credit towards degree and Diploma programs in teaching at Brisbane CAE and towards a proposed Diploma in Interpreting also at Brisbane CAE which is currently under negotiation. These matters are at the proposal and discussion stage only.

It is also proposed to develop a tertiary preparation program for migrant professionals which will feed into relevant tertiary programs.

Staffing^3

(15) Specialist teachers. Twelve ESL full-time teachers and 26 part-time ESL teachers are employed in metropolitan colleges. Twenty-eight part-time teachers are employed to teach foreign languages in metropolitan colleges. These comprise about 3.2% of the 2,085 technical teachers currently employed in Queensland TAFE.

(16) Non-teaching staff. Colleges employ resource teachers to assist students with learning difficulties. Colleges also employ counsellors to provide support to students. A part-time counsellor is employed at South Brisbane College specifically for migrant students.

(17) Attracting staff who are sensitive to multicultural issues and NESB staff.
"TAFE agrees in principle with the need to attract NESB teachers but in Queensland with its comparatively low NESB populations, it is rare to find consistently whole classes of one ethnic origin".

No specific measures are taken [to recruit NESB people]."

Staff Development

A number of inservice courses and seminars relevant to multicultural education are regularly offered to TAFE staff. These comprise:

- Migrant Education in TAFE/Teaching of Migrant Students;
- The Teaching of Ethnic Students in TAFE Colleges;
- Teaching Migrant Apprentices and Apprentices with Low Literacy Skills;
- Migrant Education; and
- Strategies for Assisting Migrants in TAFE Classes.

TAFE Teacher Education

A Diploma of Teaching (TAFE) course is offered by the Brisbane CAE at the Mt Gravatt campus. It is a three year course open only to persons selected and employed by TAFE. One year’s advanced standing is given in consideration of the qualifications and experience of entrants. The current course was implemented in 1985. A review of BCAE programs is required every two years. This process is undertaken by Course Advisory Committees. Review of the Diploma of Teaching (TAFE) course will commence in 1987 for implementation of a revised course in 1990.

The course is taken over two years. Students must accumulate studies worth 204 credit points of which teaching practice is worth 60 points. All components of the course are compulsory except two Liberal Studies electives, worth 8 credit points each.

There are no compulsory units specifically devoted to multicultural education issues. The course co-ordinator nominated several compulsory units which in his view contain components relevant to multicultural education. These are Language and Communication Studies II, worth 8 points, Sociological Foundations of Education (10), Educational Psychology II (8), Issues in Post-Compulsory Education (6), and Language and Communication Studies III (8).

Students may select electives from a number of strands one of which comprises units devoted to multiculturalism, Aboriginal studies, women's studies, PEP and Transition.

The total number of students taking the course in 1986 was 285. The number of students on campus where the course is taught was 120 in first semester and 104 in second semester. Four students took the elective, Australian Multicultural Society, over the two semesters and two took the elective Aboriginal/Torres Strait Islander Culture.
The course co-ordinator considers that:

"the course has the flexibility to respond, within units, to a request for increased emphasis in the area should this be considered appropriate. Further electives can be added to offerings should they be... sought".

A larger or more specific component... should be added" and

"the area of multicultural education is one which should be given a high priority".

4.4 South Australia

The major provisions relevant to multicultural education in TAFE are: ESL courses provided under the AMEP by AMES, the Advanced English Program, courses for unemployed migrant youth provided under the Participation and Equity Program, courses in languages other than English, interpreter courses and ethnic access courses. A feature of special provision in South Australia is the extent of co-operation between the various educational agencies (AMES, TAFE PEP, Advanced English, Education Department, Education Department PEP) which has resulted in a number of jointly funded programs.

The Department of TAFE is currently developing a multicultural education policy. It is also required to develop an Ethnic Affairs Management Commitment, a requirement of all State Government Departments since May 1985, but the Department has yet to respond. The Department has an equal opportunity policy.

Course Provision

(1) Advanced English Program. The Program provides courses in three broad categories: technical and professional English (specific purpose English), study skills bridging English, and general advanced English. The program attempts to provide a balance between specific purpose and advanced level English. In 1984 the Program offered the following courses:

- Technical and Professional English:
  - English for Nurses
  - English for Medical Registration
  - English for Engineers
  - English for Plumbers Registration
  - English for Fitting and Machining
  - English for Electrical Trades
  - English for Business Trades
  - English for Automotive Trades
  - English for Industrial Sewing
  - Professional Tutor Scheme
Study Skills Bridging English:

Vocation Study Skills
English for Tertiary Entrance
Pre-matriculation English
Study Skills for TAFE

General Advanced English: Courses were offered in 10 colleges.

About 700 students were assisted in 1984: 266 through professional and technical English courses (70 of these through the professional tutor scheme), 94 through study skills bridging English and 321 through general advanced English courses.

Developments in 1985 included greater involvement with younger migrants through various PEP courses. The bridging course, English for Industrial Sewing, was adapted to meet the needs of young unemployed migrant women enrolled in a vocational preparation course. The course was offered two times. Advanced English lecturers at two colleges have worked with trade lecturers and secondary school ESL teachers to provide link courses in electronics and in the electrical, hairdressing and automotive trades.

A major initiative in 1986 has been the development of an award course in ESL. The course is a full-time course incorporating previously offered part-time tertiary preparation and study skills courses. The course is tied to the achievement of proficiency of ASLPR 3 in all four skills and includes a number of ESP options.

(2) Jointly-funded Programs:

Education Program for Migrants. This program was introduced in July 1984 and is jointly funded by TAFE PEP, AMES and the Education Department. The program caters to young migrants and refugees who need orientation and basic skills training as well as ESL.

Adult Pre-matriculation course in ESL. This was a joint TAFE/AMES and Education Department PEP course aimed at preparing young adults to enter matriculation.

(3) Languages other than English. Non-award, fee-paying courses in a range of languages were offered by thirteen colleges. These were: Chinese, Croatian/Serbian, Dutch, French, German, Greek, Indonesian, Italian, Japanese, Polish, Russian, Spanish and Vietnamese. In 1983 about 300 students participated in thirty different enrichment language classes.

In 1984 five colleges also provided language instruction at pre-matriculation and matriculation levels. Latvian, Polish, Italian and German were offered face-to-face wh
mode. Enrolments in Polish and Latvian have predominantly been secondary school students.

(4) Vocational Language Courses. A NAATI level 2 interpreter course has been offered twice a year since its introduction in 1978. The course is fully supported by the Public Service Board and attracts release time. About 80 students participate per year. Six language streams are offered (Italian, Greek, Serbian-Croatian, Spanish, Vietnamese and Polish), four of which are offered at any one time.

(5) Ethnic Access Courses. These are college-based initiatives, offered according to local community needs as identified by colleges and subject to the availability of college resources. They provide access by offering instruction in community languages or with ESL support. Courses have been provided in the areas of dressmaking, nutrition, typing, welding, child-care and secretarial studies.

(6) Mainstream Courses. Increasingly ESL support for students in mainstream courses or ESL versions of mainstream subjects are being offered. ESL components have been built into tourism and hospitality courses.

Increasingly also LOTEs are being built into relevant courses. A recent example was a course offered by the School of Food and Catering for people working in Chinese restaurants who need to communicate with Chinese speaking chefs.

Staff Development

Newly appointed TAFE lecturers who have no formal teaching qualifications undertake a thirteen week induction program provided by the Staff Development Centre. The program essentially provides survival skills. Such staff then proceed to the Diploma of Teaching course. A proposal to modify the induction program to take into account multicultural education issues has been recently developed by the program manager.

TAFE Teacher Education

Four programs in adult and further education are offered by the South Australian CAE at its Underdale campus: an Associate Diploma of Adult and Further Education, a Diploma of Teaching (Further Education), a Bachelor of Education and a Graduate Diploma in Adult and Further Education. Students need to have access to a teaching situation to develop and practise teaching skills.

In November 1985 the Council of the South Australian CAE endorsed five principles in multicultural education and ethnic affairs but it reserved the right to determine whether specific proposals for implementation of the principles were consistent with the College's interpretation.

There are no core subjects specifically devoted to multicultural education issues in the undergraduate programs.
Core subjects nominated by the program co-ordinator as relevant to multicultural education include:

- Competency Analysis for Adult Education;
- Studies in Recurrent Education: Adulthood and Learning; and
- Studies in Recurrent Education: Adulthood and Education

These are worth 15 points of the required 72 points (Associate Diploma) or 108 points (Diploma). The subjects are common to both programs.

Five electives in Adult and Further Education are offered. Of these, the subject Comparative Technical and Further Education is considered to be relevant to multicultural education. The option of a Special Learning Contract, a research project intended to extend specialist knowledge, has the potential to be relevant for interested students. An undergraduate education unit, Education in Multi-Ethnic Australia, is also available as an elective.

About 400 students were enrolled in these programs in 1986. About 30% were TAFE lecturers.

The Graduate Diploma requires studies worth 36 points. It consists of five core units worth 27 points and two or three elective units worth up to 9 points. Core units considered to be relevant to multicultural education are Perspectives and Practices in Planning Adult Programs (6 points) and a research and development project also of 6 points which has potential relevance. Four elective units are provided and three are considered to be relevant: Sociology, Philosophy, and foundations of Adult and Further Education. Fifty students were enrolled in the program in 1986; about 30% were TAFE lecturers.

The Bachelor of Education consists of the Diploma of Teaching plus an additional year of study. For students specialising in TAFE the additional year consists of the same subjects offered under the Graduate Diploma, and a number of elective one of which is Education in Cultural Diversity.

4.5 Western Australia

TAFE course provision in multicultural education in Western Australia comprises ESL courses provided under the AMEP by AMES, the Advanced English Program, an Education Program for Unemployed Migrant Youth funded under PEP, courses in languages other than English and an interpreter course. The provisions, other than the LOTE and interpreter courses, are funded by the Commonwealth.

At the policy level the Division of TAFE has established a working party on multiculturalism and equal access which is preparing a multicultural education policy statement for consideration by the Directorate. The working party was established in May 1986. Also relevant is the existence of a departmental committee on languages other than English which includes TAFE representatives. Finally an equal employment opportunity steering committee was established in April 1986 with responsibilities for the oversight of EEO initiatives in the Department.
Course Provision

(1) **Advanced English Program.¹** The Program provides courses in two broad categories: Migrant Access to Education (MAE) and Job-Oriented Migrant English (JOME). The former provide English skills for further study; the latter provide English which is specific to particular vocations. In 1985 JOME courses focused upon recognition of overseas qualifications issues. Courses have been structured to coincide with the examinations of relevant recognition boards.

About 500 students participated in the program in 1985 with roughly equal proportions in each type of course.

Seventeen MAE courses were offered in four locations in 1985. Twelve of these were of 288 hours duration (24hpw x 12wks); the remainder were either 108 hours (6hpw x 18wks) or 144hrs (12hpw x 12wks or 24hpw x 6wks). Two courses were provided over the vacation.

JOME courses vary considerably in duration. Twenty-two courses were offered in 1985 at ten locations. The courses and their duration are listed below.

<table>
<thead>
<tr>
<th>Course</th>
<th>Duration</th>
</tr>
</thead>
<tbody>
<tr>
<td>Automotive Mechanics</td>
<td>24hpw x 6wks = 144hrs</td>
</tr>
<tr>
<td>Nursing</td>
<td>3hpw x 26wks = 78hrs</td>
</tr>
<tr>
<td>Tomato Growing</td>
<td>30hpw x 1 week = 30hrs</td>
</tr>
<tr>
<td>Mining</td>
<td>24hpw x 11wks = 264hrs</td>
</tr>
<tr>
<td>Small Business Management</td>
<td>3hpw x 13wks = 39hrs</td>
</tr>
<tr>
<td>English for Tradesmen</td>
<td>2hpw x 9wks and 4hpw x 9wks = 54hrs</td>
</tr>
<tr>
<td>Nursing</td>
<td>24hpw x 13wks = 312hrs</td>
</tr>
<tr>
<td>Business/Accounting</td>
<td>24hpw x 8wks = 192hrs</td>
</tr>
<tr>
<td>Computing</td>
<td>24hpw x 6wks = 144hrs</td>
</tr>
<tr>
<td>Access to Business Studies</td>
<td>2hpw x 12wks = 24hrs</td>
</tr>
<tr>
<td>Clerical</td>
<td>24hpw x 6wks = 144hrs</td>
</tr>
<tr>
<td>Commercial Access</td>
<td>24hpw x 6wks = 144hrs</td>
</tr>
<tr>
<td>Industrial Sewing Machining</td>
<td>12hpw x 9wks = 108wks</td>
</tr>
<tr>
<td>Waiting</td>
<td>24hpw x 6wks x 144hrs</td>
</tr>
<tr>
<td>Horticulture</td>
<td>20hpw x 9wks = 180hrs</td>
</tr>
<tr>
<td>Cooking</td>
<td>24hpw x 6wks = 144hrs</td>
</tr>
<tr>
<td>Mechanical Engineering</td>
<td>24hpw x 6wks = 144hrs</td>
</tr>
<tr>
<td>Boilermaking/Welding</td>
<td>24hpw x 6wks = 144hrs</td>
</tr>
<tr>
<td>Civil Engineering</td>
<td>24hpw x 6wks = 144hrs</td>
</tr>
</tbody>
</table>

(2) **Education Program for Unemployed Migrant Youth.²** The Program, which is funded under PEP, has operated since 1981. The courses comprise communication studies, vocational training, and personal and social development components. The communication component includes survival English, job-seeking English and English on the job (understanding written and oral...
The vocational training component includes upgrading of skills, introduction to new technology, machine maintenance and terminology. Vocational areas which have been offered include welding, the automotive trades, industrial machining, motor trimming, sewing, electrical assembly and furniture making. These areas are selected with a view to employment opportunities. The personal and social development component includes an introduction to Australian society. A camp which takes place about mid way during the course promotes group solidarity and confidence.

Course duration in 1985 was 504 hours (28hpw x 18wks) and in 1986 476 hours (28hpw x 17wks). Two courses are provided per year with each course divided into two groups. The program catered to 50 students in 1985 and 60 students in 1986.

The program caters to recently arrived, mainly Vietnamese young people with limited English (between 1- and 1+ on the ASLPR).

In 1986 2 Vietnamese and Chinese speaking lecturers were employed to teach in both trades and ESL.

Outcomes are measured by the progression of students to more advanced courses or into employment as a direct result of training provided. Some students progress to MAE courses; others return to AMES programs. Evaluation of the course by staff and students occurs at several points throughout the course. Students' are followed up by questionnaire 6 months after the course. Students' proficiency in English is rated on the ASLPR at course commencement and completion as a general guide to achievement.

It is hoped that in 1987 the program will be offered as a joint Advanced English/AMES course. This will ensure that the course has access to qualified staff, wider resources and can introduce on AMES style of program.

(3) Languages other than English and Interpreter courses. The main location for LOTE courses is Perth Technical College which also offers the NAATI level 2 interpreter course.

(4) Mainstream courses. A recent development has been the introduction of Communications IM which is an ESL equivalent of the Communications 1 subject taught within many certificate courses. The alternative gives full exemption from Communications 1, is taught by an ESL specialist teacher and has twice the number of hours of course time. The course is available in 17 colleges.

Curriculum

(5) Multicultural perspectives. The officer in charge of curriculum, research and development advised that:
"the Division does not at present have any plans for the integration of multicultural perspectives in all areas of TAFE curriculum but we do have very successful programs through AMES, Advanced English Language Programme, and Aboriginal Access".3

Staffing4

The Equal Opportunity Branch of the Education Department is conducting a survey of all Departmental employees in February 1987 to assist in the development of an Equal Opportunity Management plan. As noted earlier the EEO Steering Committee was established in April 1986.

The personnel and facilities (TAFE) section of the Department was able to identify 80 staff employed in teaching in multicultural areas of whom 28 were located at Perth Technical College. This comprises 2.4% of all teaching staff (full and part-time) who numbered 3,286 in 1985. These figures exclude AMES staff.

Staff development5

Within AMES a number of sessions have been held over the last 12 months on cultural awareness, racism, refugee consultation, ethnicity, equality and multiculturalism. Within TAFE Staff Development any sessions in this area are covered incidentally and no provision has been made for any particular program in this area in the near future.

4.6 Tasmania

Course provision in multicultural education in Tasmania consists of ESL courses provided by the Adult Migrant Education Service under the AMEP, and the Advanced English Program conducted at Hobart Launceston Technical Colleges. The latter program has been funded at a level of $35,000 per annum since 1984. Until 1986 the program was offered at Hobart Technical College only.

"In 1986 the Commonwealth Designated Grant was divided between Hobart and Launceston. It was widely recognised that the level of funding was inadequate to run an effective program in both centres".1

In the past, courses for migrants, funded from other sources, have also been run. A full-time migrant youth course was funded under PEP in 1984 and a certificate course in garment assembly for migrant women was provided in 1984 and 1985 under State Women's Access funding. These courses ran at Hobart Technical College. Submissions have been put forward for Women's Access funding for a New Opportunities for Migrant Women course and a Bilingual Child Care Certificate course for 1987, also at Hobart. There are no TAFE language courses in Tasmania.2

While there is no multicultural education policy, the Education Department has issued a policy paper, embracing both schools and colleges, setting forth its views on multicultural education.
Course Provisions 3

The following provisions are funded under the Advanced English Program.

Hobart Technical College

(1) **Language support** is provided for students enrolled in mainstream courses. Approximately 20 students are assisted per year.

(2) **Migrant Access Course.** A course of 72 hrs duration (612hpw x 6wks) providing advanced English, ESP, course information, and study skills for students intending to pursue further study. Twelve students were enrolled in 1986.

(3) **English for Public Service Employment.** These were two short courses of 20 hours each over one week. They were aimed at people sitting the Commonwealth Public Service entrance examinations at clerical and clerical assistant levels. A total of 25 students were involved.

(4) **Introductory and support classes** for students in Small Business Management classes involving a total of 24 hours of class time for 10 students.

Launceston Technical College

(5) **Language support** is provided for students involved in mainstream courses.

(6) **Job-seeking skills courses** of 3 weeks duration were offered. In 1985 this course had been offered by Hobart.

Staffing 4

**Recruitment and Selection.** The Division of TAFE is part of the Tasmanian State Service. Recruitment and selection are governed by the Tasmanian State Service Act 1984 and regulations and instructions issued under the Act. All employment practices and procedures must be in accordance with the merit principle, defined as fair and equitable treatment. In recognition of the fact that past recruitment and promotional practices may have been narrowly based, resulting in some indirect systemic discrimination, a new employment instruction, setting out EEO policy for the State Service, is to be released shortly and will outline procedures in detail. TAFE is an equal employment opportunity employer.

No affirmative action procedures exist which would have the effect of improving the chances of employment for prospective teachers with more than one language.

**Staffing of Special Provisions.** At Hobart Technical College one part-time co-ordinator (20hpw) and four part-time teachers are employed for the Advanced English Program. At Launceston Technical College one part-time teacher/co-ordinator (15hpw) is employed.
AMES has run general multicultural staff development activities for TAFE teachers in Hobart and Launceston, in conjunction with the TAFE Staff Development Section.

Two in-service seminars on cultural awareness issues have been held at Hobart Technical College.

TAFE Teacher Education

The Tasmanian State Institute of Technology offers a Diploma of Teaching (TAFE). The co-ordinator of the program advises that it does not contain any multicultural education units or components. Individual students may pursue the field if they choose. Two teachers are currently assisting in the education of recent arrivals and will report on these activities as part of their project work.

The Migrant Access Coordinator at Hobart Technical College advises that a brief, one hour session on the special needs of NESB students is organised for the Diploma of Teaching (TAFE) course.

4.7 The Northern Territory

The main providers of TAFE programs relevant to multicultural education in the Northern Territory are the Darwin Institute of Technology which also provides advanced education courses, and the NT Department of Education through the Adult Migrant Education Centre. The Centre delivers the AMEP in the NT. It also provides courses under PEP and under the NT Vocational Preparation Program.

The last PEP course for NESB people was offered by the AMEC some years ago. This consisted of a PEP course in computer skills held at the Centre to attract NESB students. The course was not modified in any way.

Another development of relevance to multicultural education in the NT is the recent establishment by the NT TAFE Advisory Council of a working party to draft a multicultural education policy statement.

Course Provision.

The following TAFE programs are provided by the Darwin Institute of Technology.

(1) Advanced Migrant English. The Program in the NT consists of a 12 week course x 26hpw (312hrs) plus 2 weeks optional work experience. The course is designed to assist people who have a fairly good grasp of English but who need to improve their language skills for academic or employment purposes. Most students have an overseas trade or professional background. Teaching occurs in morning and afternoon sessions of which the morning sessions are compulsory. Morning classes concentrate on ESP and academic purpose English with a core of general
English. Afternoon sessions over pronunciation, language support, some ESP, tutorials and computer awareness. Teaching is centred around a language laboratory base. The course averages about 15 to 16 students. Success is measured by subsequent student destinations: about 60% go onto other courses at DIT while the remainder find jobs, many as a result of the work experience component.

Other ESL Provisions

(2) **Migrant English.** A course of 72hrs (4hpw x 18wks) aimed at students with an ASLPR of at least 2. Two courses are offered per year with about 20 students per semester.

(3) **Migrant Refresher English.** A course of 72hrs (4hpw x 18wks) aimed at students with an ASLPR of at least 3. Two courses are offered per year with about 20 students per semester.

(4) **Qualifying English.** Graduates of the Migrant Refresher English course currently progress to this course which previously served the needs of native speakers. The course has consequently developed into a higher level ESL course. It concentrates on essay and report writing.

(5) **ESL support** is provided through a bridging English program taught by 1 1/2 staff. The Program comprises three classes for NESB people and one class for native speakers. The NESB classes are supported through a special Commonwealth grant.

ESL support is provided to students enrolled in Business Faculty courses at both the higher (formal business courses) and the lower (receptionist and office skills) levels. Support is also provided to students in Faculty of Applied Science courses which incorporate TAFE vocational courses for apprentices (construction, carpentry, plumbing and welding). About 20 students are involved in these classes.

(6) **Languages other than English.** Six non-award, fee-paying language courses are offered through the Division of Language Studies. The languages are: Japanese, Mandarin, Greek, French, German and Indonesian. The courses are of 90 hours duration (3hpw x 30wks) and are offered at two levels simultaneously (beginners and advanced or intermediate). The courses generally cater to non-native speakers.

About 130 students commenced in the six languages in 1986. In October 1986 only 60 students remained. This high dropout rate is seen as a function of the use of people as teachers who are not trained language teachers. Casual employment has also inhibited the employment of professional teachers. The appointment of a fulltime teacher of Indonesian in 1987 is seen as a major advance. He will be responsible for non-award Indonesian as well as the development of functionally-oriented Indonesian options within such courses as the Associate Diploma in Tourism and Hospitality.
Vocational Language Courses. The Division of Language Studies also offers a NAATI Level 2 interpreter/translator training course in Greek and Chinese (Mandarin). In 1987 the course will be offered in Greek, Portuguese, and Indonesian. Course duration is 268hrs per year (7hpw x 32wks of class attendance plus 12hrs project work).

The entry requirement is for at least four years of secondary education and native-like proficiency in oral and written skills in the non-English language. Consequently the course caters mainly to native speakers. Twenty students (10 Greek, 10 Mandarin) were enrolled in 1986. In 1987 a minimum of 15 students per language will be required to attract funding. The NT Public Service offers a number of positions to holders of the certificate in interpreting. Some students use the course as an introduction to college education. Four or five graduates of the Greek strand have progressed to teacher education courses.

TAFE Teacher Education

The Darwin Institute of Technology offers a Diploma of Teaching (TAFE). The course does not offer a multicultural strand. Priorities have been in other areas.

4.8 The Australian Capital Territory

In the ACT TAFE is provided by three multi-purpose colleges - Woden, Canberra and Bruce - as well as by two specialist colleges. Funding is provided by the Commonwealth Department of Education (TAFE Funding) and by DIEA under the AMEP. All three colleges have also English for Special Purposes Departments providing ESL courses and support funded through recurrent college funding. A PEP course for NESB people was funded at Canberra College of TAFE in 1985. Provisions in multicultural education other than ESL are concentrated at Canberra College which runs an extensive program of language and culture courses through its Department of Community Languages and Multicultural Studies. The co-ordinating agency for TAFE is the Office of ACT Further Education.

Course Provisions

Unless otherwise stated provisions are funded from TAFE recurrent funding.

Woden College of TAFE

(1) Effective Skills for Public Servants of Non-English Speaking Backgrounds
54hrs (3hpw x 18wks)

(2) Language Skills for Clerical Selection Test
20hrs (2hpw x 10wks)

(3) Communication Skills for the Public Service
54hrs (3hpw x 18wks)
These courses are generally offered twice a year with a maximum of 15 students per course. The first course emphasises report-writing skills; the third course note-taking skills, pronunciation and memo writing; and the second course is oriented towards the clerical selection test.

(4) **Language for Pregnancy and Childbirth**
27hrs (3hpw x 9wks). Offered three times per year with a maximum of 10 students per course.

(5) **Individual Study Centre.** The centre usually has 1 to 2 students using it at any one point. Its maximum capacity is 14 students.

(6) **Literacy programs.** There are two broad groups of people catered to: (1) recently arrived old people who require both spoken and written English and (2) NESB people who have grown old here who need written English. The former receive 10hpw per year; the latter 8hpw per year. There is also an evening program of 4hpw. Classes contain a maximum of 8 students. Entry is continuous.

(7) **ESL support** is provided in collaboration with other college departments to students requiring assistance enrolled in other college programs. Such support has been provided to students enrolled in courses in the Departments of Computing, Food Studies and Fashion. Students enrolled in Secretarial Studies courses with ESL needs are catered to through the English and Communications Department which has a remedial English brief.

The Head of the ESP Department estimates that ESP courses, including literacy programs, cater to about 180 people per year. About 500 people pass through the Individual Study Centre in a year. Many students enrol simultaneously or progress from courses in the ESL Department to courses in the ESL Department of one College to courses in the ESL Department of another College.

**Canberra College of TAFE**

(8) **English for Special Purposes.** This course comprises a number of subjects: Oral Communication (2 levels), Written Communication (3 levels), and Grammar (2 levels), each for 3hpw x 36wks (108hrs). Student can take only those modules they require. 190 students participated in 1986. Students are provided with a statement upon completion.

(9) **English for Public Servants.** This course is for students currently working in the Public Service who need to improve their English to gain promotion. Writing tasks are emphasised. In 1985 courses were 72hrs duration (6hpw x 12wks); in 1986 they were 108 hrs (6hpw x 18wks). Some 80 students participated in 1985, and 60 in 1986. Students were recruited through Departmental EEO officers. The curriculum documents for different levels of the course are currently being prepared.
(10) **English for Cooking in Australia.** Students practice language functions, such as following written and oral instructions, and extend their vocabulary in the area of the kitchen, nutrition and safety. The course is of 36hrs duration (3hpw x 12wks). 55 students participated in 1986; 45 in 1985. A statement is provided upon completion.

(11) **Language and Study Skills.** An award course which aims to give students the language skills they need for tertiary study. The course can be taken over 1 year during the day (12hpw x 36wks, 432hrs) or over 2 years in the evening (6hpw x 72wks, 432hrs). In 1985 70 students took the course; in 1986 35 students took the course. Forty per cent of assessment is by two examination papers of 3 hours duration each. The balance is though continuous assessment.

(5) **General English.** Funding is a mix of AMEP and TAFE with the latter predominating. The course aims to improve proficiency to ASLPR 3. Classes are offered in the evening (108hrs, 3hpw x 36wks) and during the day (72hrs, 2hpw x 36wks). A statement is provided on request, at level G college award. 175 students participated in the course through 6 classes.

(13) **English Language Proficiency.** A high level English course which aims to improve proficiency in all four skills to ASLPR 4. The course prepares students for higher education, CQFV examinations and enhances promotional opportunities. Entry is by test; students must have a proficiency level of ASLPR 3 in all four skills. The course is of 108 hrs duration (3hpw x 36wks) with 45 students participating in 2 classes. 1986 was the first year the course was offered. Funding is a mix of AMEP and TAFE funding. A statement is provided upon completion. Assessment is through both a final test and continuous. The course may be extended to a full time course. It currently operates as an evening course.

(14) **Individual Study Centre.** Assistance is available 15hpw x 36wks. About 70 students were assisted in 1986.

(15) **Skills for Employment.** A PEP course providing vocational skills (welding, motor maintenance, typing, child care, first aid), job seeking skills, living skills, language and numeracy through specialist teachers with ESL support. Course duration was 486hrs (27hpw x 18wks); 18 unemployed migrant youth participated. Assessment was continuous apart from the first aid component which was assessed through the St John's Ambulance First Aid Examination. A course award was provided. The course operated in 1985 only. PEP funding was not available in 1986.

(16) **Language and Culture courses.** Courses in 9 languages and cultures are offered. Each course comprises two subjects - a language and its associated culture - of 18 weeks each. Both subjects must be completed to obtain the course award. Assessment is by class work, reports, assignments, tests and excursions. Courses for interpreters/translators at NAATI level 2 are planned for all the languages.
The courses and their enrolments in 1986 were:

<table>
<thead>
<tr>
<th>Course</th>
<th>Enrolments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Spanish Language</td>
<td>121; Hispanic Culture 15</td>
</tr>
<tr>
<td>Italian Language</td>
<td>125; Italian Culture 10</td>
</tr>
<tr>
<td>Modern Greek Language</td>
<td>55; Greek Culture 10</td>
</tr>
<tr>
<td>Indonesian Language</td>
<td>54; Indonesian Culture 15</td>
</tr>
<tr>
<td>Introductory Japanese Language</td>
<td>69; Japanese Culture 10</td>
</tr>
<tr>
<td>Introductory Chinese Language (Mandarin)</td>
<td>65; Chinese Culture 10</td>
</tr>
<tr>
<td>Introductory French Language</td>
<td>14; French Culture: not offered in 1986</td>
</tr>
<tr>
<td>Introductory Dutch Language</td>
<td>18; Dutch Culture: not offered in 1986</td>
</tr>
<tr>
<td>Introductory Irish Language</td>
<td>12; Irish Civilisation: not offered in 1986</td>
</tr>
</tbody>
</table>

In all 533 students were enrolled in the language subjects and 70 in the associated culture subjects.

Bruce College of TAFE*

(17) **English for Nurses.** The course was originally developed under the AMEP but is now funded by the college. It is of 300 hours duration (30hpw x 10wks) and is aimed at overseas qualified nurses with at least ASLPR 1+. The course runs whenever numbers are sufficient, usually 10 per course. Consideration is being given to offering a part-time course since most students have part-time hospital-related employment. Students receive a course award.

(18) **English for Family Day Care Workers.** Course duration is 72hrs (6hpw x 12wks). About 10 students participate per course. Success is measured by whether students are employed by a Family Day Care organisation. Assessment is continuous and students receive an award upon completion.

(19) **Language and Study Skills.** A course of 432hrs duration (12hpw x 36wks) with between 15 and 20 students per course. It aims to provide students with the skills necessary to pursue post-secondary education. Assessment is both continuous and by final examination. Students receive a course award.

(20) **English for Restaurant Workers.** A course of 96hrs duration (4hpw x 24hrs) with about 10 students.

(21) **Individual Learning Centre.** ESL assistance is provided to members of the community and students enrolled in mainstream courses. Support is provided in both general language and in specific areas of employment or study (English for Engineers, Electrical Trades, Hairdressers, Learning to Drive, Report Writing). The Centre is open 12hpw.

(22) **Conversation groups** of about 10 students, 2hpw.
ESL support is provided for NESB students enrolled in Associate Diploma courses through communication workshops. This is provided through intervention or self-paced learning in the ILC.

TAFE Teacher Education

TAFE teachers in the ACT receive their training from Canberra CAE which offers a Diploma of Teaching (TAFE) and a Bachelor of Arts (TAFE). The latter involves the same work as for the Diploma plus an additional seven units. The Diploma requires the completion of 12 compulsory education units and 2 elective non-education units. The Degree requires the completion of the Diploma units, one additional education unit and a 6 unit elective major in an area other than education. Many of the compulsory education units require concurrent teaching practice.

In response to a request asking the college to identify multicultural components and perspectives the college advised that:

"Multicultural education is an issue of all of our courses at CCAE. We discuss aspects of multicultural education in various units in the courses Diploma of Teaching (TAFE) and Bachelor of Arts (TAFE), and it is difficult to dissect out and quantify the precise amount of teaching in the multicultural area.

For example, in the Curriculum I (TAFE) unit the issue of multicultural education arises when we are considering the aims, objectives and course design in TAFE. In the unit Curriculum II (TAFE) we look at assessment and evaluation and practice techniques for teachers evaluating in a multicultural setting. In the unit issues in TAFE we discuss the importance of the TAFE teacher in a multicultural setting as one issue."5

4.9 An Appraisal

This overview of provisions in multicultural education brought together a range of information about provisions offered by TAFE authorities in each State and Territory. While the time contraints under which the study was conducted inevitably limited both the comprehensiveness and the depth of the study this does not preclude a general assessment of the state of multicultural education in TAFE. The gaps in information which remain are in themselves suggestive.

The course provisions in multicultural education common to all States and Territories are vocational and further study ESL courses offered under the Advanced English Program, and courses targeted at unemployed migrant youth offered under the Participation and Equity Program. These Commonwealth-funded programs are joined in most States and Territories by courses in languages other than English, and interpreter/translator courses which are funded from State sources. There are also a range of ad hoc college-based outreach or access initiatives for migrants, and a small number of vocational courses for people from non-English speaking backgrounds and those working with NESB people.
The Advanced English Program has had a significant effect upon TAFE authorities which extends beyond the provision of additional places and the facilitation of access to TAFE by NESB people. The program has been instrumental in raising the awareness of teachers, student services staff, administrators and policy makers, of multicultural education issues as they impact upon systems. Similarly the Participation and Equity Program has raised the awareness of systems of the particular labour market training needs of unemployed migrant youth.

The success of the Advanced English Program lies in its determination to move beyond the provision of general purpose ESL only and in its recognition that broader, systemic change is necessary if the needs of migrants and of a culturally diverse society are to be met on an on-going basis without the need for special initiatives. The success of the Advanced English Program in effecting systemic change may be contrasted with the limited impact Adult Migrant Education Services have had in those States where they are part of TAFE authorities.

There are hopeful signs of change in the mainstream of TAFE provisions. These include:

- the provision of ESL support to NESB students enrolled in mainstream courses through team-teaching, one-to-one, and tutorial approaches;
- experimentation with bilingual teaching approaches to facilitate access to vocational skills training while English language skills are developed concurrently;
- the modification of English and communications subjects within certificate courses to accommodate ESL learners or the provision of ESL alternatives to these subjects;
- the accreditation of some Advanced English courses in some TAFE authorities;
- the inclusion of LOTE options in mainstream certificate courses and the development of language for specific purposes courses;
- the modification of mainstream courses through the addition of components on multicultural issues;

Apart from interpreter courses, initial steps have been taken to modify courses in a range of vocational fields: business and secretarial studies, human services particularly child care and welfare work, and tourism and hospitality courses appear to be particularly amenable to multicultural modification. These changes have been achieved on the basis of minimal staffing. In most States the multicultural education thrust is represented by a single Advanced English Program co-ordinator whose primary responsibilities are for program administration.

There are clear limits on the extent to which minor, Commonwealth-funded, programs whose objectives are essentially the provision of additional courses, mainly with an ESL orientation, can
be expected to achieve lasting systemic change. Notwithstanding the successes of the Advanced English Program its permanent effects are limited and fragile.

Most curriculum, staffing, and staff development sections of TAFE authorities had difficulties mobilising themselves to provide responses to the study's requests for information. While the timeline was tight it is likely and not unreasonable to conclude that this lack of a response corresponds to lack of relevant activity in these areas.

All TAFE authorities have mechanisms for the development and accreditation of their courses. Most authorities distinguish between centralised course development on system-wide course accreditation and the college-based development of one-off initiatives. Experience would tend to suggest that multicultural perspectives are more readily integrated into newly developed courses than into courses which are already extant.

No instances, apart from courses developed under the Advanced English Program, were encountered in this study where courses were withdrawn and redeveloped to integrate multicultural perspectives or components on the initiative of the mainstream curriculum section. Clearly this would require a recognition on the part of curriculum sections that this is a priority need and consequently to devote resources to the monitoring of the accreditation process and the systemic review of courses if TAFE authorities have sufficient commitment to multicultural education to implement such a policy.

It is self-evident that unless the staffing of TAFE authorities comes to reflect the current diversity of society at large in its teaching force student services, administration and management, they will require an increasing array of special measures and initiatives to enable their systems to respond to the ever, more pressing, educational and training needs of migrants and the needs of those who service them. Special measures will only be made redundant by institutionalising a self-generating dynamic, of which affirmative action policies aimed at changing the ethnic profile of TAFE staff are but one instance.

No TAFE authority was able to provide data on the ethnic composition of its staff, an essential, basic requirement for change. Notwithstanding the nomination of people from ethnic minorities as a target group for EEO policies in some States, implementors of EEO within TAFE authorities have generally given priority to other target groups. It is clear that very little progress has been made in this area.

The critical programs in initial TAFE teacher education are the Diploma of Teaching programs which newly appointed TAFE teachers with no other teaching qualifications are required to take. This applies mainly to teachers recruited from industry. Other, non-TAFE, teacher education programs are also avenues for the preparation of TAFE teachers and any improvement in the quality of these programs, in terms of multicultural issues, will ultimately effect the quality of TAFE teachers. Induction programs and on-going staff development are also important.
The study focussed upon TAFE teacher education programs only. It did not address the general issue of the adequacy of the current arrangements and the inevitable compromises involved in devising programs for the initial preparation of teachers who are already teaching in classrooms. Examinations of the programs indicated, at the very least, an acknowledgement by program co-ordinators of the importance of multicultural issues and an ability to argue within the multicultural education framework.

Given the difficulties involved in quantifying or assessing the multicultural content or relevance of courses, co-ordinators of programs were asked to nominate courses which they considered because of content, perspectives integral to the course or other reasons, to be relevant to multicultural education. Their responses indicated that there were a wide range of understandings of what might be considered of relevance to multicultural education.

Within Diploma of Teaching programs, any multicultural content in compulsory or core subjects is to be found integrated within general subjects such as language and communications subjects, sociology and psychology of education subjects, and issues and new initiatives in TAFE subjects. There are no core subjects devoted specifically to multicultural issues. Such subjects are however offered as electives, usually towards the end of the program. In content they appear to favour sociological perspectives on multiculturalism and ethnicity, imparting knowledge about special provisions and policies, and cultural awareness issues with limited attention to language issues.

These would appear to be agreement among program co-ordinators that more could be done. Mechanisms for the review, evaluation and modification of programs already exist as part of the reaccreditation procedures within the advanced education sector. Changes will depend in part upon the pressure applied by the TAFE authority in each State.

There are few opportunities to specialise in the teaching of adult ESL. There are no opportunities to specialise in the teaching of languages other than English to adults.
5. CONCLUSIONS AND RECOMMENDATIONS

5.1 Conclusions

In concluding its work the Task Force considered the future directions multicultural education should take in TAFE. Rather than make a series of detailed recommendations which could be rendered irrelevant by rapidly changing circumstances and aware of the nature of the Commonwealth/State partnership in the funding of TAFE, the Task Force was more concerned to establish a clear framework within which developments could take place. The Task Force is aware that needs in multicultural education vary between TAFE authorities and in its recommendations sought to ensure that sufficient flexibility was provided for adjustment to those needs. At the same time, it sought to clearly delineate a Commonwealth role in multicultural education in TAFE.

In its deliberations the Task Force was guided by two basic considerations. These were:

1. That it is the responsibility of TAFE as part of its brief of providing vocational training aimed at creating a better informed and qualified labour force to provide the best quality training possible to all students. Multicultural education, which enhances the capacity of TAFE authorities to respond to the needs both of all students and of employers operating within a culturally diverse society, is an integral component of quality vocational training.

2. That the principles of equity and social justice require TAFE to ensure that any disadvantages experienced by people from ethnic minority groups in gaining access to and participating in vocational training are redressed.

The objectives of the Task Force's recommendations are to assist TAFE authorities to reach a position where they will be able to respond to the needs of people from ethnic minority groups, with the provision of quality vocational training, through their mainstream structures. In the long term this will render obsolete the current, heavy reliance upon ad hoc, special initiatives aimed at the urgent needs of people from ethnic minority groups.

5.2 Recommendations

5.2.1 A National Initiative in Multicultural Education

Having carefully considered current provision in and responses to multicultural education by TAFE authorities the Task Force proposes the introduction, under Commonwealth leadership and after full consultation with the States, of a national initiative in multicultural education in TAFE. This initiative is directed towards assisting TAFE authorities modify their mainstream structures and provision so that they are in a better position to respond to the needs of people from ethnic minority groups. Accordingly it is recommended that:
(1) the Commonwealth Tertiary Education Commission fund a Multicultural Initiatives Program in TAFE for an initial three year period at a level of $5m per annum for the development and implementation of mainstream initiatives in multicultural education.

Mechanisms should be developed and consultations initiated with the States so that this Program will be in place at the commencement of the next triennium.

The Task Force does not propose an open-ended commitment by the Commonwealth. It therefore recommends that:

(2) the Office of Multicultural Affairs be responsible for directing the evaluation of the Multicultural Initiatives Program in its third year of operation and provide advice about its further development.

The evaluation should identify which, if any, aspects require further funding and whether elements should be accepted as part of on-going Commonwealth responsibilities.

This initiative is based on a Commonwealth role of promoting effort across TAFE systems and not remaining within a narrow understanding of multicultural education as special course provision. States have acknowledged difficulties in reconciling competing interests and in picking up Commonwealth stimulated initiatives. This proposal provides a national strategy to develop principles, guidelines and priorities for the integration of Commonwealth initiatives in multicultural education into on-going State-based programs. This is in itself innovative and will need structural support to be effective. Therefore a two-tiered implementation strategy in which responsibility is shared with the States is proposed. This strategy addresses co-ordination needs and comprises:

(a) National Standing Committee located within the Commonwealth Tertiary Education Commission Secretariat with the functions of:

- developing program goals;
- developing accountability mechanisms for these goals;
- developing guidelines and processes for projects of national significance;
- monitoring and assessing program activity and providing regular reports to the TAFE Advisory Council;
- disseminating information;
- liaising with relevant Commonwealth agencies;
- monitoring the integration of the AMEP within TAFE; and
- setting future goals and directions as appropriate;
(b) State Reference Committees working within terms of reference set by the National Standing Committee, and reporting to their own State TAFE authorities to further develop monitor, co-ordinate, and implement projects funded under the Program, according to State needs.

This national initiative is based on a set of assumptions that multicultural education in TAFE encompasses:

- language education, English for Speakers of Other Languages and Languages Other than English, including bilingual strategies;
- teaching and learning strategies which recognises the different skills and knowledge students possess, and the diversity of the workplace and the society in which TAFE operates;
- community relations and intercultural communications education;
- the establishment and maintenance of appropriate support services for people from ethnic minority groups;
- affirmative staffing policies and action;
- multicultural perspectives in the curriculum. The development of a TAFE curriculum that is inclusive, that allows disadvantaged students to participate fully, requires different approaches to the curriculum;
- staff development. While multicultural education specialists require professional development to extend teachers' skills as areas change, major effort should also to be directed to all staff at all levels. There is a need for practical skills (for example communicating with ESL learners in the classroom) as well as skills in recognising and combating prejudice and discrimination.
- involvement of staff in a range of community consultation/participation processes.

The Task Force considers that particular encouragement should be given, under the Program, to projects which involve cross-sectoral initiatives and articulation to address the labour market disadvantages of people from ethnic minority groups such as:

- a model projects involving TAFE and DEIR directed towards young people from ethnic minority groups still at school;
- projects which draw upon bilingual LOTE education in schools and articulate into post-secondary vocational training;
the accreditation of AMES courses in TAFE; and

initiatives between all post-secondary institutions and DEIR directed towards the underemployment of skilled workers.

While the primary objective of the Multicultural Initiatives Program is to achieve change within the TAFE mainstream, the Task Force is conscious of the extensive needs which exist and which will continue to exist in the provision of courses for adult migrants. The Task Force consequently endorses Recommendation 5, of the Review of TAFE Funding for a recurrent program to provide English language courses for adult migrants, and Recommendation 6, for a New Start Education Program.

5.2.2 The Adult Migrant Education Program

The Task Force has considered the arguments put forward by the Department of Immigration and Ethnic Affairs and the Commonwealth Tertiary Education Commission recent reviews about change to administrative responsibility for the Adult Migrant Education Program as well as the views of recent committees of review. In keeping within the recommendation of the Review of Migrant and Multicultural Programs and Services, the Task Force views the institutionalisation of adult ESL in separate structures as an impediment to the effectiveness of ESL programs and the progression of learners to subsequent mainstream educational opportunities. The Task Force therefore recommends that:

(3) responsibility for the Adult Migrant Education Program be transferred from the Department of Immigration and Ethnic Affairs to the Education Portfolio with funding provided through the Commonwealth Tertiary Education Commission.

The Commonwealth should encourage the States to integrate the provision of ESL in their networks of TAFE colleges rather than continue to rely upon separate AMES structures. Small, central units to co-ordinate the provision of ESL within the TAFE authority may be required.

5.2.3 Data Needs

The Task Force notes that the Office of Multicultural Affairs is likely to play a significant role in the co-ordination and standardisation of ethnicity data collections at the Commonwealth level. This has been recommended by the Committee of Review of Migrant and Multicultural Programs and Services, moreover, the Commonwealth/State/Territories Working Party on Ethnicity Data Collections is considering recommendations to the effect that the Office develop guidelines for the implementation of such collections.
This report has documented the lack of data on the participating and educational achievement of students from ethnic minority groups in TAFE. This lack has been apparent for a considerable period.

The Commonwealth has funded initiatives aimed at improving the access and participation of people from ethnic minority groups to TAFE. The success of these initiatives in improving a baseline position cannot be demonstrated without the routine collection of data on students from ethnic minority groups throughout TAFE provisions. TAFE authorities themselves, as they come to implement their equal opportunity and multicultural education policies, will experience a need for such data.

Notwithstanding the long-standing existence of a committee representing considerable statistical expertise, significant progress in this area has yet to be achieved. It is therefore recommended that:

(4) the Office of Multicultural Affairs, in consultation with the Commonwealth Tertiary Education Commission and State TAFE authorities, assist CTEC in defining the Commonwealth's needs for data on TAFE students from ethnic minority groups and support CTEC in its negotiations with the States for such data.

5.2.4 Anomalies in Living Allowances

Notwithstanding the recent termination and reductions in expenditure on a range of programs in multicultural education, the Department of Education was able to maintain the special living allowance for students in full-time Commonwealth-funded, Advanced English courses. This was a significant achievement. The Department has thereby recognised the particular economic disadvantages of migrants and the need for a living allowance which parallels the Unemployment Benefit and the living allowance provided under the AMEP in order to encourage these students to choose the course most appropriate to their needs.

It is recognised that, in due course, AUSTUDY will be paid at the level of the special allowance. However, until this occurs, students will be financially disadvantaged if the States organise additional State-funded full-time Advanced English courses. This is precluding the States from supporting what are often considered to be more appropriate course structures in terms of educational outcomes.

In line with the promotion of culturally inclusive curricula, increasing numbers of people from the ethnic minority groups will be enrolling in other, non-targeted, full-time courses. Particular attention needs to be given to the progression rules (in terms of previous education) for AUSTUDY for people with overseas education and qualifications needing re-entry and bridging courses to equip them to enter work or further study in Australia. Their needs should not be simply equated with
the experience of people who have received local education to a certain standard and may be seeking to re-qualify in a different area or to qualify again. Accordingly it is recommended that:

(5) (i) the Department of Education extend the special living allowance currently provided for full-time Commonwealth-funded Advanced English courses to full-time State-funded Advanced English courses;

(ii) special guidelines be developed for applicants for AUSTUDY who have overseas educational qualifications and who need to undertake bridging or refresher studies in order to obtain employment in Australia; and/or whose overseas educational qualifications have not been fully recognised or do not lead to employment in Australia and wish to undertake new fields of study at comparable levels to those they had previously completed.

5.2.5 Publication

The Task Force is aware that a number of reports which impact upon multicultural education provisions in TAFE are currently under the consideration of the Commonwealth Government. In particular it notes that the Committee of Review of TAFE Funding has made recommendations relating to provisions for adult migrants in TAFE. The Task Force notes that the Committee of Review did not have access to the expertise in multicultural education available to this Task Force and consequently failed to consider the needs of adult migrants within the broader context of multicultural education.

In view of the limited information available about multicultural education in TAFE and in the belief that this report will contribute to a broader understanding of multicultural education in TAFE it is recommended that:

(6) through NACME's request, the Minister for Education will ensure that, the report of the Task Force on Multicultural Education in TAFE be made directly available to the Commonwealth Tertiary Education Commission to assist it in evaluating its response to the Review of TAFE Funding, and, further that the report be made publicly available.
3. COMMONWEALTH PERSPECTIVES


3. CTEC, Review of TAFE Funding, p.111, p.188, p.113.

4. Ibid., p.154.


7. This discussion draws upon Kirby Report, p.81-3 and Fry Report, I, p.166-83.

8. AIMA, op. cit., p.78-81, p.89-90.


11. Ibid, p.82.
22. For NSW see NSW TAFE Newsletter, Multiculturalism in TAFE (NSW TAFE Ethnic Affairs Policy Statement), Special Edition, 4 November 1985; and Fox, Diversity in TAFE: A Study of Students of Non-English Speaking Backgrounds and Aboriginal Students in 1985. Information about Victoria was provided by Margot Tucker, Acting Executive Officer, Equal Opportunity Branch, Office of the TAFE Board, Victoria, letter of 21 November 1986.
23. This draws upon AIMA, Reducing the Risk, p.52-6, p.144-5; Department of Education and Youth Affairs, Immigrant and Refugee Youth in Transition...; Campbell, Review of the Commonwealth ESL Program, p.105; AIMA, Report of... Officers on Migrant Unemployment, p.17-18; Kirby Report, p.96-7; Fry Report, p.1, p.105-20; AIMA, Ageing in a Multicultural Society, p.50-1; Department of Immigration and Ethnic Affairs, Immigrant Women's Issues, 10-12.
28 CTEC, Review of TAFE Funding, p.47.


31 Kirby Report, p.97; AIMA, Reducing the Risk, p.190.

32 Towards Active Voice, p.77.


35 Kirby Report, p.96-7; AIMA, Report of... Officers on Migrant Unemployment, 5.

4. STATES AND TERRITORIES: PERSPECTIVES AND PROVISIONS

4.1 New South Wales

1. This section draws upon the following sources: NSW Department of TAFE, Submission to the Review of Migrant and Multicultural Programs and Services, 1986; Multicultural Education Unit, English for Specific Purposes Program: Report for 1985 (draft); Fox, English for Specific Purposes Program: Report of the 1984 Survey of Students (unpublished draft) January 1986; the 1986 TAFE Handbook; the Responses of Paul Baker, Labour Market Programs Unit, 3 November 1986; Mary Lane, Division of Languages, 6 November 1986; Outreach Annual Report for 1985, February 1986. Information on bilingual courses is derived from Marianne Wagner, Bilingual Education in TAFE, November 1985. Student numbers other than those for PEP and Outreach courses were obtained from the Department's student statistical collection.


3. Ibid., p.18.

4. Information provided by Martin Haberman, Principal Counsellor, TAFE Counselling Unit.

5. Information provided by Jack Blair, TAFE Information Centre.

6. Data provided by the Statistical Co-ordination Division.


8. This section draws upon the Submission from the NSW Higher Education Board, 21 October 1986; ITATE Handbook 1986; Response from LR Killen, School of Teacher Education, Newcastle College of Advanced Education, 31 October 1986; and Newcastle CAE Calendar 1986.


4.2 Victoria

1. See Jim Garton, Survey of Students Enrolled in ESL Language Programs, TAFE Victoria, Appendix C.

2. Response from Geoff Skinner, PEP TAFE Victoria, 10 November 1986.


63


7. Ibid.

8. Ibid.

4.3 Queensland

1. Information on course provision is contained in the Submission from the Division of TAFE, Queensland Department of Education, 24 October 1986. Additional information on PEP courses was provided in the Response of Tony Brady, TAFE Operations Branch, 4 November 1986.

2. Information provided by Norm Jagger, TAFE Curriculum Branch, 7 November 1986.


4. Ibid.


7. Ibid.

4.4 South Australia


3. Pars 3 to 5, see Education for a Cultural Democracy, Report to the Minister of Education, June 1984, pp.221-2, 237.

4. Advice from Mr Chris Smith, Program Manager, Staff Development Centre, Department of TAFE.

4.5 Western Australia


5. Ibid.

4.6 Tasmania


2. Ibid.

3. Ibid.

4. Response from Kim Boyer, Personnel Division of TAFE, Education Department, 11 November 1986.

5. Ibid.


4.7 The Northern Territory


2. Pars. 2 to 7, telephone interview with Bill Eggington, Head, Division of Language Studies, Darwin Institute of Technology, 23 October 1986.

4.8 Australian Capital Territory

1. Telephone interview with Sandra Wood, ESP Department, Woden College of TAFE, 28 October 1986.

2. Response from J.P.Newton-Howieson, Head, ESL Department, and Pam MacDonnell, Head, School of Languages and Humanities, Canberra College of TAFE, 6 November 1986.

3. Response from P.J.Ibbotson, Principal, Bruce College of TAFE, 7 November 1986.


5. Ibid.
In considering its task and mindful of the severe constraints imposed upon it by the limited time available the Task Force adopted a strategy which combined submissions from interested organisations with research on a number of key areas of concern. This approach was designed to yield: the views of organisations with an interest in multicultural education in TAFE, and a Commonwealth perspective on multicultural education by TAFE authorities.

After the establishment of the Task Force NACME wrote to TAFE authorities, ethnic affairs authorities, relevant Commonwealth Government Departments and major ethnic community organisations inviting submissions to the Task Force on matters raised in its terms of reference. As submissions were received they were circulated to all Task Force members; they were also utilised as a significant source of information about current provision in multicultural education. A list of the organisations which provided submissions to the Task Force is at Appendix 2.

The Task Force also commissioned two research papers which were drawn upon for the bulk of this report. The first paper consisted of a review of Commonwealth Government reports relevant to multicultural education in TAFE with a view to defining a Commonwealth perspective on a number of critical issues. These issues were: the role and functions TAFE should play in multicultural education, issues relating to access to TAFE and barriers to such access, and the identification of gaps in the existing range of provisions. Some fourteen reports were examined, the earliest being the 1980 Review of Multicultural and Migrant Education by AIMA and the latest, the Review of the Adult Migrant Education Program, Towards Active Voice. The Review of Migrant and Multicultural Programs and Services, Don't Settle for Less, initiated by the Department of Immigration and Ethnic Affairs, and the CTEC Review of TAFE Funding. The latter became available through 1986.

The second research paper examined current provisions in multicultural education in TAFE and provides the basis for the State by State overview. The Task Force was conscious that not all issues could be addressed in the short time available. It focussed upon those issues which in its judgement were the most critical. These were: course provisions for people from ethnic minority groups, the TAFE curriculum, staffing, staff development, and TAFE teacher education.

The issues which were addressed in each of these areas were:

- **Course provision**: a description of the existing range of provisions was sought including some quantitative information to facilitate comparisons between authorities and assessments of effort involved.
Curriculum: a description of the existing mechanisms for the review and accreditation of courses and the extent to which these mechanisms were used for the integration of multicultural perspectives into mainstream courses. Information was also sought about the curriculum support available to special provisions and any provisions for the articulation of special and mainstream courses.

Staffing: information was sought about the composition of TAFE staff - teachers, head office and college based support staff - and of their sensitivity to multicultural issues which could provide a basis for assessing the responsiveness of TAFE systems to cultural diversity in their staffing policies.

Staff development: information was sought about activities designed to develop skills in intercultural communication in teaching and student services staff.

Teacher training: institutions were asked to nominate courses within their TAFE teacher training programs which they considered to be multicultural and to explain the basis for this assessment.

With the assistance of CTEC, relevant personnel within TAFE authorities in all States and Territories were identified. Standard letters were sent in early to mid October to personnel in each of the areas of provision requesting the information specified above. This allowed most individuals between three and four weeks in which to respond. Appendix 3 lists those individuals and organisations who provided information for this review.
The following individuals and organisations responded to NACOME's request inviting submissions:

New South Wales

NSW Department of TAFE, 11 November 1986, enclosing a copy of its Submission to the Review of Migrant and Multicultural Services Programs, 1986.


Victoria

The Hon. Peter Spyker, MP, Minister for Ethnic Affairs, Victoria, 7 October 1986.

Technical and Further Education Board, Victoria, 7 November 1986.


Queensland

Division of TAFE, Queensland Department of Education, 24 October 1986.


South Australia


Tasmania

The Hon. Peter Rae, MP, Minister for Education, Tasmania, 27 October 1986.

Division of Technical and Further Education, Education Department of Tasmania, 7 October 1986.
Northern Territory

NT Advanced Education Council, 1 October 1986.

Australian Capital Territory

Department of Employment and Industrial Relations, 25 September 1986.
APPENDIX 3: RESPONSES FROM TAFE AUTHORITIES AND TAFE TEACHER EDUCATION INSTITUTIONS TO REQUEST FOR INFORMATION.

New South Wales

Letter from Mr Paul Baker, Head, Labour Market Programs Unit, Department of TAFE, 3 November 1986 (PEP).

Outreach, Department of TAFE, provided a copy of its Annual Report for 1985.

Letter from Ms Mary Lane, Head, Division of Languages, School of General Studies, Department of TAFE, 6 November 1986.

Letter from Mr Peter Einspinner, Head, Department of Social Studies, School of Business & Administrative Studies, Department of TAFE, 6 November 1986.

Letter from Mr L R Killen, Acting Assistant Head, School of Teacher Education, Newcastle College of Advanced Education, 31 October 1986.

Victoria

Letter from Mr Geoff Skinner, Field Officer, PEP TAFE Victoria, TAFE Board Victoria, 10 November 1986.

Letters from Ms Margot Tucker, Acting Executive Officer, Equal Opportunity Branch, TAFE Board Victoria, 18 and 21 November 1986 (provision other than ESL or PEP).

Letter from Mr Peter Skilbeck, Manager, Division for TAFE, Hawthorn Institute of Education, 11 November 1986.

Queensland

Letter from Mr Tony Brady, TAFE Operations Branch, 4 November 1986 (PEP).

Letter from Mr V J Caulfield, Supervisor, TAFE Operations Branch, 30 October 1986 (Advanced English).

Telephone interview with Mr Norm Jagger, TAFE Curriculum Branch, 7 November 1986.

Letter from Mr G M Young, Principal Education Officer, TAFE Staffing & Services Branch, 7 November 1986.

Letter from Mr John Wellings, Co-ordinator, TAFE Studies, Brisbane College of Advanced Education (Mt Gravatt), 7 November 1986.
South Australia


Western Australia

Letter from Mr R.G.Cain, Acting Co-ordinator, Youth Policy & Programs, Technical Education Division, Education Department of WA (PEP), 4 November 1986.


Letter from Mr Bob Innes, Senior Education Officer, Curriculum, Research & Development, Technical Education Division, Education Department of WA, 12 November 1986.

Tasmania

Letter from Mr Chris Street, Migrant Access Co-ordinator & Mr J E Dineley, Principal, Hobart Technical College, 28 October 1986.

Letter from Ms Kim Boyer, Personnel, Division of Technical & Further Education, Education Department, 11 November 1986.

Letter from Mr John Gilbody, Academic Co-ordinator, TAFE Teacher Education, Division of Education, Tasmanian State Institute of Technology, 10 November 1986.

Northern Territory

Letter from Mr Colin Hayward, Faculty of Education, Darwin Institute of Technology (Advanced English), 20 October 1986.

Telephone interview with Mr Bill Egginton, Head, Division of Language Studies, Darwin Institute of Technology, 23 October 1986.

Australian Capital Territory

Telephone interview with Ms Sandra Wood, Head, ESP Department, Woden College of TAFE, 28 October 1986.

Letter from Ms J P Newton-Howieson, Head, ESL Department, and Ms Pam MacDonnell, Head, School of Languages and Humanities, Canberra College of TAFE, 6 November 1986.
Letter from Mr P.J. Ibbotson, Principal, Bruce College of TAFE, 7 November 1986.

Letters from Dr Ron Traill, Head, School of Education, and Dr Neil Russell, Head, Department of Adult Learning and Teaching, Canberra College of Advanced Education, 30 October 1986.
REFERENCES

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Australian Institute of Multicultural Affairs, Review of Multicultural and Migrant Education. AIMA, Melbourne, 1980.


Committee of Inquiry into Labour Market Programs, Report of the Committee of Inquiry into Labour Market Programs (the Kirby Report) AGPS, Canberra, 1985.


74
Committee of Review of Migrant and Multicultural Programs and Services, Don’t Settle for Less. AGPS, Canberra, 1986

Committee of Review of the Adult Migrant Education Program, Towards Active Voice. AGPS, Canberra, 1986

Commonwealth Tertiary Education Commission, Review of TAFE Funding, AGPS, Canberra, 1986


Department of Immigration and Ethnic Affairs, Immigrant Women’s Issues. AGPS, Canberra, 1986


Fox, H., Diversity in TAFE. A Study of Students of Non-English Speaking Backgrounds and Aboriginal Students in 1985. NSW Department of TAFE, Sydney, February 1986


Garton, Jim, Survey of Students Enrolled in English as a Second Language Programs, TAFE Victoria. Office of the TAFE Board, Melbourne, May 1985


NSW Department of TAFE, Submission to the Review of the Adult Migrant Education Program, Department of TAFE, Sydney, 1985


Quality of Education Review Committee, Quality of Education in Australia. AGPS, Canberra, 1985


Senate Standing Committee on Education and the Arts, Report on a National Language Policy. AGPS, Canberra, 1984

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