Kangan: 20 years on

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A commemoration:
TAFE 1974-1994

Foreword by
The Right Hon P J Keating

NCVER
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NCVER
NATIONAL CENTRE FOR VOCATIONAL EDUCATION RESEARCH LTD
The Commemoration sponsors were: the Department of Employment, Education and Training (DEET), the Australian National Training Authority (ANTA), The National TAFE Chief Executives Committee (NTCC), the National Centre for Vocational Education Research (NCVER), and the Canberra Institute of Technology (CIT). The Canberra Institute of Technology organised the Commemoration as host institution.
The Kangan Report was a defining moment in Australian educational history. In one dramatic movement it pulled vocational education and training into the present, and formed what we know today as our Technical and Further Education system. It is appropriate that this volume, drawn from the recent National Commemoration of the Kangan Report, recalls the achievement of the Kangan Report and looks at what its legacy means for the future.

It will become increasingly difficult for TAFE students in the 1990s and beyond to imagine how bad things often were before Kangan. The ramshackle accommodation, the lack of such basic facilities as libraries, the chronic lack of funding for "extras" such as teacher training, student counselling and curriculum development, and the absence of any form of national co-ordination all resulted from and contributed to the low status of the "techs".

The achievement of the Kangan Report was to present the Commonwealth Government with a series of principles and strategies to transform the system. Myer Kangan saw vocational education and training as an integral part of the education system, with a responsibility for the development of individual capacities similar to that of schools and universities. The subsequent injection of Commonwealth funding for new buildings, staff development, libraries, curriculum development and research, enabled TAFE, if not to realise the Kangan vision, then at least to strive for it and to take its place as a major element of the tertiary education sector.

The point of looking back on these achievements is not only to celebrate them but, as a number of these essays do, to look forward to what they mean for the future. It is here I think that the work of Myer Kangan remains a source of continuing inspiration.

The Report's insistence on the national identity of vocational education and training is as relevant today as it was twenty years ago. The creation of the Australian National Training Authority (ANTA), with its role of planning and co-ordinating the growth of vocational education and training, is a major step towards achieving a truly national system. Similarly the expansion of the training system, which is currently receiving an injection of more than one billion dollars growth funding over four years, affirms Myer Kangan's faith in the future of TAFE.
In some respects we are still trying to catch up with Myer Kangan. The Report's emphasis on lifelong learning, for example, has remained largely an aspiration rather than a reality because of a combination of geographical, financial and cultural limitations on our capacity to continue learning throughout our working lives. Now we are beginning to glimpse how the new information technologies will enable us to continue to learn both at home and in the workplace. The challenge will be to link these open learning technologies with the existing TAFE infrastructure, partly through a qualifications framework which recognises prior learning, so as to allow working men and women to get access to the knowledge and skills they want and need.

In other respects we are moving beyond the Kangan Report. The Report was, of course, a product of its times. It was written in the context of a relatively stable manufacturing sector, sheltered behind a series of tariff walls and other sectoral support measures. In that climate it could be assumed that colleges of TAFE would know what industry wanted, and that TAFE and industry could more or less independently get on with their respective jobs.

All that has changed. Australian industry is now exposed to international competition, and is responding by continuously transforming itself in line with world best practice. In this environment of constant change educational institutions can no longer assume that they will automatically know what skills industry requires. The new challenge we face in the 1990s is to ensure that we establish the framework for an ongoing dialogue between industry and education which can only benefit both.

Finally, the continuing legacy of the Kangan Report is about more than the relevance of its specific themes. Its real value to the future is as a testament to what can be achieved when vision and commitment are brought to bear in improving the lives of ordinary Australians - the many Australians whose skills and resourcefulness are this nation's greatest asset. Ultimately it is for these qualities that we will remember and celebrate the Kangan Report.

P J KEATING
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Introduction
Peter Kearns, William Hall

The Kangan Committee report *TAFE in Australia* was a milestone of great and enduring significance in the development of technical and further education in Australia. The acronym 'TAFE' was first used by the committee. The report ushered in the modern era of TAFE in Australia and stands as a watershed between the formative period of this sector and its contemporary role.

The report of the committee gave TAFE a defined mission and sense of purpose that served to engender commitment by people in TAFE to this mission. In defining TAFE as an alternative—neither inferior nor superior—to the other sectors of education, the committee delineated the general role of this sector.

In the light of the enduring significance of the Kangan Committee report, a national commemoration of the 20th anniversary of the report was held in Canberra on 25 July 1994. The papers in this monograph are those presented at this commemoration.

The Kangan Committee report

The Kangan Committee was established by the Whitlam Government in 1973 to provide information and advice to the Minister for Education, the Hon Kim E Beazley, on matters relating to the development of technical and further education in Australia, including the provision of financial assistance to the States for these institutions. The mandate of the committee included the identification of needs and priorities.

The committee was chaired by Myer Kangan, who was deputy secretary of the Australian Department of Labour. It included in its membership a balanced representation from State education systems, industry and unions. The committee reported in April 1974 to the Minister for
Education. The origins of the committee, the character and themes of its report, the impact of the report, and its enduring legacy are taken up in the papers included in this monograph.

The committee produced a second report in May 1975. By now the committee was chaired by Associate Professor Edward Richardson. In that report, two of the first report's most important guiding principles were reiterated. The first was:

\[
\text{that priority in TAFE should be given to the development of the individual rather than in directly matching the manpower requirements.}
\]

The second concerns access:

\[
\text{that is, that opportunities for recurrent education should be available to people throughout life and through a broad approach to technical and further education where an environment is created in which self-motivated individuals can reach their vocational goals and in which motivation may be generated in people who have lost it.}^1
\]

The Commemoration

The national commemoration of the 20th anniversary of the Kangan Committee report was sponsored by the Department of Employment, Education and Training (DEET), the Australian National Training Authority (ANTA), the National TAFE Chief Executives Committee (NTCC), the National Centre for Vocational Education Research (NCVER) and the Canberra Institute of Technology (CIT). The Canberra Institute of Technology organised the commemoration as host institution.

The commemoration comprised three parts:

- a symposium based on six commissioned papers which examined broad issues relating to the origins, impact and legacy of the Kangan Committee report, and future directions for TAFE in Australia;
workshops which focussed on specific aspects of the Kangan Committee report such as buildings and research;
• a dinner at which the inaugural Myer Kangan Commemorative Address was delivered by the Commonwealth Minister for Schools, Vocational Education and Training, the Hon. Ross Free, MP.

The symposium was opened by Mr Bill Wood, Minister for Education and Training in the ACT Government.

This monograph includes the papers presented at each of these components of the commemoration, including the Myer Kangan Commemorative Address. It also includes a biographical note on the life and career of Myer Kangan.

The six commissioned papers were grouped into three themes:

• the Kangan report
• the Kangan legacy
• future directions

The symposium papers have been grouped in this monograph on this basis.

Symposium themes

The papers and discussions of the symposium confirmed the importance of the Kangan Committee report as a watershed in the development of technical and further education in Australia. The report emphasised the needs of the individual, and made practical recommendations on how vocational education could be improved. It was quickly regarded as a report which was intended to build up the TAFE sector, to encourage its teachers and change technical education forever.

Gregor Ramsey suggested that there have been three phases in the development of technical and further education in Australia:
phase 1: from the origins up to Kangan (this phase is described in the paper by Des Fooks)

phase 2: the Kangan era

phase 3: the era that TAFE systems are now entering.

He further suggested that a difficulty with the national training reform agenda is that it proposes second phase solutions to meet third phase issues. Because of that, it is experiencing considerable problems.

A particular focus of discussion, both in the papers and during the symposium, was the relationship of current objectives and policies to the concepts and aspirations of the Kangan Committee report. Arguments were put for both continuity and discontinuity. However, about the major impact of the Kangan Committee report there was no argument.

Neil Johnston suggested that there were enduring themes from the Kangan Committee report which are still relevant. These themes include:

- the importance of vocational education and training to the national economy to enterprises and to the individual;
- the need for a broad concept of and vision for technical and further education;
- the need for a balanced perspective on the roles of the sectors of education and training;
- the need to adopt a life-long perspective through a concept of recurrent education.

Other themes in the Kangan report, such as the argument for flexibility and for the convergence and interaction of general and technical education, have a contemporary ring to them, and enduring relevance. Indeed, much in the report would not be out of place in current reports—reports published after 20 years.

Kaye Schofield saw developments since the national training reform agenda as making TAFE the site of a titanic struggle between two competing world views: those of the Kangan Committee report on the one hand and those of the national training reform agenda on the
other. Her paper explores a number of the continuities and discontinuities between the era of the Kangan Committee report and the present situation. She is not pleading for a return to the 'good old days'. What she is clearly pointing out is that the training reform paradigm is quite different from the Kangan report paradigm and she questions whether there is any possibility of middle ground. This point of view generated considerable discussion.

There are grounds for taking the view that we are now at a further watershed in the development of technical and further education in Australia and in need of third phase solutions for third phase problems. This perspective was adopted by the Minister for Schools, Vocational Education and Training, the Hon. Ross Free in the Myer Kangan Commemorative Address and was stated in the following terms:

It is my contention that we are now at another watershed which will require us to build on what we have achieved since Kangan and through the training reform agenda.

The Kangan Committee report represented a synthesis of ideas about education and society that were current in Australia and other OECD countries in the early 1970s. The international source of some of these key ideas and concepts of the report, such as recurrent education, is acknowledged by the committee. The influence of the UNESCO Learning to be report is also acknowledged by the committee as an intellectual debt that contributed significantly to shaping the philosophy of the report.

The Kangan Committee reported at the end of a golden era of educational growth, both in Australia and overseas. The report reflects the aspirations and optimism of that era. Its central issues were the issues of that era such as access and equity, and the life-long development of the individual.

There is a bitter irony in the dramatic change in the economic context of TAFE in Australia following the conclusion of the Kangan inquiry. An era of recession and financial constraint brought on by the first oil crisis brought to the fore, both in Australia and overseas, a
new set of issues relating to education and the economy; what has been termed 'an elusive relationship'\(^2\). The national training reform agenda and the recent white paper *Working Nation* illustrate recent attempts to address this elusive relationship.

Despite the irony of the shift in the economic context of TAFE in Australia, there is also gain in the enduring optimism and aspirations of the Kangan era. More than anything, it is the aspirations and concepts of the Kangan Committee report that matter in the long term.

Perhaps the most central conclusion emerging from the symposium is that the need now exists to develop a new synthesis, appropriate to the third phase of TAFE in Australia, that builds on the Kangan vision and re-interprets it in a radically changed socio-economic context. 'Building on Kangan', in the words of Minister Free, is the challenge arising from the National Commemoration of the Kangan Committee report. As Mr Free pointed out: no longer should we refer to the training reform 'agenda' but rather to the training reform 'implementation'.

There are suggestions in the symposium papers on aspects that might be incorporated in the new synthesis. Meeting the needs of the individual will continue to be central, but the humanism of the Kangan Committee report is likely to develop further into a 'new humanism' appropriate to the needs of Australian society in a post-industrial society.

A central theme of the Kangan Committee report is that education is about learning. This theme has enduring significance but will need to be re-interpreted in response to the new socio-economic paradigm which has driven the national training reform agenda and which is reflected in *Working Nation*.

We have become increasingly aware in recent years that it is necessary to encourage and facilitate learning in a wider variety of contexts and forms than was the case when the Kangan Committee reported, although the committee did recognise the need for a broader perspective of what constituted educational delivery. The new synthesis will therefore have regard to the
workplace as a learning environment, as well as to group
and team learning and how we achieve learning
organisations that have the capacity for on-going
responsiveness to changing conditions. The information
'super highway' will bring about massive changes to
where and how people train.

Working towards the goal of a learning society is
perhaps the core challenge that TAFE needs to address in
the emerging third phase of its development. The
Kangan Committee recognised the need for integrating
mechanisms in developing the vision of its report and
proposed the concept of recurrent education as a key
integrating mechanism.

There is an urgent need for similar integrating
mechanisms in developing the foundation synthesis of
the third phase of TAFE development. Emerging
concepts of life-long learning that integrate education,
training, and the workplace, as well as the home are
likely to have a key place in such a synthesis.

Whereas notions of recurrent education at the time of the
Kangan Committee report were largely driven by equity
considerations and technological change, contemporary
concepts of life-long learning need to integrate the
economic rationale that underpins this aspiration with
the humanism of the Kangan Committee report.

A number of papers in the symposium and workshops
refer to emerging partnership arrangements that bring
together the stakeholders with an interest in vocational
education and training. This partnership trend, which is
reflected in the rising significance of flexible delivery
arrangements, is likely to provide one of the foundations
of the third phase of TAFE in Australia.

How this trend can be furthered, including the question
of how to address the question of facilitating life-long
learning in the small business sector, is a particular
challenge for both TAFE systems and industry if life-long
learning in industry is to become a reality. There are
grounds for taking the view that the evolution of
learning consortia, which bring together the key
stakeholders, in partnership arrangements will be one of
the critical integrating mechanisms of the new era.
A further central attribute of the third phase is likely to be a much more comprehensive internationalisation of vocational education and training, a theme brought out in Neil Johnston's paper. While there has been some progress in recent years, Australia's TAFE systems still have some distance to travel in responding to the challenge of the internationalisation of Australia's economy and the growing significance of economic and social relations with the Asia/Pacific region.

Building on Kangan to achieve a third phase of TAFE development, that matches third phase solutions to third phase issues, is the key issue arising from the National Commemoration of the Kangan Committee report. The papers in this monograph provide a range of perspectives on the issues that need to be considered and should contribute much to continuing dialogue.

Notes

1 Australian Committee on Technical and Further Education, *TAFE in Australia: Second report on needs in technical and further education*, Canberra, AGPS, p.xviii.

2 George S Papadopoulos, *Education 1960-1990: The OECD perspective*, OECD, Paris, 1994. It is of interest that Dr Papadopoulos identifies two epochs in the development of education in OECD countries over the period 1960–1990 with the years of the Kangan report 1973–1975, as the great divide. His views on educational cycles and the recurrence of certain fundamental themes and problems provide an international perspective on the themes explored in the Symposium papers.

3 In this regard, it should be remembered that industrial training was excluded from the Kangan Committee's terms of reference. In the report's introduction is the statement: 'We found ourselves handicapped in some respects by the specific direction to exclude training with industry'.

8 NCVER
Part 1

The occasion
Myer Kangan OBE, AO (1917-1991)
1 Myer Kangan, OBE, AO
Gillian Goozee

Myer Kangan was born in Brisbane on 12 July 1917, the eldest of five children. He was actually given Meyer as a first name, but a mistake was made on his birth certificate and with the exception of his family and close friends, was known as Myer all his adult life. He was educated at Brisbane State High School and completed teacher training at Queensland Teachers' Training College in 1933. Between 1934 and 1940 he was a primary school teacher with the Queensland Department of Education. The first two or three years were spent teaching in outback Queensland before being posted back to Brisbane. During this period he studied part-time at Queensland University, completing his Bachelor of Arts and Bachelor of Commerce degrees.

Although Myer Kangan tried to enlist in the armed services during the second world war, he was found to be unfit for service. He entered the Department of Labour and National Service in 1943 in Brisbane and was sent to Melbourne to do the department’s six month factory welfare course. On completion, he was posted back to Queensland where he worked in the Industrial Welfare Division. His role was to study and report on personnel policies and practices in Australian industry. At that time the concept of industrial welfare as a means of increasing productivity those concerned with the defence production and post-war reconstruction.

He and a lifelong friend, J. Harold Kaye, OBE, AO were assigned to look into factories engaged in production essential to the war effort. They were sent to look into the general hygiene, amenities and staff welfare of food industry factories as three million tins of bully beef had been found to be sub-standard. In order to find out first hand the state of working conditions and efficiency, Myer spent some weeks working as an operative in a number of abattoirs and meet processing plants. The study found appalling conditions and a damning report on the meat industry in Queensland was produced. On the completion of the Queensland study, Harold Kaye...
was then sent to Sydney to look at the Vesteys factory at Footscray. The work of these welfare inspectors resulted in much more emphasis, post-war, on hygiene and working conditions. While in Brisbane, Myer Kangan and Harold Kaye worked with Professor Ringrose from the University of Queensland to establish the Council of Social Services. During 1943 and 1944, Myer was also a part-time lecturer in Foremanship at Brisbane Technical College.

Myer then moved to the Department of Labour and National Service’s Central Office in Melbourne and became the department’s senior personnel management officer. An important contribution to the work of his division was the production of the Personnel Practice Bulletin. This was a quarterly publication covering a range of topics (articles, statistics, etc) related to personnel practice, productivity, training and employment and included information on latest trends overseas. He edited the bulletin and it became widely accepted as a ready means of keeping up-to-date with practices and developments.

He became very involved with the fledgling body known successively as the Personnel and Welfare Officers’ Association, the Personnel Officers Association, the Institute of Personnel Management (Australia) and in recent years as the Australian Human Resources Institute. Positions held in the institute included Victorian President and Federal President. In 1958 Myer Kangan wrote the first Australian book on personnel management. The proceeds of the sale of the book were donated to the Institute of Personnel Management. Between 1952 and 1961, he was an evening lecturer in Industrial Administration and Business Administration at the Melbourne University. During this period he also was the direction staff member of the Summer School of Business Administration at Mount Eliza. Other activities included member of the Personnel Panel, Melbourne Division of the Australian Institute of Management, member of the Council of the Industrial Relations Society of New South Wales and a member of advisory panels for Industrial Engineering and Industrial Arts at the University of New South Wales.
In 1956, he was part of the organisation of the Australian representation at the first Duke of Edinburgh's Commonwealth Study Conference on the human problems of industrial communities within the Commonwealth and Empire and was the leader of the Australian group to the conference at Oxford. He also led the Australian delegation to the following International Labour Office Industrial Committees:

- Coal Industry Committee, 1856
- Building and Civil Engineering and Public Works Committee, 1965 (serving as chairperson of the Safety Sub-committee)
- Coal Industry, 1964
- Special International Meeting of Clothing Industry (serving as chairperson)
- Member of Committee of Experts on Recruitment, 1964
- Australian Government representative at ILO Asian regional labour seminar in the Philippines, 1969
- Government representative (substituting for the Commonwealth Minister for Labour and National Service) at the 1971 Asian Labour Ministers' Conference in Korea

Myer Kangan's later roles in the department were varied and extensive. In 1958, he became the New South Wales Director of the Department of Labour and National Service. From 1962 in 1971 he was the first assistant secretary, Employment and Industrial Relations. He acted as permanent head on many occasions and in 1971 was appointed deputy secretary. During this time he was a prime mover in the establishment of a high level council to promote productivity growth in Australian industry and in the encouragement of various industries to establish regional productivity groups to promote the value of productivity. He was a member of the Productivity Promotion Council and chairperson of the Productivity Groups National Committee. When Sir William McMahon was Minister for Labour and National Service, he was impressed with Myer's work and after becoming Prime Minister, he had Myer seconded to the Prime Minister's Department for a year.
In 1971 he organised a major national conference on training in Canberra which brought together key people in industrial relations, industry and training. This conference identified major policy directions for training and recommended the direction of Commonwealth funds into the creation of training professionals and a whole series of funded and partially funded training activities. It also revitalised the work being done of subsidisation of apprenticeships. This conference was a touchstone in that it transformed the work being done by the Department of Labour and National Service and gave it the direction that it had long needed.

When the Labour Party came to power in 1972, it moved quickly to establish advisory commissions for pre-schooling (the Children’s Commission) and primary and secondary education (the Australian Schools Commission). The government’s attention was drawn to the fact that there were nearly 400,000 students who did not come under the jurisdiction of these commissions nor the Commission of Advanced Education or the Universities Commission. The Hon. Clyde Cameron, Minister for Labour and National Service and the Hob. Kim Beazley, Minister for Education, convinced cabinet to establish a committee to report on the allocation of funds to technical colleges. Mr Cameron recommended the appointment of Myer Kangan as chairperson of the committee.

The Australian Committee on Technical and Further Education (known as the Kangan Committee) reported to the government in April 1974. The committee noted that although Technical and Further Education or TAFE (a name developed by Kangan) was an integral component of the national resources that make for technological development, a skilled and mobile work force, personal work satisfaction and personal growth, it did not appear to rank officially as an integral part of the nation’s education system. From that point on, the committee commenced to change the public image of TAFE and the Commonwealth government accepted proposals for a substantial injection of federal funding for TAFE.

Myer Kangan retired shortly after the conclusion of the committee’s work, due to ill-health. He spent a year in Israel, achieving a lifelong ambition. On his return to
Australia, he retired to Sydney, rather than Melbourne because his sister lived in Sydney.

Despite his retirement and ill-health, Myer Kangan became chairperson of the National Vocational Committee, Australian Council for Rehabilitation of Disabled (ACROD) in 1976. In this year he also published a book called Removing Post-School Learning Barriers for Handicapped People.

He also continued to work for the Jewish community. He undertook a research project to identify the needs of holocaust survivors and those directly or indirectly affected by it. As the survivors were in their 70s, he found they were approaching the stage where they needed domiciliary care and home support. He therefore founded an organisation called the Jewish Centre on Ageing which assisted older members of the community still living in a traditional manner who did not want to go into nursing homes. Through his work, the Jewish centre in Sydney grew from 32 members to 1500 and is now a major community organisation providing home help and meals to hundreds of people. In 1987 he said 'I regard the establishment of the Sydney Centre on Ageing as my most satisfying achievement'.

In the 1972 new years honours list, Myer Kangan was made an officer of the civil division of the most excellent order of the British Empire (OBE) for public service and in 1983 received the Order of Australia (AO) for public service and service to education.

Myer Kangan died on 4 October 1991 after a lifetime of government and community service. He has been described as being full of energy, daunting but at the same time warm-hearted. His greatest virtue was his compassion which saw expression in his commitment to those who were less well-off. He was an effective administrator and possessed considerable drive and leadership qualities and who was hardworking and creative. He was highly respected by senior management in industry, the trade union movement, public administration and government. The Hon. Clyde Cameron found Myer to be a shrewd and very competent public servant and says he was the first one to impress upon the minister the importance of making
notes of important conversations with fellow ministers. He was also a powerful speaker who presented his ideas simply, clearly and without equivocation. These qualities were also reflected in his written work.

Although his work on the Australian Committee on Technical and Further Education (ACOTAFE) represents only a small part of a remarkable career, the work of the committee under his direction, changed the face of technical education in this country. In his own words, the ACOTAFE report:

- gave TAFE a new image;
- gave TAFE a new status among other education authorities;
- gave TAFE a clear definition as to its charter and possible philosophy;
- began a process of student-centred, individual-oriented vocational education which severely wounded (but not mortally, he regretted) the notion that TAFE is the passive servant of industry and commerce;
- ensured for all time, he hoped the primacy of TAFE colleges as educational institutions in contrast to mere training centres.

TAFE in Australia was very lucky that ACOTAFE was chaired by such a dedicated person, who had a clear vision for the future and a commitment of service to the Australian community.

I would like to thank the following people for their assistance in providing me with information on Myer Kangan's life and work: The Hon. Clyde Cameron, Mr Des Fooks, Ms Kath Holmes, Mr Harold Kaye, Mr Peter Kirby, Mr John McNaughton, Mrs A Prosser, Mr Sol Soloman, Mr Morrie Watson.
Ladies and gentlemen

It is my privilege to deliver the Myer Kangan Commemorative Address to this distinguished gathering. I am gratified that surviving members of the Kangan Committee and senior representatives of Australian TAFE, unions, industry and the community have been willing to spare the time to participate in this dinner and the workshops and symposium that preceded it today. I appreciate that others have already dealt with the background of the Kangan report and many of the developments that came from it. What I will do tonight is look forward to what we are building now on the foundations laid by the Kangan report.

The philosophy of the Kangan report

You will have heard that the key underlying themes in the Kangan report were:

- the importance of the individual;
- the primary purpose of education is survival;
- education is about learning;
- teaching is about communication;
- education is about preparing individuals to cope with change.

These principles combined to produce a broad humanistic picture of vocational education and TAFE—serving and empowering the individual. They placed TAFE squarely in the educational continuum and justified:
• lifelong learning;
• TAFE as a mechanism for social justice and social mobility;
• public investment in vocational education and training to create a public good.

The thinking that drove the training reform agenda

The Kangan philosophy can and should be contrasted with the thinking that underpinned the national training reform agenda in the period 1987 to 1993. Among the ideas driving the training reform agenda were:

• industry ownership of and involvement in decision making about vocational education and training;
• vocational education and training to be a key response to the requirements of the labour market;
• a competency-based approach to vocational education and training, driven by industry-developed national competency standards;
• national consistency in training arrangements and co-ordination of the national training effort;
• targeting of government expenditures on vocational education and training towards national goals and the needs of the disadvantaged.

It is my contention that we are now at another watershed which will require us to build on what we have achieved since Kangan and through the training reform agenda.

We have achieved:

• a national, co-ordinated vocational educational and training system through the establishment of the Australian National Training Authority;
• industry involvement in training infrastructure development, for example through national competency standards;
• Commonwealth-State co-operation and commitment to funding stability and growth;
• a focus on balancing supply and demand of vocational education and training;
• a focus on achieving outcomes.
But, in looking forward, we also need to recognise the marked change that has taken place in the national context since 1973, embracing:

- a greater identification with the Asia-Pacific region and with East Asia in particular;
- the internationalisation of Australia's economy;
- deregulation of the Australian economy—this has included measures which have a bearing on the labour market, such as the lowering of tariffs, a move away from centralised wage fixing to enterprise bargaining and the fostering of a training market;
- microeconomic reform—this has included overhaul of the nation's transportation and storage structures, including the railways, proposals for greater integration of electricity supply, the privatisation of government business activities, the restructuring of work, including the establishment of career paths for workers, and the downsizing of large enterprises in general and of middle management in particular;
- participation in high school to year 12 has risen from 34.5 per cent in 1980 to 77 per cent in 1992—this has been accompanied by an increase in the number of enrolment in university from 341 390 in 1982 to 559 365 in 1992, compared with an increase in student numbers at TAFE from 729 291 to 1 022 791 over the same period;
- a shift in the gender balance—more girls than boys are completing secondary education (82 per cent in 1992 compared with 73 per cent for boys) and more women are enrolling in university (53.4 per cent of enrolments in 1992 compared with 45.9 per cent in 1982).

However, girls' participation in vocational education and training is still low and is being addressed by a number of measures, such as the National Plan of Action for Women in TAFE, tradeswomen on the move, and incentives for employers to take on female apprentices in non-traditional trades.
Looking forward

I could not speak on the subject of vocational education and training without talking of the contribution of the white paper *Working Nation*. I believe that *Working Nation* provides us with the vision to build on the Kangan report and the training reform agenda.

From the employment, education and training perspective the white paper does four key things:

1. It proposes to accelerate the introduction of a new training system into Australia. This is necessary to make sure we fully develop our economy as a high skills economy capable of taking full advantage of new export opportunities, particularly in the Asia Pacific region.

2. It proposes to link schools more directly to the vocational education and training process and to involve them in more direct links with industry.

3. It proposes a national process for streamlining the approval of training packages.

4. For the first time it unifies training wages into a single wage based on competency achieved.

Accelerated introduction of a new training system

The Australian Vocational Certificate Training System (AVCTS) is a national integrated entry-level training system and is a major vehicle of training reform.

It has a strong industry focus, is based on competency rather than time served, and aims to increase participation in vocational education and training by significantly improving the quality of provision and its relevance to both industry and the individual.

It will reform existing entry-level training arrangements and introduce arrangements where currently none exist.
The AVCTS encompasses:

- training curriculum and assessment which:
  - is based on industry (and enterprise) developed competency standards;
  - incorporates the key competencies;
  - is recognised nationally through the National Framework for the Recognition of Training (NFROT) arrangements.
- a broad range of pathways combining education, training and work placements in industry suitable for post-compulsory school students, existing workers and mature age re-entrants to the workforce;
- certificate levels 1 to 4 of the new national qualifications framework with each level articulating to the next and incorporating recognition of prior learning and involving multiple exit and entry points;
- flexible, co-operative, delivery arrangements involving delivery by various combinations of schools, TAFE, private providers, employers, skill centres, group training companies and community organisations.

In the white paper, the government proposes to accelerate the introduction of the AVCTS by:

- fostering the enterprise stream;
- addressing the needs of Aboriginal and Torres Strait Islander people;
- creating a small business stream of the AVCTS.

The National Training Wage will underpin implementation of the AVCTS.

In November 1994 ministers responsible for education, employment, training and youth affairs will meet to make decisions on the introduction of AVCTS. Those decisions will, I hope, consolidate the initiatives in the white paper and simplify the AVC arrangements.

The relationship between education and training

Schools have an integral part to play in making sure that all young people, no matter what courses they undertake,
acquire the key competencies needed for work and adult life.

The somewhat artificial distinction between the general education offered by schools and the training offered by industry, pointed to in the Kangan report, is breaking down. Joint school-industry programs, involving work placements combined with vocational education and training, such as are envisaged as being facilitated through the new Australian Student Traineeship Foundation (ASTF), are evidence of this change.

The purpose of the foundation is to open up the senior secondary schooling years so that a vocational pathway is a real option, and to increase industry ownership of vocational training in schools.

The program will create bridges between schools and other entry-level training arrangements such as apprenticeships and traineeships.

The ASTF will be a national body, at arms length from government, responsible for developing and supporting school-industry based programs through a network of local and regional brokers.

The ASTF will not be a substitute for well-established vocational education and training programs in schools. Nor will it create a different model. Rather it should work with States and Territories, and private schools, to ensure cohesion in the provision of school-industry based programs.

Streamlining approval of training packages

An issue with employers and others has been the slow and complex process for getting training packages up and running. A key mechanism to overcome this logjam is the National Employment and Training Taskforce (NETTFORCE).

NETTFORCE will go out and encourage employers to make more jobs and training places available to unemployed people. A key element of its operation will
be a streamlined training approval process to minimise bureaucratic delays. It will do this by giving interim authorisation for training packages, where there are delays or impediments, to enable employers to meet the requirements of the training-wage arrangements.

The National Training Wage

The national training wage is a marked and enduring shift in the wage fixing and training policy framework. It will introduce an integrated and simplified alternative to multiple industry-specific rates which currently apply to entry-level programs. There will be a single national training wage award which will have general coverage across the whole workforce.

The government, peak employer organisations and the ACTU have now reached agreement on its introduction.

On 19 July 1994 the Australian Industrial Relations Commission commenced hearing formal submissions on the national training wage. It is expected that a decision will be reached soon and that the training wage will be introduced possibly as early as September.

NETTFORCE will play a key role in facilitating the introduction of the national training wage by providing interim approval of training.

The name of the game

In the light of what has been achieved, we’ve gone past the point of agenda creation to implementation. I believe we should now talk of ‘training reform’ rather than the ‘training reform agenda’.

The role of the Federal Government today is not one of intervening in processes, but being concerned about outcomes and the way that TAFE and vocational education and training can support the economic and social development of Australia. There will be a greater emphasis on partnerships, between Commonwealth and
State governments, between governments and industry, and between industry and the workforce.

Our future needs to be a high-skill, high-wage economy. There is no future in attempting to compete with low-wage economies in the production and export of materials. Likewise there is no future in competing with low-wage economies in the production of products requiring little input from skill and technology. We need to draw lessons from the success of such countries as Germany, Japan and Sweden, which have pursued high-skill, high-wage strategies. We need to draw inspiration from our own past. In the 19th century Australia had the highest wages in the world and was exporting high value-added products, including processed foods and machinery.

The abiding relevance of the Kangan report

Twenty years on, training reform has developed beyond the foundations laid by the Kangan report. However the basic themes of the Kangan report have a timeless validity for Australia: the significance of vocational education and training for the national economy; the concept of lifelong education; the need to link general education and vocational education with each other and with training; the need for pathways in education and training; and the need for flexible delivery.

We owe Myer Kangan and his committee a considerable debt. It is primarily an intellectual debt, for the powerful set of principles that stimulated the development of TAFE. But there is also a debt owed to the then federal government and its ministers for the political courage and will they showed in acting on that intellectual framework and giving it substance.

It is up to us to show the same degree of courage and intellectual endeavour in the coming months.
Part 2

The symposium
The Kangan report
3 The life and times of Cinderella
Des Fooks

The Kangan inquiry into what we now know as technical and further education was initiated in 1973. The purpose of this paper is to look at the reasons that gave rise to the decision to have such an inquiry and to ponder why it took over 70 years since federation for the Commonwealth government to make a commitment to do something about the sector.

Palaeolithic technical education

Any paper of this nature would be incomplete without some treatment of the early history of vocational education and training in this country. There is, in fact, an excellent paper on this topic, researched and written by S. Murray-Smith in the mid-1960s, which I would recommend to those who seek a fulsome perspective. For immediate purposes, however, selected snippets from the Murray-Smith essay serve to portray the early development of technical education in Australia.

Murray-Smith contends that the 'tendency throughout Australian history for there to be a persistent labour shortage has not only emphasised the importance of the skilled worker but, more importantly, has tended to obliterate the wide distinction common in older countries between the skilled and unskilled'. (Murray-Smith, 1965, p.173)

He describes the early development of technical education 'as essentially a study of the social and economic effects of the chronic shortage of skilled labour in the community, and of the means devised to remedy this' (ibid., p.170).

The first period of development, from original settlement to the middle of the 19th century 'is marked by two'
largely independent processes—on the one hand intellectual, middle-class ideas on the social usefulness of instructing the intelligent artisan in the scientific principles underlying his trade, and on the other pragmatic innovations on the part of the colonial authorities designed to grapple with specific problems in specific settings'. (ibid., p.171)

Perhaps as a demonstration of pragmatic innovation, Murray-Smith notes that ‘the honour of establishing technical education in Australia belongs to Governor King. At his Female Orphan School, founded in 1800, the girls were taught ‘the various arts of domestic economy’, and at the Boys’ Orphan School, established by Macquarie in 1819, trades were taught’. (ibid., p.172)

This was the period that saw the establishment of the so-called mechanics institutes, an attempt to replicate the success at the London Mechanics’ Institute founded in 1823. The first Australian institute was formed at Hobart Town in 1827, with the other colonies following suit over the next 20 years.

The institutes were alleged to have been of mixed success: missing altogether the objective of providing good instruction in the various branches of science but, nevertheless, carrying out much genuine educational work and laying the platform for later developments. (ibid., p.174)

The second period identified by Murray-Smith takes in the second half of the 19th century. It marks the beginning of the development of systems of technical education; perhaps the nucleus of an education culture in its own right.

The pattern of development was very similar across all the States. It was typified by the creation of ‘individual colleges arising from local support to meet specific needs; the formation of a semi-autonomous government instrumentality to guide this development; and the eventual replacement of the semi-autonomous body through the taking over of full responsibility by the Education Department itself’. (ibid., p.176-7)
The process reflected economic development on two fronts: in agriculture, as governments encouraged people on to the land; and in mining, particularly focussed on the gold discoveries in Victoria and New South Wales. The first spawned the initial agriculture colleges, including Roseworthy, Dookie, Hawkesbury and Gatton. The great leap in mining activity quickly raised demand for mechanical and civil engineering skills which in turn produced the mining schools, particularly in Victoria.

In the late 1860s the Victorian government established the Technological Commission which, according to Murray-Smith, was the first such body for the support of technical education by any Australian Government. In turn, the Ballarat School of Mines was the first technical institution set up in Australia. By 1890 there were ten institutions in Victoria described as schools of mines.

The third period covers developments up to the First World War. Murray-Smith describes this as a period initially of stagnation but, in the latter part, one which was marked by increasing State intervention, the placing of technical education ‘in an articulated relationship to the overall education system’, and the beginnings of effective relationships with industry. (ibid., p.171)

In the early part of this period the decline in activity in the mining sector and the general economic malaise effectively blunted the impetus for the development of technical education. There appeared to be no community-based support and no championing of the technical education cause by either organised labour or industry. Luminaries of the day asserted that ‘the assumption of control of technical education by the state departments about the year 1890 was a serious set-back to its development’. Recent attempts to create a training market (ibid., p.182) might be taken as evidence that these views about the role of the States persist even today.

About the turn of the century the first two commissions of inquiry into technical education were instigated; one in New South Wales and one in Victoria. They produced damning stuff, asserting that ‘the examination system employed in the technical schools was ‘farcical’, the issue of certificates had been conducted on an unwise and
unregulated basis, and the money available to the schools had been 'absolutely inadequate.' Teachers were untrained, overworked and ill-paid, schools existing in wrong centres and did not exist in right ones, students were ill-prepared for technical studies and the studies themselves were unplanned and eclectic'. (ibid., pp.183-4)

Difficulty had also begun to emerge on what we would now describe as the industrial relations front, with employers becoming increasingly resistant to the labour movement's push to restrict the employment of child and unskilled labour and to restrict apprenticeship numbers of a proportion of the numbers of employed trades people.

The turning point came between 1908 and 1912 when the governments of New South Wales, Victoria and Queensland intervened decisively, and finally accepted responsibility for future of technical education (ibid., p.185). In New South Wales and Victoria at least, technical education for the first time passed from the control of primary teachers and came under the hand of men [sic] professionally competent to direct it, men [who] saw that real technical skills had to be linked with industrial requirements (ibid., p.185).

The final part of the pre-history of technical education takes us through the First World War and the Depression years up to the Second World War.

Development continued to be slow and the sector remained under-resourced. The main achievements, according to Murray-Smith, reside in the passing of effective Acts providing for the compulsory part-time training of apprentices, and in the provision of day-release. A notable feature of this period is that the main emphasis was given to the development of preparatory technical education and of trade courses (ibid., p.187).

Murray-Smith also draws attention to a significant development [which] took place in 1936 when the States for the first time go to together and asked the Commonwealth for two million pounds for technical education. Although the request was unfruitful, a permanent body, the Australian Education Council was
set up to prosecute the matter in subsequent years (ibid., p.187). Few would be aware that the Australian Education Council has enjoyed such a long history and even fewer, I suspect, would be aware that technical education was a focus of its origin and a pre-occupation of its earliest activities.

The first meeting of what was to become the Australian Education Council was held in the Legislative Council meeting room, Parliament House, Melbourne on 2 March 1936. The first meeting concentrated on technical education issues; in particular the role of technical education in alleviating youth unemployment, and how Commonwealth assistance might be obtained for this purpose.

Interest in technical education seems always to have peaked in hard times and that was certainly true of 1936 which, in the aftermath of the great Depression, was seen as a time of uncertainty, hardship, even despair. Government expenditures were under severe pressure and there was a political view that it is clearly wrong that the State services [such as education and training] should be the principal shock absorber of slumps. Moreover—and this may have a familiar ring—the States should have more revenues or the Commonwealth be responsible for more expenses (ibid, pp.3-4). This was not a view accepted by all. The Melbourne Age observed that if the Commonwealth were to become responsible for half of the cost of education it would be difficult to discover any logical reason why it should not take over, one by one, partially or wholly, the other functions of State Governments, the Federal Government would not consent to pay for education without exerting a superior authority, (and even if it did not attempt so to do) it would reproduce and aggravate the evil of federal grants to States, a politically vicious practice which enables one government to spend money which another government raises through taxation (ibid, p.6-7). This is a view—albeit cast in somewhat more modern language—that is easily found in the newspapers of today.

This period seems to typify the problems that technical education has faced over the years: a sector that is
patently under-resourced, and tensions between levels of government about jurisdiction.

The immediate post-war years

For the 23 years between 1949 and 1972, Australia was governed by the Liberal/Country Party Coalition. During this period, despite the fact that the Commonwealth had no direct constitutional responsibilities in the field of education, the seeds were sown for what was to become a pervasive influence by the Commonwealth Government in the financing and policy setting of education.

A pattern emerged that was to be followed by subsequent Labor governments: first a national report by an eminent group, then legislation to set up permanent 'advisory' machinery.

First there was the Australian Universities Commission. The AUC, later to be renamed the Universities Commission in 1974, was established by an Act of the Federal Parliament in 1959. It followed upon the Report of the Committee on Australian Universities, 1957, the so-called Murray report.

Then came the Martin Committee, which produced a report in 1964 with the impressive title: Report on the future of tertiary education in Australia. In the following year the Commonwealth Government moved to set up the Commonwealth Advisory Committee on Advanced Education; this interim authority remained until transformed by federal legislation to the Australian Commission on Advanced Education 1971.

So, two major reports leading to two major commissions—the effect of which was to confer upon the Commonwealth a substantial body of influence across all of higher education.

It is also worth noting that the coalition government, in this same period, established the Commonwealth Department of Education and Science. This honoured an election campaign commitment by Prime Minister Harold
Holt in 1966, who subsequently appointed John Gorton as the first Federal Minister for Education and Science.

The first financial assistance of any substance by the Commonwealth for technical education was in 1964 when the Commonwealth provided $10m to the States for capital purposes. Malcolm Fraser, as Minister for Education and Science, was to observe later that 'the size of the Commonwealth grants in relation to the past State allocations for technical training were so generous that the States had found considerable difficulty in stepping up their construction and equipment programs' (Fraser 1972 p.4).

In introducing this program in 1964 the Commonwealth Government used as rationale its recognition that 'in this developing technological age, an increasingly greater proportion of the workforce will require training in the technical field' (ibid., p.2). In the vernacular of the day, 'technical training' was defined as 'the training of persons for engagement in trades, technical occupations, or agricultural or other rural occupations' (ibid., p.4).

Interestingly, the initial contribution by the Commonwealth was made under a composite piece of legislation, the States Grants (Science Laboratories and Technical Training) Act 1964. The 1964 Bill was introduced by the then Prime Minister, Sir Robert Menzies. The subsequent second reading speech was a pedestrian affair which concentrated almost exclusively on the secondary school science laboratory aspect. Despite the precedent being set by the Commonwealth grants for technical education, the speech gave little intimation of the Commonwealth's policy objectives.

Between 1964–65 and 1973–74 a total of $106m was provided under this program. For the first seven years of the program this was at a rate of $10m a year; for each of the last three years, grants were made at the rate of $12m. The funds were made available as unmatched special purpose grants for the provision of buildings and non-consumable equipment. While there was no formal matching requirement, the Commonwealth sought assurance from the States that 'they will maintain their technical training program and provide the necessary staff and other resources required to ensure that
optimum use is obtained from the additional facilities resulting from the expenditure of Commonwealth grants' (ibid., p.7). Thus was born the concept of maintenance of effort as the basis for what was to develop as a partnership between the Commonwealth and the States to support vocational education and training.

1972: Labor in office

Next it was the turn of Labor Governments to extend the influence of the Commonwealth in the field of education.

The ALP policy speech for the 1972 election will be recognised immediately by many from its introduction: ‘Men and Women of Australia, it’s time!’ (Whitlam 1972). According to opposition leader Whitlam, the program had three great aims:

- to promote equality;
- to involve the people of Australia in the decision-making processes;
- to liberate the talents and uplift the horizons of the Australian people.

In pursuit of these objectives a Labor Government, upon election, was committed to:

- making pre-school education available to every Australian child;
- making Commonwealth expenditure on schools and teacher training the fastest;
- expanding sector of budget expenditure;
- establishing a Pre-School Commission and a Schools Commission;
- abolishing fees at universities and colleges of advanced education.

The new Labor Government moved with no greater alacrity than in relation to schools. Almost immediately Prime Minister Whitlam created an interim committee for the Australian Schools Commission, recalling that Mr Whitlam was also Minister for Education and Science for fifteen days in that strange two-man ministry—the so-called Duumvirate—where he and Lance Barnard
shared all portfolios. The interim committee met for the first time, with Peter Karmel as chair, in December 1972—only 19 days after the election. One year later, in December 1973, legislation was enacted to establish a third education commission, the Australian Schools Commission.

In sequence, the next move was in relation to pre-schools. In pursuit of election undertakings the Australian Pre-Schools Committee was set up in February 1973 pending the eventual establishment of a Pre-Schools Commission. As it happened, this was not to be. A Pre-Schools Commission was dropped in favour of a Children's Commission and, indeed, legislation to give effect to this decision passed both Houses of Parliament in 1975. The ACT was never proclaimed; the Commission that never was had come to grief because of the irreconcilable interests of the child-care lobby and those with an enthusiasm for pre-school education.

Strangely, in a platform with such sweeping objectives, nowhere within what was otherwise a comprehensive program of reform and development of education was there any policy statement in relation to vocational education. Training received a scant mention which, typical of the views of vocational education at the time, came under the heading of industrial relations. It referred only to retraining for displaced workers and to the recognition of overseas qualifications.

That the incoming Labor Government of 1972 had no policy on technical education is well established. That this was so is something of a surprise. Kim Beazley (senior) was later to observe that the mood in 1972 was strongly towards reforms in general and an active educational role for the Commonwealth (Beazley 1980, p.1) was to be part of the reform process.

In the lead-up to the 1972 election, conscious of the existence of permanent machinery in the shape of the Universities Commission and the Commission on Advanced Education to assess and advise on the needs of these two sectors, the Federal Labor Party added to its platform an undertaking to set up a permanent school commission and a pre-schools commission. Given the logic that led the party to seek to expand federal
influence in education, it is even more surprising that a permanent needs-assessing body was not also proposed for technical education.

The omission, according to Kim Beazley senior, was first brought to the attention of Prime Minister Whitlam during the so-called Duumvirate period in December 1972. Mr Beazley drew his attention to a 'missing' 400 000 students in post-secondary technical education for whose needs there was no proposed Commonwealth education commission (ibid., p.6).

One possible reason for the policy vacuum on technical education is that the party's policy was drafted or heavily influenced by officials from Victoria where, at the time, most of technical education came within the administration of the schools authorities.

Be that as it may, the establishment of the Australian Committee on Technical and Further Education was announced on 26 April 1973, some four months following the 1972 election. Clyde Cameron, the then Minister for Labour and Immigration, had obviously seen the connection between technical education and the needs of the labour force. He had indicated that he regarded 'technical education and manpower policies as complementary matters and the former as indispensable to the full development of the latter' (Cameron, Beazley 1973).

The committee was asked to advise on 'priorities within needs', the amount and allocation of any financial assistance for technical and further education and the condition under which such assistance should be granted. As a context for its inquiries the committee was instructed to be mindful of manpower policy, the emerging needs of industry, community attitudes, and the needs and aspirations of individuals.

It is worth noting that 'technical and further education' was a term not capable of definition even in the terms of reference for the inquiry. As had occurred repeatedly in the past, 'technical and further education' was described by exclusion to be post-school education which was not the province of either the then university or advanced education commissions.
Mr Beazley had been advised of the gap in coverage by Ken Jones, whom he subsequently appointed as Secretary of the Department of Education.

Mr Beazley was later to write in glowing terms of Ken Jones, noting his administrative ability, his creative approach to education and the universal respect in which he was held. He then went on to note what, to Beazley, might have been his greatest attribute 'he had the confidence of Treasury—an asset not possessed by all high civil servants. I therefore had him appointed as Secretary of the Department.'

Learning to be

This brief history of vocational education in Australia, culminating in the establishment of the Kangan Committee, would not be complete without reference to a significant development on the international scene.

The election of 1972 which gave rise to the first Labor Minister for Education and, subsequently, the commission of the Kangan Inquiry, was contemporaneous with another significant event—the report to UNESCO by the International Commission on the Development of Education under the chairmanship of Edgar Faure. The report was entitled Learning to be: The world of education today and tomorrow. The report significantly affected the thinking of Myer Kangan personally and therefore his subsequent report. The reasons for this will be seen from the following lengthy quote with apologies which is drawn from Dr Faure's letter of transmittal to the Director-General for UNESCO in May 1972.

Four basic assumptions underly our work from the start. The first, which was indeed the justification for the task we undertook, is that of the existence of an international community which, amidst the variety of nations and cultures, of political options and degrees of development, is reflected in common aspirations, problems and trends, and in its movement towards one and the same destiny.
The second is belief in democracy, conceived of as implying each man's right to realise his own potential and to share in the building of his own future. The keystone of democracy, so conceived, is education—not only education that is accessible to all, but education whose aims and methods have been thought out afresh.

The third assumption is that the aim of development is the complete fulfilment of man, in all the richness of his personality, the complexity of his forms of expression and his various commitments—as individual, member of a family and of a community, citizen and producer, inventory of techniques and creative dreamer.

Our last assumption is that only an over-all, lifelong education can produce the kind of complete man the need for whom is increasing with the continually more stringent constraints tearing the individual asunder. We should no longer assiduously acquire knowledge once and for all, but learn how to build up a continually-evolving body of knowledge all through life—'learn to be.' (Faure 1972, pp.v,vi).

These tenets, undervalued by Dr Faure when he described them as 'assumptions', really deserve to be inscribed in tablets of stone. They set out the basic truth that education is a foundation for democracy, that education is the right of all people, and therefore access to education is a thing of fundamental importance. The concepts of lifelong learning and the needs of individuals were to be the cornerstone of the report that Myer Kangan and his committee produced.

Concluding perceptions: Education's Cinderella

Throughout its history in Australia, technical education has suffered from problems of identity, image and status. For example, in searching through relevant texts I encountered, several times, the description 'banausic'. Having ignored the term on the first few occasions, believing the word to be some derivative of 'banal', I had recourse to consult the Concise Oxford which told me that 'banausic' is indeed a derogatory term meaning 'suitable for a mere mechanic' or 'illiberal'.
Anderson and Vervoom, in a 1983 publication under the title of *Access to privilege*, make a number of stinging references to technical and further education 'as an afterthought.' Quite early in the report they point to the total absence of any research studies of technical and further education students. They inquire, with some bewilderment, what such an absence has to say about researchers who seem to have devoted all their time to studying university and college students. They suggest, somewhat sarcastically, that 'narcissism on the part of academics takes us some of the way towards an explanation of this neglect of what is and always has been the largest student group in post-secondary education'. On balance, however, they contend that it is simply 'just one more indication of the lack of interest technical and further education has received from politicians, administrators, the teaching profession and the general public' (Anderson, Vervoom 1983, p.17).

They also contend, and I agree, that the question of who gets to university or college and who does not has always been an issue because of the social privilege conferred by that access; on the other hand, technical and further education was commonly regarded as the lot of those who, for some reason or other, missed out on entry to higher education.

This image problem for technical education is something that was also observed by Gillian Goozee in her 1993 publication, where she noted that technical education 'which, although fulfilling a crucial role in providing post-secondary education and training for large numbers of people, was consistently under-valued and under-resourced' (Goozee 1993, p.6). She took the view that the development of technical education had been 'characterised by periods of rapid change followed by much longer periods of neglect. Thus, technical education has usually tended to prosper during times of national crises such as world wars and economic depressions' (ibid., p.6).

She also put the view that the problems faced by technical education, in establishing its position in the education spectrum, was due at least in part to the 'lack of a clear identity and charter' which in turn was probably the result of the wide range of courses and awards and, in part, a result of the diversity of structures
across Australia’ (ibid., p.6). She saw this as flowing from what she described as the ‘self-defining’ (ibid., p.6) nature of technical education which left the sector lacking in the immediate recognition of roles and structures that had characterised both the school and higher education sectors. She also observed, quite correctly, that the inclusion of technical education as divisions within large departments of education in the States had tended to restrict its development and the inevitable priority accorded to schools in the allocation of available funds. Clearly, the reasons for TAFE failing to attract attention revolve around:

- its lack of identity—it was always that amorphous thing that came between schools and universities and had to be all things to all people;
  - people have consistently been incapable of defining TAFE in terms other than what it is not; even the Kangan Committee’s terms of reference adopt this form of definition by exclusion;
- its lack of status—it was always viewed as something for the working class;
  - up until Kangan the style of reference was generally to technical training, as though what occurred was not of sufficient merit to be described as education;
- and, unlike the other sectors of education, its lack of an effective lobby;
  - there are non alma maters or P&Cs;
  - student groups have been non-existent or ineffectual;
  - teachers, unions were never successfully organised nationally and have never been as effective as their counterparts in higher education or schools;
  - TAFE CEOs or assemblies of college directors have never had the clout of the AVCC;
  - employer groups have generally tended to content themselves with carping criticism rather than be fully involved in constructive reform;
  - trade unions have generally understood training issues better, been thoughtful and better organised, but have tended to let the
big gains slip away because of an inability to let go of some of the industrial relations baggage.

The last quote goes to Anderson and Vervoorn who, in turn, quote Murray-Smith. Collectively, they described technical education as 'the etcetera' part of education. That was certainly the case in 1973 when the Kangan report was commissioned, there are no doubt many who would contend that it remains a very apt descriptor even today.

References


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Technical and further education is an integral component of the national resources that make for technological development, a skilled and mobile labour force, personal work satisfaction and economic growth. Nevertheless, it does not yet appear to rank officially as an integral part of the nation's education system.

In preparing this short paper I found it essential to consult many people. Although I am many years away from the eighty of our oldest member, Hugh King, it was 20 years ago and my memory was stretched.

One of the most interesting findings from my wide consultations was the rather large number of people who wanted to tell me that they or their uncle or brother were instrumental in persuading Kim Beazley to hold such an inquiry. It makes me very proud to think that so many distinguished persons now want to take Cinderella to the ball. This ill-defined and sometimes forgotten division of State education departments was often dressed in ill-fitting clothes, kept at work in the least attractive corners of the house, pushed around a little by its older sisters, Miss Primary and Miss Secondary, and generally felt a little depressed. ‘Tech’ was a mixture of Cinderella and Oliver Twist. It did not belong—it did not have its own seat at the education table. A bit over the top, possibly. Members of the Kangan Committee can tell you stories of welding instruction being carried out in tin sheds in temperatures well over 40 degrees, classrooms next to a suburban railway line with a train every seven minutes drowning out the lecturer, and an automotive workshop in the basement of a building and the only exhaust
system was a 3 inch hose pipe poking out the street level window.

There were few libraries—'apprentices don't read books' was firmly put to Myer Kangan by a senior administrator frightened that the committee would put libraries before workshops and equipment. The context in some places was almost Dickensian. Tech ed had been badly neglected for generations. Teachers, parents and students dreamt of a university and, to a lesser extent CAE, education. Tech ed was for the not so bright, those who were 'good with their hands'. It reflected socio-economic status or rather the lack of status. Most private protestant schools did not have a Tech ed stream—you don't pay that sort of money to end up in a blue-collar job.

Tech had the most amazing collection of buildings one could imagine. For a start, there were very few purpose-built tech institutions: the dead hand of secondary school architecture was all over the few buildings constructed especially for tech. Denis Robinson can develop this aspect better than I, but I do remember tech in a discarded milk factory, shoe factory, department stores, church hall, asylum, army barracks and endless numbers of Nissen huts. Discarded secondary schools were a favourite source. Until the Kangan Committee was able to visit techs in all States and Territories, few persons realised that poor standard accommodation was widespread.

Apart from Bill Paterson, Hugh King, George Lees and Wally Howse, the committee had either a modest or, as in may case, limited appreciation as to how poorly this important sector of education was resourced. Dare I say that word 'education': tech is not education, it is training we were told. Indeed, some professional educators from other sectors argued strongly against our using the term 'education'. Training was a lower form of learning. You can imagine how horrified they were a few years later when the Commonwealth TAFE Commission fought for and won the right to describe TAFE as part of tertiary education. It did not take long for our colleagues to coin the term 'higher education' and put some distance back between us. I say us because in 1980, after an eight-year
courtship, TAFE and I were married. Peter Kirby also tied the knot for a few years.

In summary, key elements of the context then were: second hand (often run down) accommodation; equipment that could well have been on the ark; poor morale; lack of self respect; and lack of respect from others.

However, there were other elements which made life very difficult for tech or trade schools. One of the more potent was that the student body was part-time. It was hard, perhaps impossible, to develop corporate life in an institution where the students appeared one day a week, or on Tuesday and Thursday nights for three hours. Most of these institutions did not have libraries, cafeterias, common rooms, sporting facilities, student counselling, student unions, health services, book shops and clubs and societies; unlike universities and CAEs, few of them have all of these facilities today. The stuff of tertiary institutions was simply not there. Missing also was the concerned parent, either as an individual or in a group. Alumni were unknown. The more advanced parts of tech ed had only recently been cut out and included in the CAE sector. What should have been a real force—employers—with some notable exceptions like the late George Brown, Kath Holmes and Neil Gow, was missing. On the whole trade union support was strong, however, with some notable exceptions like Cliff Dolan and George Lees, this support became somewhat pre-occupied with the prevention of even the most minute change to an apprenticeship system we imported unchanged from the United Kingdom in the last century.

No wonder that the committee, as it visited institutions around Australia, was sometimes greeted by sceptical techies with a hang-dog look which came from years served in the environment I have just described. It is so easy to become committed to inertia. Many people did not believe that anything would change much as a result of Kangan’s crew. They had been disappointed before. What did we know anyway!

I said earlier that I was proud of the fact that so many persons wish to be associated with the beginning of the Kangan Committee. There is, of course, no one person to
whom we can attribute sole discovery rights. I do know that to have such an inquiry was pushed very hard by some State ministers; Ron Loveday from my State of South Australia was one. It was pushed equally as hard by embattled directors of technical education such as Bill Peterson, Wally Howse, Roy Wallace, the late Max Bone and Ted Jackson. I do know that the executive officer to the annual Directors of Technical Education Meeting, Hugh King, drafted the terms of reference as part of his lobbying in Canberra for the inquiry. Perhaps that is one reason why Hugh was appointed to represent New South Wales. Of course, none of this would have succeeded without Kim Beazley's support. On the two occasions I met Mr Beazley, I was impressed by his commitment to doing something for the education of working persons.

It wasn't very far into the inquiry before we discovered another important context element. Notwithstanding the working conditions I have briefly described earlier, there was a large number of teachers who had not succumbed. Far from it. They saw the Kangan Committee as the vehicle they needed to put things right. If ever a group of people took ownership of the committee it was TAFE teachers. This is not to be taken as an argument from a return to those poor conditions because it will bring the best out of them. The fact was that those same conditions had destroyed the creativity, enthusiasm and initiative of some teachers to the point that they were almost reactionary. The TAFE teachers who retained drive and commitment did so despite their working conditions, variable management and the dead weight of colleagues who had given it away, or mounted resistance to any change.

Quite frankly many members of the committee were feeling somewhat overwhelmed by the size of the problem we saw as we visited techs right around Australia. A simple chronicle of the sub-standard buildings and inadequate or absent equipment would not, of itself, persuade the Commonwealth Government, the States, industry and the community to spend hundreds of millions of dollars in an area of education they had cheerfully ignored for so long. It was not just a matter of obtaining capital funds to improve facilities. There had to be something more than that; something
that would endure. The committee wanted to begin a process of change that would be sustainable: to build a base that would enable technical education to grow, to support itself when times were tough, to be recognised as valuable and relevant, and to be one in which teachers and administrators could be confident and assertive. Technical education needed an identity. It needed a recognisable and valued identity. It needed to be seen as post-secondary education.

The search for identity and a sustaining philosophy was led by Myer Kangan. It was he who asked us to read the UNESCO report *Learning to be*. Here was a vision and a philosophy: break down the barriers to access, emphasise learning rather than teaching, and recognise whole persons and their total development as a better measure of success than examinations which assess the acquisition of knowledge. The notions of recurrent education and lifelong education, which had been picked up by the non-government adult education sector, were also relevant to technical and further education.

The committee gave much thought to the idea of a voucher system. The notion that every citizen was entitled to a quantum of formal post-secondary education and training which could be consumed in stages had great attraction. The committee discussed this and similar ideas at length. The fairness of it appealed to all of us. Unfortunately, we tended to baulk at the implementation problems.

The committee began to realise that there were as yet unrecognised barriers to access. Barriers to technical and further education which were unique and often subtle, barriers from poor experiences in primary and secondary schooling years, barriers from the inflexibility of teaching methods as well as barriers through entry requirements, distance, physical access, and so on. Once these factors were accepted, it was so easy for the committee to move into such matters as the recognition of prior learning and the utilisation of mixed teaching modes (or flexible learning) which have been re-discovered just recently. All these elements led the committee to adopt two guidelines which are presented in the first page of the *Preface* to its report.
Recurrent opportunities for technical and further education should be available to people of all ages regardless of minimum formal educational entry requirements or of current employment status. Opportunities throughout life for recurrent education should give priority to the needs of the individual as a person and to his or her development as a member of society, including the development of non-vocational and social skills that affect personality.

The broader the approach in technical and further education, more the likelihood of creating an environment in which self-motivated individuals can reach their vocational goals and in which motivation may be regenerated in people who have lost it. (ibid., p.xvii)

These two guidelines go together with the following statement from the second page of the Preface [to the report].

There are at least two alternatives to the emphases that can be given to the purpose of technical colleges and like institutions. A manpower orientation expresses their purpose as being to produce the skilled manpower necessary to the development of the economy. An educational and social emphasis is on their function to enable people to develop their potential as individuals but within the realities of the job opportunities by means of which they are aiming to use their education to earn a livelihood. The committee has adopted the educational and social purpose of technical and further education as the more appropriate, without overlooking TAFE's vital manpower role. (ibid., p.xviii)

Together these statements mapped out a territory. The committee saw little need to dwell on academic awards as a means of defining technical and further education; to do so was to invite unnecessary arguments with other sectors, particularly advanced education. Rather, the committee needed to describe a learning environment and its potential clients. As we are now aware, the Australian community embraced this new territory or
learning environment with great enthusiasm. The acronym 'TAFE' quickly became the word industry and the community used to describe this territory.

Of course, the committee had to address some matters strategically. Directors general of education had given scant attention to technical education, but when their control over it was challenged, they resisted the possibility that it became a separate agency or that directors of technical education work directly with a national agency. It was directors general who met with ministers about budgets not directors of technical education. Colleges of advanced education were also wary of any new pretenders in the middle area even though their long term objective was the university status they have now achieved. The committee could not guarantee a great deal of assistance from these quarters. The committee did have some natural allies to cultivate but it needed them to work for the same team: the TAFE sections of teachers unions, the ACTU and Commonwealth and State labour departments. Cliff Dolan and George Lees were invaluable lines of communication to the unions and Myer Kangan knew just about every employee in labour departments around the country. The teachers' unions were the most difficult the harness; not for any lack of enthusiasm—quite the contrary. The problem was their indifferent track record in working together nationally. Each State tended to do its own thing. I like to think that the Kangan Committee and the consequent TAFE Commission (and Council that followed) were binding forces for TAFE teacher unions.

The major problem was how to get six State and two Territories to work together. There were striking differences between them: from the highly centralised and quite bureaucratic New South Wales to the unique Victorian systems; I emphasise systems plural. It was always a great sadness to me that Victoria's uniqueness and the inability of national systems to cope with that uniqueness cost Victoria millions in capital money it so desperately needed. Myer Kangan put the first strategy in place when he recommended his committee. Every State was represented as were the trade unions, employers and teachers. The overall strategy for dealing with the State and Territories was consultation, consultation and more consultation. The committee
made itself visible and accessible. It held its meetings in the States. Individual members were given the task of regularly communicating with particular pressure groups and of researching for and writing particular sections. New South Wales saw itself as the senior State and it was very wary of the Commonwealth—imagine if DEET had been invented then. New South Wales wanted to be given its share of the money and to be left in peace. Queensland was equally wary of the Commonwealth. In contrast, South Australia and Western Australia could not have been more co-operative, some said compliant. In Victoria, it was hard to know at times who was in charge of what. However, the constant consultation worked well and there was a strong and enthusiastic consensus between the State when the final report came out. Most of the directors were quick to realise that they had a document they could use to advantage and they had a source of funds which could not be diverted into secondary schools. They now had a national, as well as a state, life and they at last had a forum which wanted their ideas and involvement. The initial suspicions had been largely set to rest and some professional and personal relationships established which persisted through those early years of the TAFE Commission.

TAFE came into being with a much wider client base than technical education. Later some of us realised that it may have been too wide and perhaps its core roles were diluted somewhat. TAFE was asking for its seat at the education table because it now clearly represented a sector of education it could call its own. TAFE had asserted its educational role and few were prepared to dispute this role. TAFE had two sources of funds and they were linked. TAFE has a philosophy and an identify. Committed TAFE teachers began the task of selling their new-found role.

I saw no need to regurgitate in this paper what is in the committee’s report—it is there to read. Rather, this was an opportunity to tell you a little of how the committee went about its task and reveal some of the background issues which needed to be addressed.

I would have to say that Myer Kangan was an extra-ordinary influence on what appeared in the report. He was a leader with a vision. If he manipulated us it was
rarely with guile or by stealth. Myer had a great intellect. He was a caring man who was, unfortunately, burdened with a sharpness of tongue that, at times, could hurt. He worked under enormous pressure. His health was not the best and visibly deteriorated during the life of the committee. At the end, he was exhausted and ill and was lucky to survive the next few years. Myer was not given the opportunity to lead his beloved Department of Labour and National Service but he was asked to be acting chief executive officer for long periods while chairing our committee. He worked us very hard but nowhere near as hard as he worked himself and our executive officer, Des Fooks. He did find it difficult to understand our tiredness after 10 hour days when he usually worked 20 hours. Myer moulded 12 people into a team, worked us unmercifully at times and developed a commitment to TAFE in each of us. Kangan was a big man and we owe him a great debt. This country has the finest technical and vocational system in this region and one of the finest in the world. My colleagues on the committee and I salute Myer Kangan.

Finally to Norm Fisher and his colleagues who first thought of having this commemoration, I would like to say thank you on behalf of the committee and its executive officer, Des Fooks.
The Kangan legacy
The Kangan legacy
5 The clash of the Titans
Kaye Schofield

Led by a new paradigm, scientists adopt new instruments and look in new places. Even more important, during revolutions scientists see new and different things when looking with familiar instruments in places they have looked before. It is rather as if the professional community has been suddenly transported to another planet where familiar objects are seen in a different light and are joined by unfamiliar ones as well.

Introduction

In the normal course of events, our understanding about how the world works grows by accumulation. Then, at a particular point in history there is a break with the past, forced upon us by an event or a pattern of ideas, which makes us see the world differently from that moment on. For some, the acceptance of the new world view is quick, for others it is slower and, yet again, for others acceptance of the new view never comes and continued resistance is the only course of action.

The Kangan report was the first of what will be many revolutions in thinking about technical and further education in Australia. The second revolution for TAFE came in 1989 with the emergence of the unfortunately titled national training reform agenda. For the last five years TAFE has been the site of a titanic struggle between these two competing world views.

In this paper I am trying to explore some elements of the Kangan report which made it so revolutionary and why, even after 20 years, it will not go away. I am also trying to develop some views about the continuity and the discontinuities between the original report and today's thinking about TAFE. I try to do this by focussing on the three parts of the Kangan puzzle.
Kangan was a report which did three things. It provided for the first time a paradigm—a pattern of concepts, theories and values—for what had been to that time—a sort of potpourri of united ends created by exclusion rather than by the incorporation of elements under any particular ideology. It also provided programs with a lot of money attached. The Federal Budget of 1974 provided $96.5 million to be spent on this newly named creature called TAFE over the next two years. This compared with the $106 million that the Commonwealth Government has spent on technical training in the seven years between 1964 and 1971. And it provided processes which acted as a locus for a professional commitment to a TAFE ideal which, even today, 20 years later, is difficult for the subsequent national training reform agenda to quickly eradicate.

It is in the combination of paradigm, programs and processes that the Kangan legacy lies.

The paradigm

The Kangan report was the first articulation of a comprehensive paradigm for technical and further education in Australia. To be sure there had been up to that time observations about aspects of the field, accumulations of received beliefs and facts accessible to the casual observer. But these observations, beliefs and facts did not together form a coherent theory about the rationale and operations of technical and further education sufficient to attract articulate advocates. To gather followers and defeat existing ways of seeing the world, two things are necessary. Firstly the pattern of ideas and values must be coherent and internally consistent and secondly the break with the past must be made explicit.

Myer Kangan believed, correctly I think, that the long-term impact of his committee's report would stem from its philosophical base. In 1984 he addressed the New South Wales TAFE Summer School on his philosophy. He summarised it as five propositions:

1. The importance of the individual
The primary purpose of education is survival

Education is about learning

Teaching is about communication

Education is about preparing individuals to cope with change.

There would be few people in or associated with TAFE today who could fully articulate exactly what Kangan's explicit philosophy was. But without doubt the core concept of the freedom of the individual is implicit in the policies and programs of TAFE today, tracing back in a direct line to the Kangan report. The freedom of the individual to choose the courses that in their judgement best suit their needs, as distinct from those seen by industry to best suit its demands is the site of current struggles in TAFE about 'and industry-driven system'. Kangan understood this dichotomy and made his choice clear.

Those who misunderstand the nature of the person's right to course selection suppose that it should be qualified in some way. For example, some say that he [sic] should limit his aspirations within the practicalities of his abilities. I say let him/her discover the limits... some say individuals should limit their work choices within vocations urgently needed to meet shortages in this or that industry or social field, or to jobs available within a particular geographic area; I reject this.

It is from this philosophical base of the freedom of the individual that those concepts so deeply embedded in TAFE—access (and to a lesser extent equity), the value of local initiative and the concept of need as distinct from supply and demand have grown and are proving so resistant to changed.

The essential break with the past came in the report's positioning of TAFE squarely in the tertiary education sector.

There are at least two alternatives to the emphases that can be given to the purpose of technical colleges and like institutions. A
manpower orientation expresses their purpose as being to produce the skilled manpower necessary to the development of the economy. An educational and social emphasis is on their function to enable people to develop their potential as individuals but within the realities of the job opportunities by means of which they are aiming to use their education to earn a livelihood. The committee has adopted the educational and social purpose of technical and further education as the more appropriate, without overlooking TAFE's vital manpower role.9

Not surprisingly, this was well received by professional educators. Up to this time technical training was generally defined

as the training of persons for engagement in trades, technical occupations or agricultural or other rural occupations.10

However there was not always consistency of definition. Malcolm Fraser also hinted at a broader role when he wrote:

The concept of 'technical training' has been interpreted liberally to meet the needs and aspirations of the community . . . to undertake special courses for a variety of reasons including refresher training or further training to improve their range of knowledge and interests.11

An adequate analysis of the impact of this split between the labour market function of TAFE and the educational and social function is beyond the scope of this present paper, but is I think fundamental to a full appraisal of the legacy of Kangan and to an understanding of the position of TAFE within today's debate around the national training reform agenda.

The rationale for the split may also reflect portfolio patch protection and pragmatic politics. At the time that the Australian Committee on Technical and Further Education was set up, Clyde Cameron was the Minister for Labour and National Service and Myer Kangan was acting permanent head of the Australian Department of
Labour. Kim Beazley senior was Minister for Education. Clyde Cameron was convinced at that time that while technical education and labour market policies were complementary matters and the former indispensable to the development of the latter, nevertheless he believed that labour market policies needed to be kept separate from educational considerations. This theme is repeated throughout the report. Thus began the education versus training debate which we are still having 20 years later.

In order to establish its credentials as a serious contender to the Kangan report, the national training reform agenda needs to break with the Kangan tradition. It is trying to do this by diminishing the role of individual needs and asserting the primacy of a labour market orientation relative to an educational and social one.

Freeing TAFE from a lock-stop relationship with labour market interventions and locating it firmly in the Australian educational spectrum allowed it freedom to speculate, to become more creative and responsive to the demands of the community as interpreted by professional educators. This led to some of the world's most innovative and constructive and successful educational programs for adults seeking to re-enter education or employment and for many early school leavers.

But while Kangan's idea of the educational and social purpose of TAFE took root in TAFE colleges and systems throughout Australia, rising youth unemployment began to cause a major shift towards direct government intervention in the labour market. Labour market programs grew in size and complexity. In 1974–75 total expenditure on the Structural Adjustment Assistance was $51 million. The National Employment and Training Scheme (NEAT) at its peak in 1975–76 spent $39.1 million on employment and training programs. In 1976–77, the National Apprenticeship Assistance Scheme provided $34 million to assist 23 000 new apprentices. Expenditure under the Regional Employment Development Scheme (REDS) peaked in 1975–76 at $123 million. These four initiatives brought labour market programs into prominence in the mid 1970s and marked a significant change in the Government's approach to dealing with labour market problems.
In arguing that the labour market was the context for TAFE courses and that educational and social goals were its rationale the ACOTAFE unleashed a creative dynamic in TAFE which led to a maturing of technical and further education in Australia.

But in doing so the report laid the seeds for the subsequent rise of the national training reform agenda. While strongly arguing for the need for TAFE to remain at all times occupationally relevant and for close liaison between TAFE and industry, more and more power drifted into the hands of increasingly professional and numerous TAFE staff. Industry was marginalised in decision-making and in influence and came to believe that TAFE was increasingly irrelevant to its needs. This was not the Kangan vision. However, I think it is an inevitable consequence of making a sharp dichotomy between educational and social purposes on the one hand and labour market purposes on the other.

A policy for the balanced development of Australia's human resources must take account of a wide range of related policies and programs in employment, education, training, income support, youth affairs, women's affairs, economic development, industry, commerce, trade and technology. There is a requirement for policies in different portfolios to be compatible in terms of their implications for the labour market and for human resource development.14

The post-Kangan history of TAFE can be seen as a struggle from different portfolio perspectives to achieve the necessary compatibility. We have not yet found the synthesis.

TAFE must always form an integral part of the tertiary education system of Australia and attempts to deny that will fail. But while it must be separate from but equal to the university sector, it must also be different and that difference is best expressed by the way it works in partnership with industries, enterprises and communities throughout Australia, and by the way it approaches and gives priority to teaching and learning for individuals.
The programs

ACOTAFE also understood the difficulties of breaking with the past. The committee believes that well balanced development is better served by gradual rather than abrupt changes. Probably the most difficult change to achieve is in deeply entrenched attitudes; these are modified only over time, and in some cases after elderly influence administrators retire from the scene\textsuperscript{15}.

While the philosophical basis of the report slowly infiltrated the TAFE system, presumably at a rate commensurate with the rate of retirements from TAFE, practical solutions to practical problems were presented through financial assistance to the States in the form of capital and recurrent grants and through the report’s conclusions. There were 73 conclusions which sought to express the overall philosophy in practical terms. There were 30 recommendations almost all of which related to the application of Commonwealth Government funds to the State and Territories to support practical action.

TAFE staff at first did not see or touch or feel the philosophy underpinning the report. Rather they began to see and feel the effects of funds flowing into a physically impoverished environment. Staff in TAFE in the 1970s remember that books, slide projectors and carousels began to appear in the libraries. They remember that staff rooms began to appear in new and refurbished buildings and dust extractors appeared in carpentry workshops. They remember their first opportunity to undertake professional development. They remember that questions of course content and of curriculum more generally emerged from teaching which, pre-Kangan was often based on little more than last year’s examination papers and a reading list. They remember that for the first time they had the occasional opportunity to meet with colleagues from other TAFE systems to consider matters of national interest. It was in such simple things that TAFE staff came to feel that the work they did was valued by government and therefore the community and that the Kangan report had substance. It was from such simple things they came to believe they were part of the same educational family. The financial grants to the State and Territories were the
fertiliser which helped the philosophies to grow. Like fertilisers however, if used too long, financial grants to States and Territories can be subject to the law of diminishing returns.

For the purpose of this paper I have chosen to briefly explore areas of TAFE which can trace their origins in an almost straight line to the Kangan report. First, curriculum. Second, libraries. Third, access and equity policies and programs. There are many others including information, advisory and counselling services, teacher preparation and in-service, research, open learning and occupational health and safety; all of which deserve separate and detailed study.

**Curriculum**

A wide range of TAFE curriculum issues were considered in the report including:

- National consistency through national skill and accreditation standards\(^{16}\), through national qualifications\(^{17}\) and through national courses.\(^{18}\)
- Recognition of prior learning: . . . There should be unrestricted access to assessments of knowledge and skills for the purpose of gaining formal qualifications, irrespective of where or how the individual prepared himself.\(^{19}\)
- Occupational relevance: relevance is the key principle in courses. Content must be kept relevant, and little-used knowledge and skills should be removed.\(^{20}\)
- Middle-level occupations: there is no logical reason why the community should not subsidise the vocational education of persons wishing to study for skilled and middle-level occupations at a technical college to the same extent as applies to persons seeking a degree or diploma at a university or college of advanced education.\(^{21}\)
- Co-ordination of on- and off-the-job training: the accumulation of theoretical knowledge and practical experience in industry should, with variations . . . be concurrent, and the curriculum developers should seek industry's co-operation for their effective co-ordination.\(^{22}\)
• Adult learning methodologies: some TAFE institutions persist with many of the processes common to traditional secondary education—processes which assume that adult student needs are little different. The process still adheres to examination dominated curriculum, teacher dominated learning in traditional classroom style, and in the maintenance of such suspect learning devices as compulsory class attendance.23

• General and vocational education: the report identified the need to redesign courses to integrate social and communication skills . . . with technical skills. 24

The funds provided by the Commonwealth Government through the TAFE Commission and later through the Commonwealth Tertiary Education Commission to support the professionalisation of curriculum development in TAFE significantly increased State and Territory and national effort. Much of this progress was stimulated through the formation in 1982 of the Curriculum Projects Steering Group (CPSG) which acted on behalf of the Australian Conference of TAFE Directors and which became in 1988 the Australian Committee on TAFE Curriculum (ACTC) and in 1991 again broadened its role as the Australian Committee for Training Curriculum or ACTRAC and also through the valuable work of the National Centre for Vocational Education Research (formerly the TAFE National Research and Development Centre).

Some of the changes took effect immediately. In 1974–75 a national committee was established to consider the feasibility of a national accreditation system for business studies and electrical engineering technicians. Eventually this led, in 1978–79, to the first national common core curriculum in fitting and machining and then in the electrical trades. This work was of variable quality, being little more than a lowest common denominator distillation of existing State and Territory effort. By 1985 the realisation that more was needed came in particular from the views of nationally focussed industries and national enterprises and from social awareness of work force mobility. The formation of the ACTC in 1987 changed the national curriculum game forever.
Kangan raised the question of differing interpretations of technical qualifications and their recognition, calling for interstate equivalence. In 1985 the Australian Education Council approved the first national system of course nomenclature and classification at the associate diploma and diploma levels. This paved the way not only for a National Qualifications Framework approved by Ministers in 1993 but also for expansion of TAFE effort for the middle-level occupations.

Other changes have been much slower. Even today there is considerable resistance amongst some TAFE teachers to the inclusion of broadening and foundation studies within technical studies on the grounds that they are occupationally irrelevant. Perhaps the Mayer report will have greater impact than Kangan in this difficult area.

TAFE still has a long way to go in achieving uniformly excellent teaching and learning methodologies. There are hardly any studies which systematically analyse and compare the effects of different methods of teaching and learning in vocational education and training . . . However there are studies of the effectiveness of pilot projects of various innovative delivery mechanisms for courses.

And of course we have the problem of the relationship between off-the-job training in TAFE and on-the-job training which is still in search of a practical solution. Part of the failure to find a real solution rests with some of the Kangan proposals. The report argues that:

> maintaining the relevance of content of courses, however, is a task for specialists who can identify and describe the critical requirements of vocations, and jettison material that is irrelevant. The Australian government should help all States to employ and develop more such specialists.

The Australian government did just this, strengthening the curriculum development capability of all TAFE systems. But because the curriculum development process did not allow a sufficient role for industry in determining the much prized relevance, and because course advisory committees were often marginal in the developmental process, the quality of the curriculum
improved in terms of teaching and learning but came to be viewed as increasingly irrelevant to the contemporary needs of industry. Industry, commerce and the community did not feel a shared responsibility with TAFE for training and the dual system of on- and off-the-job continues today with few really effective means of coordination between the two.

I don't believe it is excessive to claim among the Kangan legacies, albeit in a refined and practical form, today's National Framework for the Recognition of Training, the National Qualifications Framework, recognition of prior learning, national curriculum, a systematic process of course revision and an exponential improvement in the quality of TAFE curriculum around Australia.

Libraries

Turning now to the not-unrelated area of libraries, a second major priority area for ACOTAFE, I have chosen to make specific reference to libraries (and the LRCs or Learning Resource Centres) because again there is a linear relationship between TAFE LTCs today and the vision set out in Kangan, and because the emphasis placed by ACOTAFE on libraries is consistent with the overall concepts of flexible lifelong education and learning to learn, which underpin its philosophy.

ACOTAFE visited TAFE libraries around Australia and saw the difficult and often sub-standard environment in which they operated. It recommended that funds be allocated for the training of professional staff for libraries, for library resource materials and associated equipment, bibliographic centres and for the building of model LRCs. Library staff in TAFE in the 1970s describe TAFE libraries stocked with obsolete books donated by nearby schools and the delight they felt when they started to get such 'new technologies' as carousel projectors, televisions and even new books. Between 1974 and the beginning of the 1980s the Commonwealth provided funds to build 23 libraries around the nation. This addressed the immediate backlog and planning for TAFE colleges began to automatically include a library or LRC. By 1987 over 60 library resource centres had been built in TAFE and existing libraries improved. Library resources
have improved dramatically and staffing resources have improved in both numbers and professionalism.\textsuperscript{28}

The commitment to LRCs as a key instrument for establishing TAFE as an equal but separate partner in the educational spectrum and for giving practical effect to self-managed life-long learning expressed in the Kangan report was sustained firstly by the second report on Needs in Technical and Further Education issued in 1975, then by the TAFE Commission and then by the TAFE Council for the Commonwealth Tertiary Education Commission. It has been through this continuity in commitment, the allocation of resources, the professionalism of TAFE library staff throughout Australia and the synergy derived from national effort that, in most parts of Australia, TAFE students have access to the learning resources appropriate to their needs and commensurate with their entitlements. The true integration of LRCs into the learning process is still to come, but with the re-emergence of self-managed learning as an issue for TAFE, this is hopefully only a matter of time.

Access and equity

Turning now to the third of the specific aspects of the report I wish to deal with, access and equity. As Hawke and Sweet have pointed out: the report of the Kangan Committee marked the beginning of a vigorous Australian debate on ways in which TAFE could play a role in redressing social imbalances.\textsuperscript{29}

The Kangan argument goes something like this. Unrestricted access to post-school education is the goal. All individuals have a right to such access. Those individuals seeking a professional career have greater access to post-school education via universities than those seeking to work in trade, technician or careers other than professions. Therefore more places are needed in TAFE. But this is not enough by itself. Some individuals would like to have access but confront barriers. Some of these barriers lie in the TAFE system itself (access curbed by the system\textsuperscript{30} and discriminative access\textsuperscript{31}). Some lie with the individual and, in particular, their previous educational experiences and lack of
awareness of educational opportunities. For some particular groups: women, handicapped [sic] persons and minority groups such as people of ethnic origin and Aboriginal people, barriers are a mix of systemic and individual factors.

It was in this context that access entered the basic terminology of TAFE as meaning different things. At the general level it meant expansion. Also at a general level, it meant the need to transform teaching and learning systems and organisational arrangements in TAFE so that it became more user friendly to give effect to the recurrent education ideal. Again generally, it meant adult education. It also meant taking account of the special learning needs of women, Aboriginal people, people with disabilities, people with literacy difficulties and people from non-English-speaking backgrounds.

These were early days in the understanding of Australia about such questions and we did not have a full lexicon to express the subtleties of the problems being identified. Gough Whitlam in his Policy Speech in 1972 said: The most rapidly growing sector of public spending under a Labour Government will be education. Education should be the great instrument for the promotion of equality. He was of course referring mainly to schools where ideas of equality of opportunity, equity, justice and fairness were more developed and further developed by the Karmel Report on Schools in Australia.

Much was done in the name of access in the decade after Kangan. Firstly, growth and expansion. In the first year for which we have defensible national enrolment figures—1976, there were 768,000 students of whom less than 40,000 were full time. In 1982 enrolments totalled 1,027,000 with 62,000 full-time... TAFE expenditure... in constant values... rose by nearly 50 per cent from $667 million to $965 million.

In the period 1975–82 the participation rates of females had improved, with a 41.4 per cent of enrolments in Streams 1 to 5... and there had been a significant increase in adult enrolments... TAFE was not only the largest sector of education in the size of its population, but the most broadly representative of Australian society in general. Participation in TAFE was uniform, with TAFE drawing its students from all social groups in proportion broadly consistent with their
representation in total society. The question of who was participating in what sort of study is of course a separate question.

For women, access to child care was the big equity issue in the decade after Kangan as more and more women with children sought to re-enter the work force. In 1970 the Commonwealth Department of Labour and National Service had published a study Women in the work force which had established the case for child care and this was picked up by ACOTAPE. However, while TAFE was to be treated as an equal partner in tertiary education, it was destined to be less than equal in the area of child care.

Recognition of the importance of child care has grown gradually over the past decade. However, provision of child care in the TAFE sector has lagged behind provisions in the university and advanced education sectors: in 1984, while all universities made some provision for child care and 15 of the 45 CAEs did so, only 9 of the 250 major TAFE institutions provided child care.

Child care remains a major issue for women’s participation in TAFE but as the number of places has grown over the last decade, other issues signalled in Kangan and new issues of the 1990s have come into prominence. The agreement by State, Territory and Commonwealth ministers to endorse the National Plan of Action for Women in TAFE in 1991 signals just how far women in TAFE have come and how far they have to go in achieving their aspirations through technical and further education.

While TAFE systems could find unanimity in wanting growth and expansion in the name of access, the will to remove systemic barriers to access or to address the particular learning needs of women and disadvantaged groups has been a different matter. By 1987, when Barbara Pocock published her ground breaking report, the problems were clearer, the debate more sophisticated and the systemic resistance more identifiable. In her report she quotes from interviews with a number of staff in TAFE colleges throughout Australia. Although anecdotal evidence, these do give a flavour of the mood thirteen years after Kangan.
We don't want to access to TAFE as it is. We want TAFE to change, to offer more appropriate vocational courses in a more appropriate way. (teacher)

TAFE needs to change to better provide for the educational and training needs of Aboriginals. It's not the case that unlimited doses of TAFE will fix some kind of value 'disadvantage' of Aboriginals. It's more a matter of looking at whether the courses and the environment, the college locations and so on are right. Where colleges have changed, the numbers of Aboriginal students have increased. (Co-ordinator of Aboriginal education program)

The fact that TAFE staff could articulate the problems thus, and that TAFE actually employed Aboriginal liaison officers in its colleges signals the growing maturity of the TAFE system. By 1985, the concept of access had moved towards equity issues and the need for affirmative action stimulated by anti-discrimination legislation in various parts of Australia.

. . . the pursuit of unrestricted access for all to TAFE . . . necessitates the implementation of policies which actively discriminate in favour of those individuals and groups which are disadvantaged by external factors and circumstances. Implicit in Kangan, unrestricted access was a concern for equity.

In the 1980s, those concerned with equity found it exceedingly difficult to change the TAFE system, to make it more receptive to disadvantaged learners with special needs. The consequence was an attempt to create an equity bubble through the development of special access programs. Much outstanding work was done within them, and in some cases they helped build up pressure for systemic change. I believe TAFE has a proud record in this area. But Hawke and Sweet were right when they said that these special programs have been established on the fringes of institutions as a means of accommodating pressures rather than of making basic changes to the power structures of institutions or in mainstream educational provision. The cry became 'from margin to mainstream' and the decline of special programs followed.
There must always be room for TAFE in providing special programs for women and disadvantaged groups and their value will lie in the leverage they can apply to change the TAFE system so that it is truly inclusive as well as in their immediate benefit to students.

I would like to make mention here of recent exciting developments in TAFE in the area of flexible delivery. In November 1992 the National TAFE Chief Executive’s Committee endorsed *Flexible delivery: A national framework for the implementation of TAFE*. It is worth quoting a little from this document.

*Flexible delivery of vocational education and training is aimed at increasing access and participation for larger numbers of learners. It is aimed at providing learners with a greater choice of programs and flexibility in systems of delivery. It is aimed at removing barriers and impediments to learning; and improving the effectiveness and productivity of learning.*

While now firmly part of today’s national training reform agenda, I think Kangan would look at this today and smile with the familiarity of the concept and the recognition of the practice.

**Processes**

Getting the paradigm clearly articulated, and getting practical programs of actions are both important but the need to get the processes right is also important in any revolution.

To build a national system you have to have people working across State and Territory boundaries so that they develop a national perspective and a shared commitment to national endeavour. The myriad national committees that have come and gone (or not gone) over the past years were a central change strategy within ACOTAFE, supported by funding for interstate travel. Throughout Australia there are hundreds and probably thousands of staff who in some way or other have worked on a national project that they cared about and
grew through. TAFE systems might complain from time to time about the number of these national projects but TAFE staff are now so committed to the national path that there is no turning back.

The process of building commitment through shared endeavour underpins TAFE today and it began with Kangan and continued with the strong support of the Commonwealth Government.

Community responsibility and involvement in education was a policy objective of the Whitlam Government expressed in different ways in different portfolios. Involving the men and women of Australia in the decision-making processes of government was intended to bring freshness and responsiveness to government and to make for more creative and innovative government. This went out of fashion in the 1980s but is making its way back as 'community-driven government'. In the report of ACOTAFE this deal found its own expression.

The committee has noted that except for recent action in Victoria TAFE authorities do not have well developed mechanisms for community responsibility and involvement. The committee believes that community involvement in the development and administration of TAFE is highly desirable. However, traditionally efforts in this direction have been weak and most involvement restricted to advisory bodies.

I have not been able to find much written on this matter and I think further work is warranted. College councils throughout Australia have contributed much to the shape of TAFE colleges today. But, with some notable exceptions particularly in Victoria, there is little evidence that the weak forms of community involvement preferred by TAFE systems have generated the creativity and innovation they could have done.

The report was remarkably silent on the question of industry involvement. Apart from emphasising the importance of the role of industry in course advisory committees, there is little mention of industry’s role in the new TAFE system. It is not surprising then that when the national training reform agenda emerged in
1988–89 this was the key criticism of TAFE—that it had lost sight of the needs of industry.

The final process I want to mention relates to empowering staff. I remember the excitement when, as an Outreach co-ordinator, I got my first TAFE grant. The idea that a rank and file person could get some money to do something different was pretty revolutionary. Through small grants to the field to innovate, TAFE staff came to know what Kangan was and came to support the paradigm. Through such grants and involvement in innovative projects, ordinary TAFE teachers became extraordinary and came to feel they could really make a difference. They become change agents. In its own way, I think ACOTAFAE understood this.

*If the preceding conclusions are to have an effective widespread impact on the concepts and development of TAFE it will be necessary to capture the enthusiasms of teachers and provide them with opportunities to gain the background and skills required.*

Any paradigm seeking to overthrow that provided by Kangan will need to do the same: find ways to capture the enthusiasms of TAFE staff, of industry and the community. Capturing them all for a shared enthusiasm will need to be revolutionary.

**Conclusion**

When I accepted the invitation to prepare a paper as a tribute to the Australian Committee on Technical and Further Education, it had been my intention to follow a line from Keith Coughlan as chair of the Commonwealth Tertiary Education Commission when he said in 1984

> TAFE is what happens between teachers and students. Nearly all of TAFE takes place in classrooms or workshops in colleges.

As I began my research I found that there is a reasonable amount of material written on policy and planning issues, on constitutional and funding questions and on national developments and this has been substantially...
improved since the publication of Gillian Goozee's work. But I was surprised to find little written about what actually changed on the ground for teachers and learners. I could have relied on my own experiences running courses for cleaners in railway yards at 1.00am, in parks for Muslim women, in scout halls for unemployed young people. I could have relied on my experiences in trying to convince TAFE teachers that overseas trained tradespeople needed TAFE to help practise their trade in Australia. Or I could have recounted hundreds of examples of outstanding professional work from TAFE staff around Australia who were inspired by the light Kangan lit on the hill and for whom working in Kangan's TAFE was more than a job, it was a vocation. But so little is really known or recorded about these practical matters that I have focussed here on the bigger picture. But the big picture is made up of snapshots and perhaps one day the full story will be told. Perhaps the 30th anniversary in 2004 will be the time to acknowledge the full scope of the Kangan revolution and to tell the story of how it fared in its struggle in the 1990s with the national training reform agenda.

Notes

4 Kuhn, Thomas, S 1975, The structure of scientific revolutions, University of Chicago Press.


7 Ibid.

8 It is a measure of social progress consistent with Kangan's approach to equity that such excluding terms as 'manpower' are but infrequently used in today's discussions about the labour market and the work force.


Ibid., Foreword.

Matthews, J K and Fitzgerald R T op.cit. p.54.

Report of the Committee of Inquiry into Labour Market Programs, 1985, AGPS.

Ibid., p.182.

Australian Committee on Technical and Further Education, op.cit. p.xxxii.

Ibid., p.xxix.

Ibid., p.xliv.

Ibid., p.10.

Ibid., p.xxxvi.

Ibid., p.xxxviii.

Ibid., p.xlvi.

Ibid., p.10.

Ibid., p.19.

Ibid., p.xl.


Australian Committee on Technical and Further Education, op.cit. p.xxxviii.


30 ACOTAFE, p.19.

31 Ibid., p.22.


36 ACOTAFE. op.cit. p.xiviii.

37 Pocock, B, op.cit. p.50.


39 Ibid., p.22.

40 Ibid., p.61.


42 Hawke, G and Sweet, R, op.cit. p.3.


45 ACOTAFE, op.cit. p.xlv.

46 ACOTAFE. op.cit. p.xli.

47 Coughlan, H K, op.cit.

48 Goozee, G. op.cit.
More than any other sector of education, technical education in Australia has, from its earliest development, been uninhibited in expressing the direct relationship between its services and the demands of economic life.

In most of the Australian colonies of the 19th century, the earliest institutional forms of technical education were the schools of mines and the mechanics institutes and, in capital cities, more broadly based institutes such as the college founded in 1878, which became the Melbourne Technical College and later, the Royal Melbourne Institute of Technology. The emphasis in the early days was invariably on practical and utilitarian education and training: on the extrinsic value of technical education for employment and industry development. As a result, people from industry and commerce have always been seen to have a role on the boards of management of the technical institutions, on the sector's regulatory and examining bodies and in influencing the content of its courses.

Kangan, however, gave emphasis to the intrinsic value of education in the sector which, following his committee's report, became known as TAFE. He believed that it was a fundamental pedagogic principle of TAFE to utilise vocational education and training to deliver more broadly based education.

Although the Kangan report built on the history and philosophy of the established technical and further education systems, the reforms which it advocated were founded essentially on a sociological view of lifelong education. Kangan wanted the report to persuade Australians that the notion of 'going on after secondary school' was not just for the select few.

The vision of the Kangan Committee was made clear in their report:
Technical and further education has too often been thought of as something different from a tidy mainstream of education—primary, secondary and tertiary. The proper perspective for the fourth quarter of the twentieth century is for technical and further education to be seen as an alternative—neither inferior nor superior—to the other streams of education, but so organised as to enable interchange without personal disadvantage (Kangan M, 1975, p.xxiv).

So too did the committee make clear the emphasis which they wanted to see in TAFE:

The committee has adopted the educational and social purpose of technical and further education as the more appropriate, without overlooking TAFE's vital manpower role (ibid., p.xviii).

That vision for TAFE, and certainly the emphasis on broader educational and social purposes, has never been fully realised. Almost from the start the focus was on training for labour market needs. It is useful to consider why that was so, given the persuasive argument of Kangan and the absence of any clearly expounded alternative philosophy. The context in which the Kangan report was launched provides a large part of the explanation.

The context for Kangan

The industrial growth which followed the Second World War was largely supported in terms of skills by the immigrants who came in large numbers from Europe. During the 1960s, recognition of the need for Australia to learn more of the training systems which produced the migrants' skills led to questioning of such a large reliance for industry development on the immigration program and to growing interest in improving the nation's training performance.

Recognition that many European countries had reconstructed their vocational education and training systems, and that the old methods of assessing the
qualifications of migrants were increasingly irrelevant, gave rise to the tripartite mission in 1968-69 to study European training and skills. The report of that mission (the Tregillis report, The training of skilled workers in Europe—Report of the Australian Tripartite Mission) marks a watershed in Australia's development of industry training.

The mission reported that European governments were giving far greater attention than was the case in Australia to improving training standards and developing new systems of accelerated training. It also found that those developments were being strongly supported by employers and trade unions, resulting in greater financial investment in vocational training.

The mission concluded that:

In terms of long term benefits to Australia, an updating of the migrant selection criteria is but the first result which should flow from our report. We believe that a lasting and perhaps even more valuable contribution will accrue from an early consideration of our study of the developments in vocational training in Europe and what it can achieve in a re-thinking and updating of training for skill in Australia (ibid., p.84).

Following the Tregillis report, in May 1971, the first National Conference on Training for Industry and Commerce (Training for industry and commerce) was held in Canberra and attended by over 300 delegates representing Commonwealth and State governments, major national employer organisations and trade unions, professional organisations and educational institutions.

From that conference emerged the National Training Council, a tripartite body funded by the Commonwealth Government to advise on training needs and systems. The council spawned both national and state industry training committees to provide advice on training in specific industry sectors. These bodies attempted to bring some co-ordination to the various training activities of employer groups, trade unions and training providers. A great deal of their effort was devoted to finding ways
of funding the arrangements and of organising effective delivery of training.

The British industry levy/grant system was the subject of a great deal of investigation by a number of industry training committees but nothing similar emerged in Australia for nearly two decades. The National Training Council and its industry counterparts had to rely on persuasion to increase support for skills development.

With the election of the Whitlam Government there was a zeal for reform. A host of national enquiries were established to examine ways of improving Australia's industry and economic performance and equipping the workforce for a more competitive world.

Three of these enquiries had a particular bearing on the development of training in Australia and the emergence of post secondary technical education from relative obscurity.

- *Australian labour market training*, the report of the Cochrane Committee of Inquiry in labour market training;

- *Manpower policy in Australia*, one of a series of OECD reviews of manpower and social policies;

- the report of the Kangan Committee on Needs in Technical and Further Education.

It was from the Cochrane Committee's report that the National Employment and Training Scheme (NEAT) emerged in October 1974 with the objectives, among others, of increasing the overall level of skill in the labour force and facilitating the restructuring of the workforce.

By the end of June 1975, nine months after the scheme commenced, about $39m had been spent on NEAT, and it was running well ahead of budget. Between October 1974 and June 1975, more than 18 000 applications had been approved of which 53 per cent were from females. Almost 80 per cent of successful applications were from those aged over 20 years, and 44 per cent were from persons aged over 30 years.
This was the period when, for the first time since the mobilisation and demobilisation programs of the 1938–45 war, Australia developed an array of significant labour market programs. The programs and expenditure on them burgeoned, as table 1 illustrates:

**TABLE 1:** Summary of expenditure on Commonwealth Department of Labour Programs, 1975–1980

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<tbody>
<tr>
<td>Manpower and Training</td>
<td>172 504</td>
<td>33 055</td>
<td>86 560</td>
<td>120 855</td>
<td>56 560</td>
</tr>
<tr>
<td>Apprenticeship Support</td>
<td>34 900</td>
<td>43 715</td>
<td>32 500</td>
<td>36 100</td>
<td>45 185</td>
</tr>
<tr>
<td>Other</td>
<td>-</td>
<td>575</td>
<td>5 740</td>
<td>10 870</td>
<td>12 070</td>
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<tr>
<td><strong>Total Expenditure</strong></td>
<td>207 404</td>
<td>77 345</td>
<td>124 800</td>
<td>167 825</td>
<td>113 815</td>
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(Source: Kirby P, *Training schemes, job creation schemes and Employment Subsidies—The Australian experience*)

The Commonwealth's share of public funding of education leapt to 45 per cent in the mid-1970s following the education initiatives of the Whitlam Government. (This included a rapid growth in expenditure on TAFE which lasted to the mid-1980s). With this sudden attention on labour market policies and programs the scene was set for the emergence of TAFE.

**The emergence of TAFE**

The Whitlam Government had a belief in the practical instrumentality of education derived in part form the analysis of the OECD review which suggested that economic growth was closely linked to education and training. The Kangan report provided a means whereby Australia could join this largely European movement and
embrace the economic theory in a way which was responsive to the ideology of the government.

However, while the Kangan Committee had been set up at what was the later to be seen as the end of the golden age of full employment, it was born into economic recession and rising unemployment. The years 1975 and 1976 saw a major deterioration in Australia's post-war record of full employment. TAFE was no sooner christened than it was asked to develop programs to relieve unemployment, particularly among the young and educationally disadvantaged. The most demanding part of this role was to devise full-time vocational education and training programs of relevance to those who had previously found little by way of success in formal education settings: programs leading directly into employment.

The report, and the environment in which it was released, brought forth immediate additional funding support from the Commonwealth for infrastructure, quality improvements, staff development and equity/access programs. This support was accompanied by the abolition of tuition fees for TAFE vocational education and preparatory courses. These actions provided the basis of a rapid growth in TAFE enrolments which far exceeded the Kangan Committee's projections. By the end of the 1970s, enrolments had almost doubled the committee's estimate of 50,000. Participation by women had also greatly increased, nearly doubling to 47%.

The effect was to broaden the occupational base of TAFE vocational courses and extend dramatically the participation in technician, post-trade, other skilled and preparatory courses, strengthening the links with the industry.

The Commonwealth Government also put in place arrangements to continue the attention given to TAFE as well as result of the Kangan Committee's report.

The establishment of the Australian Technical and Further Education Commission (TAFEC) and its successor, the TAFE Council of the Commonwealth Tertiary Education Commission, were influential in
acquainting successive Commonwealth governments with the development needs of TAFE systems. Their reports secured funds for capital and equipment requirements, for furthering equity and access objectives, for addressing staff training needs, for curriculum development and for other support services.

This was all in accordance with the Kangan report, but the industry and government stakeholders continued to place emphasis on TAFE's role in industry training.

In a paper to the first national conference on TAFE in 1976, Keith Coughlan, the chairperson of TAFEC, had this to say about the role of TAFE:

_The question is whether TAFE is really in education at all or whether its main focus is training. To quote a business executive with whom I was discussing TAFE some months ago: 'Why is it TAFE and not TAFE—technical and further training?' Those of us with a direct concern for TAFE tend to bridle at the question, but it is an issue._ (Coughlan K, 1976)

While seeking to maintain the philosophy of Kangan in terms of life-long education, reports of TAFEC and its successor continued to lay claim for resource priority on the system's contribution to labour market policy objectives. For example, the report of TAFEC for the 1977-79 triennium made the case for additional courses thus:

_Since the 1950s, the labour has responded to changing needs for skills through new additions—in particular immigrants—and the adaptiveness of a young labour force. In the future these entrants will not be sufficient to provide that desired degree of flexibility and mobility to the labour force. The focus, therefore, must increasingly be on adapting the existing labour force, both with respect to the upgrading of existing skills and the transfer of workers from declining to new skills._ (First report on the Technical and Further Education Commission, 1976.)
From this point onwards, TAFE has moved ever closer to its labour market role. That association was clear in its early beginnings, reinforced by the emphasis on vocational training immediately after World War II. As the post-war full employment record tumbled, in the 1970s and 1980s, TAFE’s links to employment and industry training continually strengthened.

From the middle of the 1970s there was pressure for more and more of industry’s training provision to move from the firm to TAFE colleges. Major industry training centres closed or were substantially reduced. Joint developments between industry and TAFE (encouraged by Commonwealth Government funding for skill centres) saw a variety of centres develop where industry training activities became located on TAFE college campuses.

From the beginning of the 1980s, when another economic downturn saw a marked increase in unemployment rates, particularly in the 15–19 year age group, various education and training programs were introduced to assist the movement of school leavers into the workforce. The Education Program for Unemployed Youth, the Transition from School to Work program, the Participation and Equity Program, the Community Youth Support Scheme and the Youth Training Program were in turn introduced and then replaced, as means of addressing the problem. They were a combination of education and labour market programs, partly delivered through TAFE colleges and managed by either the Commonwealth Department of Employment and Industrial Relations or the Commonwealth Department of Education or both.

During this period, places in full time pre-vocational (trade-based) courses in TAFE increased, initially as a response to reduced apprentice intakes in the early 1980s but eventually as an alternative preparation for entry to a career in the trades. After initial opposition from some sections of industry, these courses were accepted as an important full-time vocational education option for youth, and the demand from school leavers for places increased. They became another avenue to trade training and a basis for different combinations of TAFE and industry interaction.
At the start of the 1990s, the Hawke Government was continuing the policy emphasis on labour market reforms, particularly the endeavours to raise productivity and competitiveness through education and training.

The report of the ACTU/TDC Mission to Western Europe, *Australia Reconstructed*, in the late 1980s was influential in persuading the federal government to give even greater attention to training and skill formation. The report led to unprecedented attention by governments, trade unions and employers on the restructuring of industry awards, skill classifications and the organisation of workplaces. In 1991, the federal government introduced its training guarantee levy of a one per cent 'tax' on payrolls of gross annual costs of $200 000 or more. The proceeds from this levy were to be used to provide additional resources to TAFE systems.

Expenditure on TAFE systems in Australia by the end of the 1980s had reached almost $2 billion per annum, of which a significant and growing proportion (estimated at over 10 per cent) was then being generated from fees and charges for services. This growing importance to TAFE of generating income from fees and services to industry, together with the introduction of the training guarantee, gave industry a far greater influence over and ownership of the training which TAFE provided.

The drive by the federal government to increase the industry of the products and delivery of TAFE services was aided by the fact the Commonwealth contribution to the recurrent funds of TAFE had become the principal determinant of the new directions and initiatives for the systems.

**Reflections of Myer Kangan**

Myer Kangan provided some personal observations in a speech, seven years after his committee had reported, on how he believed the report had been received and implemented:

*It needs to be said immediately that the Kangan report made an impact on education in Australia,*
on technical education in particular, on further education (or what is still called adult education is some places) and on the attitudes of many, many people.

That having been said, however, the Kangan concept of TAFE succumbed partly to a poverty status that was too deeply embedded in the mentality of Commonwealth politicians and Commonwealth Public Service administrators. Although its financial status rose relatively to a previously-undreamed-of level, the vision provided in the report about what could be failed to overpower the political uncertainty of that period and of the years that followed. (Kangan M, Kangan seven years on)

It is clear from that speech that Kangan expected there would be some resistance to the changes advocated:

My committee had new ideas and fresh slants on existing ideas. It was aware that its new ideas challenged existing beliefs, attitudes, emotions and purposes. It knew that some resistance would arise, perhaps a great deal of resistance. (Ibid.)

With the benefit of hindsight, Kangan also saw that the economic environment had deteriorated significantly from the time his committee was appointed to the time when the government came to consider its report:

the socio-economic climate of 1973–74 was just right to receive the concepts of the Kangan report. New social policies were emerging that had as their context, among other matters, full employment, alternative values in life styles, a world-wide questioning of 'economic growth for its own sake', a concern for the preservation of life in all its forms, the rejection of war and of wilful damage to local ecologies.

And suddenly came economic upset and a backswing of the social pendulum which has not yet returned to its pre-1974 era. (Ibid.)
The vision he had of what TAFE should be had not dimmed in those seven years as he repeated to his audience the concept spelt out in the report. And he clearly felt, reflecting on what had happened, that the Kangan Committee's concept had not been fully accepted. Kangan went on in that speech to advocate that the TAFE systems should be focussed on recurrent education:

*I see no need to dilute the proposed shift. It can be avoided, if the TAFE authorities are strong enough in character to proclaim that they are educational authorities, not manpower nor employment departments.*

*It is the responsibility and the role of labour departments and employment bureaux to worry about manpower policy. TAFE only weakens its educational independence if it claims to be part of the policy of the nation.* (Ibid.)

**The legacy**

Well over one and a half million Australians now enrol in TAFE each year and over 90 per cent of the student hours they generate are in vocation courses and courses preparatory to entering work or other education and training. This is probably not the balance which Kangan envisaged, but is in keeping with the earlier days of technical education.

Since Kangan, TAFE has undertaken major revisions of its curricula at both detailed and structural levels; achieved major reforms of its assessment, accreditation and delivery processes; and become more entangled in a range of industrial and political issues, not least of which has been its funding arrangements.

The moves in recent years to adapt to the learning numbers of mature aged people—with development of self-paced systems, open learning approaches, modular course construction, greater recognition of prior learning, credit transfer and articulation, and competency-based assessment—while compatible with industry needs, are
well in keeping with the Kangan philosophy of recurrent education.

I believe it is fair to say that the Kangan report began an irreversible process of student-centred and student-managed approaches to learning in TAFE which Myer Kangan believed would severely wound 'the notion that TAFE is the passive servant of industry and commerce' and ensure 'the primacy of TAFE colleges as educational institutions in contrast to mere training centres.'

Myer Kangan would also be pleased to have witnessed the growth in the use by TAFE of what he described as education technology:

> Seven years ago when we used to talk about this technology in committee, we had only vague ideas about domestic taping of TV programs. Now every child knows about it and how to do it. Think of the teaching manpower it would permit to be converted into individual or small group tutors where they are most needed.

> In the 1980s our technology would enable the best teachers is State, or in Australia, or in the world to be brought into almost every classroom, and their sessions replayed as often as the students require. The television possibilities are limitless and so also are the video-cassette possibilities. (Ibid.)

The Kangan report undoubtedly brought a new respectability to technical and further education—a new image that highlighted the place of TAFE in post-secondary education. In advancing the finding needs of TAFE, the report resulted in modern colleges, library resources, counselling services, curriculum development and staff development programs.

As Robin Ryan, from the Department of TAFE in South Australia, recently reminded us (ACE News, March 1994):

> Kangan deserves its place as a sectoral icon, because it was remarkably successful in instilling a sense of identity in an area of education that was fragmented and little regarded. It gave the
Looking back from 20 years on, I think Myer Kangan (who started life as a teacher and was always the perfectionist) would have agreed with Robin Ryan's conclusion in all but on respect. He would undoubtedly have drawn satisfaction from the legacy the work of his committee left to TAFE and more generally to education and training.

Nevertheless, I believe Myer would have felt some disappointment that his concept for TAFE:

... an alternative—neither inferior nor superior—to the other stream of education but so organised as to enable interchange without personal disadvantage ...

had not been fully realised, although he would have paused, nodded agreement, and taken some comfort from the view of the OECD that:

... there will always, of course, be differing emphasis between courses with a particular labour market orientation and those with a greater academic flavour. But the traditional distinction can wrongly imply that schools, colleges, or universities providing so-called 'general' programs are concerned exclusively with individual development and the learning of knowledge for its own sake without any labour market orientation. This... is far from accurate. To interpret 'vocational' as learning that is unconcerned either with abstract reasoning or theoretical content, or the development of other social habits and skills, is no more valid. (High quality education and training for all, pp.71)

Undoubtedly, however, Myer would have drawn much more satisfaction from the statement of an industry leader, Brian Finn (chairperson of IBM and the Australian National Training Authority):
Ongoing learning will become part of productive work. Traditional notions of separation between education and work, especially the notion of a one-off period of education followed by employment will be replaced by an integrated concept of work intertwined with lifelong learning commencing with post-compulsory education and training. (Young people’s participation in post-compulsory education and training, pp.6-7)

"There", Myer would have said with the utmost conviction, "they are taking note of our report at last!"

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Future directions
Introduction

It is my task in this seminar to speculate about the future of the TAFE sector. In doing so I am reminded of how cynical some people have been about future hopes, plans and aspirations. Albert Campus, in his uniquely depressing way, once wrote: 'The future is the only kind of property that masters willingly concede to slaves'. I hope this was not the motivation in asking me to take a 'futures' perspective for this symposium.

We should not look at futures for technical and further education, how dated that phrase now sounds, without providing some perspective on the major issues the country itself will have to address in the period ahead.

In reviewing these issues and how we may respond to them we should remember Australia has not been a country prone to revolution. Change for us is measured, ongoing, and at a pace that provides some discomfort, but not sufficient for those affected to rise up much further than a rowdy march in the streets. Our changes are contained and controlled, dependent on democratic processes and evolution to bring them about.

Issues facing Australia may be succinctly expressed in terms of the following questions:

- How will we manage Australia becoming a republic independent of our history and ancestry?
- How will we achieve reconciliation with the people who owned our country for tens of thousands of years?
How will we build trusting and mutually beneficial relationships with the rapidly growing countries in our post-colonial region?

How will we manage Australia's unwieldy and often inefficient State and Federal structure?

How will we build a country which is self-reliant, skilled and about to grow economically in a world market place?

How will we assist people to live happier, more productive lives, with a good standard of living in an ever changing environment where there is a growing disparity between the rich and the poor?

There is no specific order to these national issues. They will all impinge on what we do in vocational education and training. The extent to which they affect people will parallel the extent to which we will need to respond in the TAFE sector.

Headache enough, you may say, for our nation as a whole when looked at together. Yet we are addressing all of these in ways we could not have dreamed possible even a decade ago. We are growing up as a nation. As a country we at last realise that 'we have met the enemy and it is us'. We are growing up, too, in terms of the importance we now place on education and training as a key factor in change and as a critical component of economic well being.

Phases in the development of technical and further education

This Kangan symposium gives us the opportunity to look at the issues: to project ahead, to think our way forward as it were. It seems to me that our TAFE systems are entering a kind of third phase of enterprise development.

Phase 1

The first phase has been well described in Des Fooks' paper to this symposium 'The life and times of Cinderella', where he outlines the development of technical education up to Kangan. He describes such
'individual entrepreneurs' as Governor King and Governor Macquarie who established the orphan schools for girls and boys to be taught the various arts of domestic economy and trades. Mechanics institutes were established with considerable enthusiasm as well as specific colleges for mining, agriculture and engineering. There were also private schools to teach clerical and other skills mainly for girls, and of course the WEA and adult and continuing education of varying kinds.

Vocational education was inchoate, characterised by a few entrepreneurs with relatively narrow vision for very specific areas. The period was ingenious and unpredictable; their successes and failures frustrating for those endeavouring to develop the area without sufficient resources.

Each relatively small enterprise connected in its own to its own community, serving it with individual enthusiasm. It was a time for occasional madmen with missions, some conceived from overseas and some home grown. There was little pattern and no clear goals but on a case-by-case basis there was commitment, ideas, but no template for co-ordinated action.

Phase 2

From this beginning was injected the Kangan review to initiate the second phase in the development of technical and further education. This second phase is indeed the one we are celebrating at this symposium. The individual ongoing activities that existed by the 70s needed co-ordination, a clearer vision, a focus, a pattern for their organisation into a large whole, and above all, money.

In this second phase, the State TAFE bureaucracies developed, coming out, as it were, from the closets of the education departments and being organised into bureaucracies of their own. There were moves for uniformity, with clear direction coming from 'the top'. Successful formulas were repeated—new colleges built, mostly carbon copies of each other. It was a significant period of growth, but through limitation—the sector would do what schools and universities did not. There
was a common focus on equity and accessibility through the provision of facilities, and the opportunity for a 'second chance'.

It was time of the sharp erecting of walls between the three sectors, which emerged during the 70s as clear entities. There was little creativity: heavily controlled expansion funded by governments saw to that. There were incremental improvements, the focus was on courses, teachers, facilities rather than customers. In other words, the TAFE sector was born, evolved, and is now being tested as to whether it can adjust to meet the new needs, particularly as required by the so-called national training reform agenda and by the fact the clearly defined second phase approach is now breaking down.

Schools are moving into vocational education as their post-compulsory clientele is changing; universities are broadening the nature of what they teach, much of it in the new vocational areas; private providers and enterprises are being supported with government money to apply to training; adult and community education is becoming more vocationally directed; overseas markets beckon as increasingly Australia's enterprises see an expansionary future overseas; the whole of technical and further education is clearly 'a-changing', along with almost everything else.

Phase 3

A thesis of this paper is that the sector is now facing change of a kind that will require TAFE systems to enter a third phase in their development as enterprises. It will not be sufficient for TAFE institutions to do things differently: to hone the Kangan agenda more keenly. TAFE systems are finding themselves having to do different things.

As the pressures for change impact more and more heavily on TAFE systems, so competition within the systems for resources will increase. Already we are seeing considerable reduction in metal and manufacturing trades, motor trades and the like—the heartland of the Kangan TAFE systems. Already the new areas of
hospitality, tourism, computing, business studies, child care, horticulture are finding they can do things differently and be more effective at reduced costs. As well, the systems are doing different things with training on the job, in the home and at times which suit the new clientele who have to fit their learning around their job.

Costs of delivering training in the traditional way are increasing and it is becoming less relevant to our customer needs. The absolute size and our share of our traditional markets is declining and new markets with new demands are replacing the old. Soon increased competition will bite in a way never dreamed of in the Kangan years. Productivity has been a recent focus and cannot increase much unless there is dramatic change in work practice, including, for example, the deregulation of class size and times and the increased use of multi-mode delivery.

The classic question for TAFE systems is to make it possible to have people learn in settings where the group is small at a similar cost per student to that where the group is large. In other words, a class size of five can no longer cost the same as a class size of 25: it must become much closer to 20 per cent of that cost.

The answer to the previous and many other questions in the TAFE sector will increasingly come through the use of technology. Those training suppliers that use new technologies will be the ones to come out on top in the competition ahead.

In the TAFE systems of the future, two sets of activities must happen together: the core business will be enlivened by innovation at the same time as the organisation will renew itself through new ‘product’ demands by inventing new courses, new delivery methods, to meet new expectations of students and their employers. As the economic base of the country changes, so our skills mix changes and in the process TAFE institutions themselves change. And change in our TAFE systems will come not so much because of engineered competition, but because they will have to adapt to all the industry and community changes going on around them. Customer service is a much bigger driver than competition.
In this third phase our core business will change substantially: the interaction of core business demands with new business needs will change things for all time. The managers in this third phase, rather than maintaining and developing systems as in the second phase will be fostering creativity, watching indexes, benchmarks, efficiency and quality indicators, to act on them, and will know their customers and clients well. They will realise that the organisation is only as good as its staff and so will watch morale, develop leadership skills and will expect commitment to a common vision. Training within the TAFE sector itself will be crucial: 'trainer, train thyself' will be fundamental to the change process.

The focus will be on quality at all levels, not just because of industry expectations, but because it is only through a commitment to quality that the dual processes of renewal of the core business through innovation and expansion into the new areas through invention can operate continuously. The TAFE systems in the third phase will recognise their inter-dependence with other organisations and will be able to place themselves in a global setting, consistent with the major national issues I outlined at the beginning.

A difficulty with the training reform agenda is that it proposes second phase solutions to meet third phase issues. Action in the third phase will not so much be at the top with grand schemes and overarching structures, but rather where the customer meets the supplier. It is at that level where we will have to respond to changing customer needs, use innovation to beat a growing competition, add new and different value to the students we help learn.

There will be new partnering arrangements with customers integrating the supply and demand sides in new and creative ways. Our client base is changing not only to provide for more full-time students, but also to meet the needs of that large proportion of the workforce that has had no formal education and training post school. TAFE institutions are going to be doing things in this third phase that a decade or two ago would have extracted the comment 'over my dead body'. It is
pleasing to see so many have already begun to take up the ‘third phase’ demands.

Kangan themes

I would now like to return to the Kangan report and extract some of the Kangan themes which may still serve us well, perhaps viewed differently, as we move into the third phase in the development of the vocational education and training enterprise.

These include:

- a new emphasis on the educational responsibility of TAFE systems to individuals to develop their skills in a holistic way in terms of vocationally-oriented education;
- a clear statement that general education needs to be seen as relevant to vocational purposes and vocational education in turn needs to become more general in its approach;
- strong advocacy for the TAFE sector to be recognised as a strong and valid alternative stream of education and should be neither inferior or superior to university education. Kangan strongly reaffirmed that education is about learning, whether for applied and practical skills or for more academic and theoretical skills;
- the need for a separate TAFE sector with governments respecting and strengthening the sector’s institutional and professional base by developing its curriculum, offering staff development, student learning facilities and learning support, as well as maintenance and capital facilities.

Can any of us deny that these themes are as relevant today and into the future as ever? Yet we know there have been inevitably in the 20 years that have passed political, environmental and value shifts that the committee headed by Kangan could not have foreseen. Those having the most impact include:
The (sometimes uneasy) alliance between government, business and unions to foster growth and economic security through restructuring at all levels. This has included a shift to a more bipartisan support for the controlled use of market forces and competition to encourage and to produce efficiencies and greater responsiveness to customers needs.

It has also produced a legitimate and welcome demand from industry to have a greater involvement in shaping the goals and planning of vocational education. This has sometimes led us to token slogans like 'industry driven' which fail to recognise the dynamic interrelationships needed at all levels to develop effective and responsive curricula.

This alliance has also led to some very changeable positions on the ongoing issue of what should be the relative shares in paying for vocational educational and training—how much should industry's share of the cost be?

How much government and how much the individual? These proportions now vary from State to State, employment area to employment area and year to year. This debate will go on, but one would expect a national system to work toward at least some national consistency.

Next, there has been a growing tendency, as the rate of change speeds up, to focus on the immediate and the instrumental rather than on holistic long-term development. Decision making has frequency behaved as if strategies like competition, CBT (competency-based training) or even Australia's international competitiveness are ends in themselves rather than means of increasing community welfare and the standard of living of the whole population.

Kangan had some succinct thoughts on this subject. He said: 'One thing, however, seems clear, and that is the acceptance of a belief that people do not exist for the good of industry but rather the
reverse, that industry and commerce exist for the good of society.

- International economic shifts are focussing Australia much more on Asian countries as trading partners because of the way in which numbers of Asian countries are becoming the fastest growing economies in the world. This is now widely recognised in Australia in theory, if not yet well incorporated into practice. International markets for training will fluctuate as they do for other products and services but Australia has natural attractiveness in the Asian region in terms of costs, positioning and quality.

- The persistence of high unemployment is, in part, resulting from investment in technology rather than labour as a means of increasing productivity. Those who were part of the Kangan exercise could not have foreseen this development, but no doubt they would have seen, as we do today, ‘training’ as an essential component of solving the unemployment problem. Attempts to reduce unemployment will be a critical issue in the decades ahead, particularly now we are part of the international marketplace, where its vagaries can have more effect on our unemployment than our own attempts to fix it.

In the early 1970s we were all conscious of the labour saving implications of technological change but we all colluded in seeing rapid technological change as inevitable and therefore tried to focus on its positive potential to free people to self development, leisure and increased citizenship. We have not achieved yet a fair balance for all to achieve a quality life through quality work and quality education and training.

The continuing values and themes

Any seminar on the Kangan report on future directions must focus on those themes of Kangan which are more
durable and which will remain important to TAFE systems in the period ahead.

The first durable theme is a focus on the vocational education of the individual. In a sense this is not so very different from the current focus on the customer and from the point of view of TAFE systems, clearly the primary customer is the student, with educational content and priorities based on current and future requirements of the community and of industry.

A further assumption underlying this theme is that individual students, in consultation with their employer as necessary, are the best people to make choices about their future training and career direction and these choices will continue to be made throughout their lives. Forecasting for and responding to student demand is still the most reliable form of long term planning for future development. Students are the planners with the greatest incentive by far to seek out all relevant information to make the best decisions about their vocational training choices. The dilemma remains and requires considerable thoughtful attention over the decade ahead to reconcile general skills for any work with specific skills for specific employment. It is too simplistic to have simply a contract between worker and employer. The issue is much more fundamental, and relates to the kind of community we want to achieve.

Individual choice and freedom is always moderated by resource constraints; however, the failure of centrally controlled economies and of collective control of individual aspirations demonstrates clearly for us the inefficiencies of trying to build a system based on ‘planned’ assumptions of either government or of the enterprise about the ‘appropriate’ training for individuals. This dilemma must be more effectively addressed in the decade ahead.

A second durable theme was Kangan’s focus on education for employability and citizenship of people seeking practical, manual and applied occupations.

This approach recognised that, in today’s jargon, effective customer service for a student is not necessarily to equip them for a specific job in a particular enterprise. Rather,
most students, particularly those at entry level, need to acquire skills for a range of jobs in an occupation along with the skills to continue learning and adapting for the future.

Kangan’s focus on education recognised that learning must pay attention to individual differences in learning style, to current aspirations, to social and educational background and to previous educational disadvantage: all good stuff to take forward into the next century.

In Kangan’s terms education also meant education of the whole individual. We are coming to recognise more clearly that it is not just ‘professionals’ who need to learn about the social context and implications of their work. A plumber or mechanic or dress designer needs to know about such things as the environmental impact of their work, the market context in which they will be selling their skills, and ways of identifying and adapting their work to changes in social values and economic circumstances.

A third enduring theme is the importance of developing the individual components that go to make up technical and further education into a separate high quality sector of public education. This means paying concurrent attention to developing the quality of the educational infrastructure of our TAFE systems in terms of staff development, curriculum development and student educational support, as well as continuing to fund the capital infrastructure of the system. Superficial approaches, false economies and short-term thinking will not achieve the world class TAFE systems we are seeking for Australia as the core of our vocational education and training system. One of the most chilling sentences I have heard since heading the NSW TAFE Commission was ‘It’s only TAFE; it doesn’t matter!’

At the same time we must not ignore the significant amount of training which is undertaken through other avenues such as government subsidised ‘on the job’ training, individuals purchasing training from private providers and enterprises providing in-house training. On the contrary, continuing the development of strong-TAFE systems means ensuring that the high quality core of the overall vocational education and training system is
maintained. It will be for TAFE systems to provide leadership in educational quality, expertise and resources for the whole of the vocational education and training system, and any eroding of this in the future as a broader vocational education system becomes established will only weaken the whole system.

The TAFE system, and particularly in its core business, has been a remarkable custodian of quality. When someone has been trained through TAFE they have generally been well trained whether they be plumbers, carpenters, computer operators or chefs. Staff have been particularly keen to see that the standards and skills of their vocation are properly transmitted. We must build on this commitment of quality to broaden its range and deepen to a pursuit of excellence which always has been the mark of a true artisan.

The issue of upgrading and safeguarding the identity and high regard held for TAFE systems gives us pause for thought about whether current simplistic approaches to competition are the most cost-effective ways of producing quality improvement and whether we are searching for improvement in the right places. Approaches such as open bidding and open tendering, or governments funding the development of a system of private providers to parallel the TAFE system may have the effect of cutting supplies up even smaller than we do already with the eight separate State systems. Perhaps a national TAFE system will need to be considered as a corollary of a national approach to training.

It is difficult to find a competitive arena either in private or public enterprise to assist us in knowing where competition in vocational education might lead. Competition does not necessarily provide an improved product, nor does tendering necessarily improve efficiency and quality. Is the training equivalent in competitive terms of an 'Optus-versus-Telecom' likely to occur? Or is it 'Woolworths, Coles and the corner store'? All these comparisons are too simplistic. There are fields of endeavour: defence, libraries, public service where other means than competition can improve customer service. Besides, in a country of 17 million people, we can only afford one BHP and, as with BHP, competition increasingly will not so much be national but
international and it is international comparisons of quality that will be important.

In the provision of diverse and complex human services such as education, private and public sector imperatives are frequently different. Imagine it in business terms: imagine we have a choice of making a 50 per cent profit on a turnover of $20 million, by concentrating on high profit areas, and training fewer students at a greater profit, or making a 10 per cent return on turnover of $30 million, by training a greater number of students across all areas. Which should providers choose? Which should governments choose? Currently, most TAFE systems would choose to educate the greater number of students, rather than to maximise profit. The proponents of competition as a universal 'cure-all' could reflect on whether TAFE systems should be aiming for a return on investment (profitability), or achieving maximum sales (that is, educating the greatest number of students —increasing the total amount of training undertaken in Australia). In the decade or so ahead we will have to work through issues such as these.

Barriers to change

Why is it that some of the values and philosophies of the Kangan report have not yet been fully implemented? No doubt the forces ranged against some of these fundamental principles will continue and will have to be addressed in the period ahead.

Resistance from those, for example, who share the privilege of the traditionalism of the intellectually and academically educated and who cannot easily tolerate the idea that practical skills are as valuable, important and challenging as intellectual skills is clearly evident. This attitude will continue to forge an artificial divide between TAFE institutions and universities, despite the encroachment of universities into TAFE-style vocational education.

Resistance will continue from so-called 'pragmatists' and more traditional planners that it is inefficient for individuals to continue to be allowed to make choices
about their job aspirations or their training. Such people tend to believe that individual choices can be better organised by the ‘social partners’ (government, industry and unions) or that the vocational education and training system can be treated like an econometric model—with data in one end and exactly the right number of places in the right design of courses in the right location out the other end.

Finally the resistance from within the TAFE sector itself, from those who do not see that education must become student and business focussed rather than teacher and administration focussed. They sometimes also feel that integrating general and vocational education devalues the ‘purity of’ or ‘pride in’ a particular vocation or craft. The transition from TAFE institutions for TAFE teachers to TAFE institutions for TAFE customers is one that must have priority to be worked out over the period ahead.

The future

The focus requested for my paper was on predicting the ‘likely directions of TAFE.’ As you can possibly detect from the earlier part of this paper, I agree with Peter Ellyard’s view that ‘the future is not something we predict but something we create.’ He rightly asserts, that to do something we have first to imagine it. We have developed too little skill in our TAFE systems and in the vocational education and training sector as a whole in exploring and developing visions of the future. A symposium like this is certainly one way, but too often it seems our futures are seen to be in the hands of the few, rather than in the hands of the many who day by day deliver our services to our customers. I am not sure either that all the players in the vocational education and training field share as big an interest as they should in creating a productive future for the TAFE sector. The words of some would indicate that they consider the TAFE sector to be ‘part of the problem rather than part of the solution.’

Such views sometimes encourage defensive thinking in people involved in TAFE systems rather than prompting them to be active and forward looking. We do not have
a 'research orientation' in TAFE; we do not have a sufficient tradition of critical appraisal of process; we do not have a sufficient economic understanding of what we do. This is slowly changing and will continue to develop in the period ahead. It cannot be left to the universities because there has been so little vocational education research. Our own staff must develop these perspectives and will require the skills and support to do it.

One difficulty we face in the vocational education and training sector and the TAFE sector, is that being so new, so recently a Phase 2 enterprise, taking my earlier categorisation, makes it much more malleable than the other sectors (schools and universities). The TAFE sector has little power to 'fight back' and every education and training 'good idea' can be forced on the sector in a way that is much more difficult to achieve in other sectors. We must resist the 'bailiwick' syndrome and insist on sensible piloting and testing of new ideas. We must learn to stand up for what we do, in the way the school and university sectors do, so we are not so easily conned by the 'quick fix.'

The Finn targets for progress by the year 2000 continue to be widely supported by governments and the business community. The planning and resource allocation frameworks for a national system have been set in place, as have the broad processes for national development of competency standards, competency-based curricula and recognition, and credit transfer. Already ANTA has nearly completed a first three-year national strategic plan to implement 1992's historic agreement to develop the national vocational education and training system. We have not done much of a job if these fundamentals are not basically sound and durable at least at the end of the century. It is the decade beyond that will stretch the imagination.

In this context there may be some merit in focussing on scenarios and philosophies which have a longer term time frame. The Kangan report 20 years ago articulated and set in place some fundamental long-term principles and plans. Perhaps we should look at guides for the next 20 years.
There have been recent attempts to formulate statements of long-term vision and goals. Some of these, for example, the National Goals for Vocational Education and Training, have been agreed at the highest level: that is, at meetings to State and Commonwealth ministers. We should perhaps pause and ask ourselves ‘Whatever happened to the national goals?’—did they fall into disuse before the ink was dry because they were not well or thoroughly prepared? Was it because we had little concern for the goals by comparison with our concern for the money? Was it because we have so little hope for developing long-term agreements and shared visions that we take no ownership of them? Or have we, as leaders and managers not yet adopted the right approaches to achieving the active consensus needed for strong and diverse groups to move forward in the same direction. In case you have forgotten what these national goals are, they are listed in Appendix A.

In the development of national vision, we are set a good example by our colleagues in business who as a matter of ordinary practice use the process of developing shared visions to mobilise a diversity of stakeholders to make a commitment to long term goals. A good example of this is the Business Council of Australia’s national vision statement developed in 1993. Their vision statement is called ‘Australia 2010—Creating the Future Australia’. It sets out some clear and specific directions in which the council believes Australia should be heading. It will be interesting to see whether it has comparable impact to the National Goals for Vocational Education and Training agreed by ministers. Part of the strength of the BCA statement is that it does not set out to advocate a ‘Grand Plan’ but rather to provide a framework of clear long-term objectives to help structure policy debates. These include of course achieving the Finn targets. I believe TAFE systems over the next several years must develop formal ‘compacts’ with industry associations and enterprises so that each knows what is expected of the other and agrees to deliver it. If we had adopted such an approach by now, much of the so-called national training reform agenda may not have been necessary and the power would have been in the right place: an acceptable balance between the supply and demand sides of the training equation.
Compacts or performance agreements are also being put in place so that management staff know what is expected of them, and between teachers and student or student and employer so that responsibilities are clear. The way these compacts develop in future will have considerable impact on the nature of vocational education and training. They are examples of 'grass roots' attention which will bring about real system change.

What we must come to recognise is that the process of change has itself changed. Predictions and forecasts are no longer the blueprints leading to detailed forward plans, targets and production quotas. The rapid pace of change, the recognition of the complexity of community and industry need, and devolution of responsibility and decision making have all contributed to shift the focus of management and planning towards developing the vision of the future and away from forecasting the details of the future.

In looking at the future, perhaps we need to re-examine our unconscious paradigms about the nature of change. I believe the Ancient Greeks gave us a framework for understanding the development of change in philosophical, social and scientific thought with the paradigm of 'thesis followed by antithesis leading to synthesis.' One could be forgiven lately for believing that we are tending to leave out the synthesis step. As you know, synthesis occurs when a new integration of ideas and thinking, previously believed to be contradictory, becomes understood and accepted. (I noted that Kaye Schofield also pointed to the continuing lack of synthesis between approaches coming from a labour market perspective and those coming from an educational perspective in her paper for the symposium).

We must develop better processes for achieving synthesis in the years ahead: between the supply and demand side perspectives; between government and the private sector, between unions and government so that we are all pulling in the same direction.

In social and political affairs, the paradigms about change that have caught our imaginations most have been those like the building of empires followed by inertia and decay like the 'rise and fall of the Roman
Empire.' Or they have been those of revolution or natural disaster caused by the disease-like spread of a new idea such as communism or a new technology as with the communication revolution. If we saw the impoverished opportunities for learning in such unconscious paradigms we might be better able to make use of the other paradigms available to us. More helpful paradigms of durable change to take us into the 21st century and beyond might include 'evolution' through free interchange of diversity and creativity, or 'quiet revolution' such as the twentieth century women's movement, or 'kaizen' as in the Japanese concept of continuous improvement.

Scenes from our future

What will TAFE systems be like well into our future? We are at this point looking ahead in the way Myer Kangan and his colleagues, many of whom are at this symposium, must have done 20 years ago. Did the system go where they thought it would: almost certainly not! Then, as now, what the TAFE sector is like 20 years from now will be determined in significant part by many of the things we are currently doing. The difficulty is to know which ones will prevail, and which will fall by the wayside.

In the end, though, the TAFE system 20 years from now must be determined in major part by the vision and dedication of individuals in our institutions across the country. The extent to which we have been able to capture the imagination and motivate the commitment of those teachers and students will be the extent to which our plans and reforms and policies succeed. A good idea is for naught if it is not effectively implemented by teachers with their students. We bureaucrats can have an inflated idea of our importance in determining what is or could be happening where our teachers work with our customers.

Let me now take a few headings to guide the directions in which we should be heading over the next 20 years.
Flexible delivery

As technology grows in its ability to serve the needs of education and training, so flexibility in delivery will allow us to achieve what we have talked about for so long. Our programs will be facilitated by teachers in industry classrooms, at factories on the job, in public service offices, in parks, in laboratories, in cafes and hotels, on building sites and in child care centres and above all in homes. Knowledge and skill will be available wherever people want to gain it. The communication super highway will come and we must not be bowled over by the traffic on it. Education and training must gain their effective share. More and more capital will be put into interactive technology rather than 'bricks and mortar.'

We already have plenty of examples of such responsive developments—the teaching restaurant at Darling Harbour, the Aboriginal building courses on the Aboriginal housing developments, Outreach, open learning networks. Over 20 years these approaches will be as much the norm as the formal class has been over the past 20.

Distance education is already revolutionising relationships between education sectors as well as between teachers and students. When interactive communications technology is combined with the technology of virtual reality, we will be able to conduct practical classes and practical assessment in almost everything. Yet can we teach those increasingly important, and profoundly human skills in learning to be employable—such as adaptability, communication, teamwork, judgement, integrating skills and innovation and creativity through simulation? Yes and no and the final mix will be very interesting to see.

Empowered teachers

The flexibility we are talking about will only come when the staff in our TAFE institutions have the flexibility and skills to manage a new diversity of roles. The enduring values of TAFE staff, including getting the job done, finding ways around the system, caring for students,
finding resources from nowhere, ‘giving it a go’, keeping up with and ahead of industry and community needs, will be the continuing strong practical base from which new options for flexibility and creativity will grow. But they will move in and out of other work more easily than they do now, and more of their employment may well be within the enterprises they are serving. The teachers of the third phase I outlined earlier will have to come to terms with the new challenges. The average age of a TAFE teacher now is about 44 years, so the teachers we have now are largely the ones we will have in the future so we will have to work with them to understand the new demands.

A flexible TAFE

TAFE institutions will move more and more in the direction of becoming teaching and learning resource centres for assisting in the economic and social development of their regions as well as fulfilling their current role as teaching and learning venues. Although I am using the term ‘TAFE institutions’, it is unlikely that three sectors, implying three kinds of institution will remain. We will need many kinds of institution, incorporating the various needs of post-compulsory education in a whole range of different ways. Today’s experiments of cross-sectoral institutions to meet the needs of post-compulsory education will become much more widespread in application. The needs of rural and regional Australia will see to that. Also, TAFE institutions will increasingly consolidate their expertise so that there are specialist centres where the very best of skill development will be undertaken. Some of these will be joint ventures with the private sector and specific enterprises.

There will be, increasingly, a well-worn range of different pathways from the end of compulsory education through a range of different institutions, and work experience so that working and learning are much more effectively integrated. Learning and skill development will increasingly occur when they are needed, rather than something that is ‘stored up’ in case they are needed.
Customer service

The evolution of our TAFE systems will continue to involve the creative tension between meeting the needs of students and the community and meeting the needs of industries and enterprises. The pendulum will swing and these debates will be ongoing. The more difficult it is to match labour market requirements to the number of people available, the more reliance will be placed on learning outside work settings. High unemployment and workplace reform that puts people onto a new job market will generally require formal preparation outside the work.

The use of relevant research in vocational education and training is only just beginning. To assist decision making much more needs to be done on the economic benefits of vocational education and where the expenditure of funds will have the most effect on learning.

It is my hope that over the next 20 years we will have a more sophisticated means of balancing the demands of industry and the individual needs of students than we have at present. I am with Kangan in believing that in the long run the individual person is the best motivated to make good choices about their future, and student demand will remain a most important guide in planning. The number of young people who really do not know what they want to do when they leave school must diminish, and that will require considerable change in schools, in post-formal education and in the role of employers.

The basic principles guiding what we provide will be what the customer needs and how to provide quality delivery to meet that need. The needs of teachers will become increasingly subservient to the needs of the customer in their workplace.

Curriculum

The adage that every curricular decision is a resource decision, and every resource decision impacts upon curricula will increasingly be the guide to curricular development. We should, over the next 20 years,
develop a good cycle of development and review of national curricula, having a clear idea where national, regional and local approaches are best.

The use of competency-based testing (the vocational education term) and criterion-referenced testing (the schools' term) as part of curricula assessment will have reached a better accommodation with a normative evaluation of curricula.

It may be that the major difference between post-compulsory sectors will be in terms of the nature of the curriculum and how it is assessed. In other words, university curricula and assessment, and hence their degrees, will have institution-by-institution curricula normatively assessed by institution, whereas what is now the vocational education sector will offer certificates, diplomas and degrees that are based on national curricula assessed against competency requirements determined with industry. Schools will be challenged to develop their programs to meet these twin needs.

All of this curricular discussion will increasingly be in a context of our even closer relationships with our Asian neighbours. The rest of Asia will look to Australia for considerable leadership in this area.

Themes

A number of the broad changes which are evident at present in Australia are, I believe, long-term changes which will continue over the next twenty years and will have important influences on where the TAFE sector is in twenty years.

The changing role of government

The relationships between elected members and governments and the institutions set up by government to manage public affairs are becoming less and less related to notions of participatory democracy of individuals. We are balancing this in part by attempting to give greater say to citizens through 'open market mechanisms' and through encouraging government
agencies to emphasize 'quality' and 'value' based on systematic customer feedback. The role of governments becomes one of defining broad objectives, removing barriers to 'market forces' and ensuring that gains and benefits of increased growth are spread equitably through redistributive policies for social justice and equity.

This approach confers greater responsibility on individuals and requires that they think, feel and behave in more self-reliant and self-empowered ways. There are political differences over the degree to which governments think they should be responsible for assisting individuals to be informed, adaptable, and empowered to make choices for themselves. But, despite these differences, the general direction appears to be commonly agreed as suitable to a better educated population which is required to adapt more flexibly and creatively to change. This change is mirrored in the way in which we are attempting to develop an identity which is more independent of the influences and, dare I say 'apron strings', of other countries and is uniquely Australian.

The implications for the TAFE sector are that we must now enable our own vocational education and training system to develop and not continue trying to construct one which is derivative. We will learn to be proud of and to build on our strengths. We will perhaps come fully to recognise that one of our greatest strengths is our TAFE system. We will have learned better how to imagine, create and build our own system, and to engage systematically in vision-driven planning to achieve it.

Students will be accepted by both industry and providers as the primary 'customers' of the TAFE system and stakeholder co-operation in developing the best education and training on and off the job for that customer will be the unquestioned norm. Kangan certainly got it right in this respect. In general there will be more sophisticated ways of ensuring that people have enough information and choice to make good decisions for themselves about their training and occupational choices and sufficient flexibility in the TAFE sector and the rest of the VET system to enable them to undertake the training they need.
Complementarity and co-operation between TAFE institutions, private providers and 'in-industry' training will be possible because we will be in a better position to investigate, research and upgrade the training that is currently taking place in industry. If we are to believe the figures from ANTA that resources put into non-public funded training more than match the $2.6 billion spent on the public system, this co-operation should bring large productivity improvements in private sector training as well as public sector training.

Our training infrastructure will come to be seen by both government and private sectors as important to our economic development as are our banking, transport and power infrastructure. No new major enterprise will come to be established without governments being fully aware of its ongoing training need and how it will 'pull' on the nation's training provision.

The changing world environment

Recently a group of administrators from a range of government agencies were working on the development of performance indicators for aspects of their day today work. They were asked what was the overall objective of their work. Each group went through a couple of stages of subsidiary objectives but in the end each of them described the 'big objective' of their job as to 'improve Australia's international competitiveness.' It would have warmed Mr Keating's heart.

It amazes me the degree to which we in Australia have shifted in 20 years from the 'white Australia policy' to the dawning recognition of our good fortune to be an industrialised developed country in the middle of the world's fastest growing economic region.

The restructuring of our economic directions and expectations will need to be matched by the restructuring of the thinking that underpins our infrastructure, in the TAFE sector as in other infrastructure areas. It is already clear that our attitudes and our skill in working with people who are culturally different will need more dramatic re-adjustment than we have already seen. We are getting warnings from trade experts about the
importance of concentrating on longer-term relationships and not gaining a reputation for short-term greed in the region. Assistance with training is one way to counter such impressions.

We can see from the US trade disputes with China and with Japan that we are looking here at what one commentator has called a 'clash of civilisations, not just a clash of self interest'. We need to build through our education systems, including vocational education, sufficient understanding of the region in which we live, to learn to comfortably maintain our own social and economic values and at the same time respect and not trample across the economic and social values of other countries in our region. This is already a major challenge for us as a minority culture in Asia.

In the TAFE sector we have tended to look at export education and the open training market as two totally separate issues. It will not be long before Australia, and by this in vocation education we largely mean the TAFE sector, will be competing in a regional education market, not just the Australian training market. If we are projecting 20 years forward we are looking towards relationships that will have a major impact, for example, on our curricula, on procedures for recognition of training within our region rather than just within Australia, on the development of cross country partnerships, and on the ways in which we recruit and train teachers.

Those parts of the TAFE system which have for years been developing educational programs for multiculturalism and access and equity will be increasingly seen as part of our strength and marketability rather than dismissed as 'community service obligations' or a low-funding priority.

This new context in our future provides us with fresh opportunities to look at what we mean by competition and what we are trying to achieve by it. As a small country in a very populous region we need to find ways to co-operate with each other as well as to compete with each other in developing our links with Asia.
The same dilemma is reflected on a more micro-scale in Australia's vocational education and training system. What should be the balance between competition and cooperation? When should a university and a TAFE institution be in partnership in order to provide the best service to students and when should they be competing to best meet students needs? What should be the balance between the monetary incentives we provide for competition and the monetary incentives we provide for co-operation and partnership? What is the vocational education and training marketplace? The question should be asked again, what advantage is there any more in a sectoral approach? Perhaps post-compulsory education should be looked at as consisting of a whole range of differentiated institutions staking their claims for students and for trends.

In 20 years Asia will be a much more highly educated and much more highly developed region. If Australia is to continue gaining rather than losing market share in the region it will be essential that we have continued to build the quality, and equally importantly, the status of our education and training system.

It is indisputable that any organisation can continue to improve and be the best that it possibly can be. This is so for TAFE institutions, for DEET, for ANTA, for any enterprise. It is indisputable that the TAFE sector has a history of extensive consultation with and responsiveness to industry and the community. What the TAFE sector provides gains a level of satisfaction from its customers that would be the envy of many businesses.

Governments' role in relation to the development of a diverse market to meet the growing demands for vocational education and training must surely be to focus on removing barriers to competition. At the same time governments and agencies like TAFE systems will inevitably be ahead of market mechanisms because of the demands on them to improve productivity, to improve quality, and to satisfy more and more demands with roughly the same resources. The most effective competition a monopoly organisation like the TAFE sector or BHP can have is to compete against itself to improve, year by year, its own performance, and to check this performance internationally.
We need to be building links between vocational education and training organisations to ensure that Australia is not placed in the position of providers cutting each other's throats in an international marketplace. We need to grow up and recognise that developing strategic alliances between providers and with industry is not incompatible with natural competition. Strategic alliances and networks are more in Australia's interests than playing out on bigger and bigger stages the tedious old bureaucratic competitions between authorities responsible for employment and industrial relations and authorities responsible for vocational education.

Unfortunately, given the length of time these issues have been unresolved in the vocational education and training system in Australia, it is only optimism that leads me to believe they will be resolved in the next 20 years. I guess in Peter Ellyard's terms, this issue is one where, because we cannot imagine the future we want, we are unlikely to be able to achieve a sensible future.

Our changing self-image

One of the positive benefits of restructuring is that all of those involved have the opportunity to see themselves and their relationships with other people and other agencies in a new light. Organisations like TAFE institutions are under pressure to demonstrate publicly their performance and highlight their strengths. This has been and will continue to be a plus for TAFE systems around Australia.

We have come to be much clearer and less defensive about our public responsibilities and our core functions. We will increasingly learn more and more about our partners in the broader vocational education and training system. From this more confident position we can only re-examine our own mythologies and our own values to see clearly whether what we actually do is the same as what we say we do.

As a nation we appear to be going through a similar phase of re-examining our behaviour against our values. Australians place a very high value on fairness, but only
when the High Court challenged our thinking with its decision on native title did we come to have to rethink how fair our treatment of indigenous Australians has been.

Similarly new approaches to workplace organisation have been possible because bosses and workers alike have had the self confidence to take the risk of letting go of old notions of ‘master’ and ‘servant.’

In the TAFE sector we see students as our primary customers. Even so, our practice still has a long way to go before we make operational a systematic customer focus in all aspects of our services. This is not just a matter of student facilities or parking or child care although all these capital issues are important. It is a matter of the degree to which we have a student focus in the development of everything we do.

The TAFE sector will inevitably become more student focussed. This will bring about dramatic changes—from the organisation and location of classes to a fundamental change in the relationship between student and teacher so that we truly achieve learner-driven education. The professionalism and satisfaction of our staff will increase enormously as these changes take place. The revolution in teaching practice to learning facilitation and customer focus will be as big a change in the practice of teaching in the next 20 years as there has been in the technology of teaching in the last 20.

I am sure Australia will flourish. Therefore I am assuming that we will have developed a longer-term perspective. The funding processes applying to our TAFE systems will recognise the need to provide consistent policy direction and an ongoing capacity for long-term planning to meet new regional and occupational needs. In the short term it can be expected that much of the growth funding provided by the Commonwealth will be dispersed across a range of providers of varying quality or relevance. Many of these more recently in the field will fall by the wayside as growth in Commonwealth funding slows down and as criteria relating to quality are introduced.
The changes in planning processes will have become more open and confident and a balance achieved in participation in planning processes. Industry and labour market planners will have an input to broad planning, along with industry as a provider and key stakeholder and the TAFE sector as the primary provider. Community interests will again be an integral part of both the consultation and planning processes. Decentralised decision making will mean that the bulk of forward planning decisions will more closely involve actual stakeholders like enterprises, students and the communities affected by decisions. The TAFE system itself will become a much more research and inquiry-based culture where people will have a better handle on why they are doing what they are doing.

With the increased maturity and stability will come big gains in quality improvement and more importantly a return to some of the risk taking and innovation that characterised TAFE systems as they settled into a new sense of purpose after the Kangan report changes settled down and became accepted. We must regenerate an attitude to renewal, innovation and invention.

Innovative new partnerships will continue to be developed with industry, with schools, with universities and with private providers. ANTA will have contributed in a major way to enhancing co-operation between TAFE systems across State borders and in all streamlining mechanisms for our institutions to co-operate nationally and for all stakeholders in the vocational education and training sector to co-operate nationally.

Conclusion

In finishing this now too long paper, I want to offer an important reminder for us all—that it is people whose lives we are attempting to enhance through the services we provide; it is the people in organisations like yours and mine that will make the future happen; it is the people that we envisage being the beneficiaries of Australia’s improved quality of life and economic security.
It is easy to forget as we discuss grand visions and big concepts and exciting strategies and engaging power plays that the real dynamics and the real resources we are talking about are people. And the way we deal with people, whether staff or students, is a major area for improvement.

I mentioned earlier that we are in a third phase of development characterised by flexibility, by networking, by rapid change. We know that new structures, new bureaucracies or new resources will not of themselves be the key to future success. It will be the effectiveness with which people in our organisations and in the community are able to work in partnership—either in teams within organisations or in alliances involving several agencies or interest groups.

Kangan well understood that the enduring theme in vocational education and training will be people who seek our services. Understanding and responding to our customers as whole human beings and providing them with services that respond to their needs at the time, in the place and in the for most suitable to their needs at different times in their lives will continue to be a fundamental guiding principle for any future we should be acting to achieve.

Creating our own future does not happen through reports and recommendations: report driven reform as Vince Fitzgerald has called it. It happens because people become engaged by vision and by goals that resonate with their own goals and aspirations and they work for their achievement. This was the strength of the Kangan vision.

To build such vision and goals we who have leadership and temporary stewardship of vocational education in Australia need to recognise that we are people too—with habits from the past and limited perspectives, less than perfect understanding and fear of getting it wrong, individual goals as well as goals for our work. To work together to build such a vision we need to let go of some of our prejudices and preconceptions and do the asking and listening about each other’s real worlds. Only in this way can we will build the relationships and the trust
necessary to take the risks to succeed in such a big national endeavour as that in which we are engaged.

More importantly, once we have the vision of the future that we want implemented we have to explain it to our people clearly and openly. What’s more we have to stick with it for more than a few months or a few years at a time. The bottom line is that people will implement the changes we want to see. With the best will in the world they cannot do this if what they see are power plays disguised as plans and flavours-of-the-month jargon disguised as radical change. What I am trying to affirm here is that what I know of the TAFE workplace is that it is full of people committed to meeting a community need (in the broadest sense of community—encompassing enterprises and individuals), to high levels of integrity and energy when they can see the point, and to practical common sense and straight talking.

I think it was Albert Einstein who said the significant problems we face cannot be solved at the same level of thinking we were at when we created them. I sometimes wonder whether that is the bind of the national training reform agenda. Our plans for the future need to be mindful that our main goal and our main resource is freeing up people to be the very best they can be. This is as fundamental to quality improvement as it is to improving the quality of life.

References


Introduction

The Kangan Committee was established in 1973 to 'furnish information and advice on matters relating to the development of technical and further education in Australia, including financial assistance to the States'. (Kangan Committee report, p.v)

The Kangan Committee provided its advice in April 1974 in the report of TAFE in Australia: Report on needs in technical and further education. As the terms of reference for the committee invited consideration of both shorter and longer term issues the report covered a wide range of matters, including TAFE resourcing, planning, delivery and co-ordination.

Twenty years on, this visionary report provides an opportunity to examine the current training reform agenda from a unique perspective: it provides a yardstick of sorts against which to assess the training reform agenda, and a basis for identifying some key issues for further deliberation and development.

An examination of the 73 conclusions of the Kangan report reveals a number of key themes. While the language may have changed (for example, 'recurrent education' versus 'lifelong learning'), the economic environment dramatically altered (from full employment to higher-than-acceptable levels of unemployment) and the emphasis shifted (for example, from public provision to an open training market), the report's themes have proved to be enduring ones, which can be recognised as key elements of the training reform agenda.
Some enduring themes of the Kangan report

Some of the enduring themes of the Kangan report are set out below, accompanied by some quotes from the report. (Many of the quotes have a certain familiarity about them; many show the visionary quality of the report.)

These themes are:

- (most obviously) the importance of vocational education and training to the national economy, to enterprises and to the individual and, consequently, the need for the vocational education and training sector to be adequately resourced:

  TAFE is an integral component of the national resources that make for technological development, a skilled and mobile labour force, personal work satisfaction and economic growth. (Kangan Committee report, p.xxv)

  The committee considers financial assistance to the States is absolutely necessary if TAFE is to develop in the directions indicated by its [the committee's] conclusions. (ibid., p.117)

- the need for a balanced perspective of the role of the education and training sectors:

  The proper perspective is for technical and further education to be . . . seen as an alternative—neither inferior nor superior—to the other stream of education [university education], but so organised as to enable interchange without personal disadvantage. (ibid., p.xxxvi)

- the need to develop the concept of recurrent education because of the mobility of the workforce—geographically and between industries, enterprises and occupations.

  For the Kangan Committee, writing its report in buoyant economic circumstances, the key
impetuses for recurrent education were social and technological, in contrast to the current pressures—unemployment, industry restructuring and international competitiveness. Nevertheless there was a utilitarian purpose:

Notwithstanding the record of full employment, many people change their jobs and the nature of their occupations a number of times during their working lives. The possible effects of technological change on occupations underline its [the committee's] view that the concept of recurrent education must be implemented . . . (ibid., p.9)

Opportunities for recurrent education should help individuals who wish to repair inadequacies in their initial formal education or add to their knowledge and skills in order to change the direction of their interests. (ibid., p.xxxvii)

The broader the approach in technical and further education the more the likelihood of creating an environment in which self-motivated individuals can reach their vocational goals and in which motivation may be regenerated in people who have lost it. (ibid., p.xxvi)

the need for a flexible training system which involves formal schooling and off-the-job instruction:

The mixed system (in which schooling and job experience are complementary) should make provision for an introductory period of education and training off-the-job for the learning of the basic elements of trades and proper work methods and be followed by period of training and experience in industry. Changes may be necessary in industrial law to bring about the maximum flexibility in apprentice training arrangements. (ibid., p.1i)

The committee also noted that the eventual development of the mixed system . . . is inevitable. (ibid., p.1ii)
the need to explore flexible delivery arrangements and improve equity of access:

There should be more opportunities for individuals to learn at their own pace [and] to have access to self-learning aids, resources such as libraries, correspondence lessons, audio and visual presentations. (ibid., p.xxxviii)

the need to balance general and vocational education:

It is important that general education be seen as relevant to vocational purposes and that vocational education in turn becomes more general in its content and methods so that people can be better prepared to adapt themselves to changing conditions and to retraining, as necessary, at any time of their working lives. (ibid., p.xxxvi)

Artificial barriers between general and vocational education however still remain. Some general education proceeds as if there is no world of work. Some vocational education is specialised training, concerned more with the skill than the person. It is the view of the committee that general and vocational education should not be artificially separated. (ibid., p.7)

the importance of research and data collection to the development of the vocational education and training sector:

There is a lack of consistent and reliable information against which the anatomy of TAFE institutions can be appraised. (ibid., p.xxvii)

If TAFE is to fulfil its role and be accessible to adults without discrimination in the manner in which the committee envisages, research must be encouraged into what is at present virtually a barren desert. (ibid., p.xxx)

The pace and volume of research should be stepped up. (ibid., p.xxxix)
Progress on the enduring themes

That the Kangan report includes what have proven to be a number of enduring themes, and that these themes also run through the training reform agenda, indicates a consistency of priorities and objectives but also a lack of progress in some key areas over the past 20 years. It also indicates that the process of implementing pervasive reform is a complex one. Progress on five enduring themes is reviewed below.

Resourcing and status

As described by my colleague Mr Fooks in his accompanying paper on 'The life and times of Cinderella'—the vocational education and training sector has, throughout the past 20 years, been under-resourced and under-recognised. It is interesting to note that the low status of vocational education and training is a world-wide phenomenon, manifesting itself even in Germany which is renowned for its robust vocational education and training sector. It is also an issue to which many countries are giving increasing attention.

In recent times, however, there has been progress on the resourcing issue. The Commonwealth’s funding to this sector has increased in recent years in recognition of its centrality to the development of Australian industry. In the period 1993–96 the Commonwealth’s total contribution to growth in the sector should amount to some $1.1 billion. With the establishment of the Australian National Training Authority, principles have been negotiated between the Commonwealth and the States and Territories, which establish ANTA as the body responsible for allocating the combined pool of Commonwealth and State/Territory funding for vocational education and training. A total of approximately $2.5 billion will be allocated in 1994.

The effect of the ANTA agreement has been that the Commonwealth has taken on responsibility for growth in public sector funding for the training system. This will require an ongoing assessment of the priorities for funding across schooling, universities, training and labour market programs. The focus of responsibility for
changes in government funding for a number of these areas (the principal exception being schooling) on the one level of government should facilitate a considered approach to those priorities.

Multiple pathways

Kangan's recommendations on the need for a more flexible training system involving formal off-the-job instruction and work experience were principally directed at improving the apprenticeship system.

Following the Finn report (Young people's participation in post-compulsory education) and Carmichael report (The Australian Vocational Certificate Training System) attention has now turned to multiple pathways linking schooling, TAFE and industry-based training both in formal instruction and relevant work experience.

The development of multiple pathways from school to work is one of the key issues underpinning the Australian Vocational Certificate (AVC) training system, which is to be introduced progressively from the beginning of 1995. Under the AVC, young people will be able to choose employment or institution-based pathways with the employment-based pathways building on the existing system of apprenticeships and traineeships. The school or TAFE-based pathways will provide structured work experience and students will be able to study for a nationally recognised industry-based certificate, based on competency standards. A range of pathways are currently being tested through a suite of AVC pilots.

The concept of multiple pathways is a logical extension of Kangan's concern to improve articulation between education and training institutions and to improve access to vocational education and training.

The introduction of traineeships following the Kirby report (Report of the Committee of inquiry into labour market programs) had a similar objective of increasing the coverage of the training system. The lack of success in achieving the targets set by Kirby (some 17 000 places in 1993 compared with his target of 75 000) is indicative of
the task that remains in expanding entry-level training. It is an aspect given renewed emphasis in the Commonwealth's recent policy statement 'Working Nation' which sets an objective of expanding accredited training by 50,000 places by 1995–96 and expanding access to work experience and vocational programs in schools.

Balancing general and vocational education

Over the recent years there has been intense debate on the issue of balancing general and vocational education and training. There has been progress in this area with the development of the employment-related key competencies proposed in the Finn and Mayer (Putting general education to work: The key competencies report) reports. The key competencies essentially described general education in vocational terms. They link the school and vocational education and training sectors in a definite way, providing a common language and common set of guidelines for use across both sectors. While the key competencies have been developed, significant work remains to effect their implementation. The testing of the key competencies is continuing through a series of pilot projects.

Most of the public debate about the key competencies has focussed on their use in schools. They are equally significant for the training system both as a means of relating the two but also as a framework for program design in the training system when participants have not completed Year 12. That is, they provide a framework for TAFE to respond to Kangan's challenge that vocational programs should meet general as well as vocationally-specific requirements.

As already noted, the Commonwealth in Working Nation has provided funding to strengthen the vocational options available in schools and the provision of full-time vocational training in TAFE, including pre-vocational training places. Particularly in a time of continuing high employment there is a strong case for strengthening institutional-based vocational training. That the Commonwealth has also announced initiatives to significantly expand work-based training places indicates
an expectation that they will continue to be a principal pathway in transition to the world of work.

There has been some debate in recent years (including in recent work sponsored by the OECD) on the relative merits of institutional and work-based pathways, revolving around the balance between general and vocational education, the capacity of industry to provide training and work experience places, and the capacity of institution-based training to replicate the industry environment. Arguably the relative merits and opportunities for each have still to be fully tested, including as part of the process of piloting the AVC system. However we may have an optimal approach if we continue to provide for both, allowing for articulation between them and evolution in their roles in the light of experience and varying economic conditions.

There needs to be more research on these issues including effectiveness in meeting the needs of disadvantaged trainees, responsiveness to employer needs and cost effectiveness.

Lifelong learning

The pace of change in the Australian economy over recent years and the need to find solutions to high unemployment levels, has refocussed debate on the issue of lifelong learning. The Kangan report and the UNESCO document Learning to be (extracts of which were included in the Kangan report), provide an excellent starting point for the articulation of the lifelong learning (or 'recurrent education') concept, and what the concept means for the vocational education and training system.

The Kangan report states:

It is unrealistic to divide life into two parts—formal education during youth, and employment during adulthood. Formal schooling alone to the age of 15 or 16 is unlikely to educate a person for a lifetime, especially as the pace of technological
and social change appears to be increasing and affecting the nature and structure of occupations. (p.xxxvi)

The concept of recurrent, vocationally oriented education is especially relevant to technical and further education. It offers the best hope whereby the community can cope with shifting job specifications resulting from technological and social change, and especially with new employment opportunities which open up. Technical college type institutions constitute the widest networks available in Australia for the formal vocational education of adults, and hence are particularly well suited to extend recurrent education practices and procedures. (p.xxxvii)

Opportunities for recurrent education should help individuals who wish to repair inadequacies in their initial formal education or add to their knowledge and skills in order to change the direction of their vocational interests. (p.xxxvii)

While the Kangan report discusses the need for lifelong learning from the individual's perspective, lifelong learning is also an important concept for industry, as it should ensure that the skills of the workforce develop as industry requirements change. Current trends indicate that everyone in the workforce is likely to change jobs every five years or so for a range of reasons, which may relate to individual career path development and advancement and/or to broader issues such as industry restructuring, award restructuring and technological change. This workforce mobility must be underpinned by an effective training system.

Lifelong learning has been seen as a significant issue in more recent studies. One of the reasons for establishing the Deveson Committee was concern about the cost of implications for the existing workforce of award restructuring and the development of industry training standards. More recently ANTA has indicated that provision should be made in State training profiles for the needs of the existing workforce. At the international level, lifelong learning has been a continuing theme of OECD publications and most recently in its policy paper
on employment and unemployment
(Employment/unemployment study: Background report).

To some extent the impact of the concept has remained elusive because of lack of knowledge about the human resource and skill acquisition dynamics of the work force. This is an area requiring more research.

It may be that skill enhancement and career advancement primarily depend on informal on-the-job learning. Nor is it clear yet how much of formal workforce retraining and skill enhancement is best done off-the-job, whether in enterprise or industry skill centres or in TAFE. The answers will of course depend on the nature of the institutions concerned and their flexibility to respond to enterprise and individual needs.

Research and data collection

The Kangan report referred to research into vocational education and training issues as a 'barren desert'. In the twenty years since the Kangan report, some 'oases' have been established, for example, the establishment of the National Centre for Vocational Education Research, the development of the National Management Information and Statistics System database project and, most recently, the establishment the ANTA National Research Advisory Council. The research advisory council has recently identified five priorities for research into VET in Australia in 1994; quality assurance, learning in the workplace; the relationship between VET and the national economy; small business; and the needs of disadvantaged groups. The establishment of the advisory council should ensure that data collection and research remains clearly on the agenda.

The individual versus industry: Different perspectives

The program for the symposium poses a number of questions under the heading of future directions. It asks 'In what ways and to what extent can the focus of the Kangan report on the needs of the individual be reconciled to the national training reform agenda?'
The focus of the Kangan report on the needs of the individual is illustrated in a number of key statements:

There are at least two alternatives to the emphases that can be given to the purpose of technical colleges and like institutions. A manpower orientation expresses their purpose as being to produce the skilled manpower necessary to the development of the economy.

An educational and social emphasis is on their function to enable people to develop their potential as individuals but within the realities of the job opportunities by means of which they are aiming to use their education to earn a livelihood. The committee has adopted the educational and social purpose of technical and further education as the more appropriate, without overlooking TAFE's vital manpower role. (p.xxvii)

The main purpose of education is the betterment and development of individual people and their contribution to the good of the community. Technical and further education should be planned accordingly. (p.xxxv)

In contrast, the training reform agenda includes a significant 'manpower' orientation, a focus on the development of skills necessary for national economic development and competitiveness and, in turn, a focus on the needs of particular industries and enterprises.

However, rather than considering how the foci of the Kangan report and the training reform agenda might be reconciled, the question must be asked as to whether the different foci are indeed inconsistent. It can be argued that, far from being inconsistent, the two are examining, from different perspectives, a crucial and enduring issue for the vocational education and training system—the issue of relevance.

The Kangan report discusses the relevance of technical and further education to the individual, particularly in terms of their prospects for employment and ongoing training. The training reform agenda talks about the need for the vocational education and training system to
provide a workforce with the skills which are relevant to industry. Put simply, the training system needs to provide individuals with the skills which employers are looking for. 'Relevant' training will help to ensure that the needs of both individuals and employers are met (given a healthy economic environment).

In approaching training issues from the perspective of the individual, the Kangan report highlights the continuing need for strategies which ensure the access of all groups to vocational education and training, including adults, women, migrants, people with disabilities and people living in rural and remote areas. It has been argued that the training reform agenda lacks attention to the needs of the individual and to equity issues. On the contrary, the training reform agenda has much to offer the individual, including individuals from groups under-represented in vocational education and training in the past. Competency-based training, recognition of prior learning, portability of qualifications and flexible delivery arrangements all have the potential to deliver significant benefits for the individual. As well, programs and special funding provisions cater for the particular needs of different groups.

These include supplementary allowances in apprenticeship and traineeships, and English language and literacy programs.

It should also be noted that, while concentrating on the educational and social purpose of technical and further education, the Kangan report does not exclude the 'manpower' or industry perspective. For example, through a number of conclusions and recommendations, it puts forward strategies for increasing the links between industry and educational institutions, and ensuring the relevance of courses to industry.

Strategies include the development by the Australian Bureau of Statistics of definitions and classifications of occupations to reveal shifts in occupations that affect vocational education; the establishment of committees of industry representatives to assess course content; a strengthening of curriculum units to enable quick responses to labour market imbalances; and the better
exchange of labour force information between manpower and education authorities.

The Kangan report also notes the importance of meeting the needs of small business—technical and further education should seek to concentrate on training suitable for small firms (ibid., p.liii). This is an area in which more can be done given that the economic recovery is being led by the small business sector and that the number of self-employed Australians is increasing rapidly.

Therefore, while the Kangan report and the training reform agenda may differ in emphasis or language on the issue of relevance—to both individuals and industry—they are not in need of ‘reconciliation’ and remain key guiding principles for the future.

Differences in emphasis

There are a number of issues which are touched upon in the Kangan report, but which have been accorded more emphasis, and developed in more detail in the training reform agenda.

Industry links

While the Kangan report includes some strategies for improving education links, the training reform agenda provides for a much more extensive and formal structure for the involvement of industry in the setting of direction particularly at the national level (through, for example, a strengthened network of Industry Training Advisory Boards (ITABs), industry membership of the Board of ANTA, and industry representation on peak advisory committees).

While the objective of involving industry more effectively in the leadership of the training system has been at the centre of the reform agenda there is not yet satisfaction with the outcome. The current review by ANTA of the implementation of the training reform agenda and its review of the structure and working arrangements for ITABs is indicative of continuing dissatisfaction with the organisational structures that have been put in place.
The Commonwealth in *Working Nation* also argues for stronger direction from industry and looks to reduce bureaucratic processes to facilitate that role. The establishment of NETTFORCE has a primary objective of establishing a service to industry to help it fast track the approval and recognition of training programs through the relevant State authorities.

A pleasing aspect of the recent debate about the balance between industry and government in pursuing reform has been the clear signs that industry is now wanting to take a more active and informed role. The challenge is to build on that culture to achieve enduring improvements.

Some would see it as important, in referring to the role of government, to distinguish between the role of the policy makers and regulators and that of the education and training delivers, principally TAFE. From the point of view of business, the education providers can be just another factor inhibiting responsiveness to their individual requirements. Both educationists and policy makers point to the considerations of the wider education needs of the individual while policy advisors will also point to the value of portability of qualifications.

Kaye Schofield argues in the accompanying paper on 'The clash of the Titans' that the Kangan focus on the educational needs of the individual promoted an important improvement in the quality and innovativeness of the TAFE sector. The challenge, as the direct role of industry is enhanced in TAFE, is to confirm the value of those TAFE initiated programs.

Hopefully the current review being undertaken by ANTA will achieve a greater consensus on the desirable balance between these competing priorities of individual employer, education and probability objectives and the structures that are needed to achieve them. This will depend critically on the approach to recognition of training which is taken up in the next section.
Recognition of training

The Kangan report saw a need for a national system to facilitate the recognition and assessment of skills and qualifications across Australia and between sectors:

There should be unrestricted access to assessments of knowledge and skills for the purpose of gaining formal qualifications, irrespective of how or where the individual prepared himself (or herself). (p.xxxvi)

Technical college qualifications do not have universal interpretation or recognition. They can achieve this only if the different State authorities collaborate to produce equivalence and acceptable interpretations. (p.x1iv)

To address this issue, the Kangan report proposed a voluntary system, whereby institutions would contribute to the development of ‘course equivalence lists’.

The training reform agenda also focusses on the issue of national recognition and assessment, but in much more detail than the Kangan report. Under the training reform agenda, significant progress has been made in developing a conceptual framework for recognition of training and in developing formal structures for that purpose, including:

- competency-based training arrangements (including competency-based curriculum, delivery and assessment mechanisms);
- industry-developed competency standards;
- the National Framework for the Recognition of Training (NFROT);
- the National Qualification Framework.

The National Framework for the Recognition of Training commenced operation in August 1992 to ensure national consistency in the recognition of accredited courses and training programs and the registration of providers. Under this system, providers of training and courses, recognised by a State or Territory recognition body as meeting, the principles under the framework, will be
recognised nationally. Individuals undertaking these programs will also have their skills recognised nationally.

That has been the objective, but difficulties in effectively implementing NFROT remain a critical flaw in the reform agenda. Arguably it, and the structures we have built up to accredit training State-by-State, are the greatest source of complaint about over-bureaucratic process by the business community along with perceived rigidity in the Australian Standards Framework and its potential link with industrial relations' agendas.

Admittedly these difficulties are heightened at a time of change and any accreditation process must involve an element of formal process. However, industry is saying that it is vital that these linkages be simplified and devolved as far as possible to industry itself.

These concerns have been extensively documented in the recent report to ANTA by the Allen Consulting Group (successful reform) and a consultation paper prepared by ANTA (proposals for more effective implementation of training reforms) canvasses a number of proposals in response. These allow greater flexibility in the standards framework and a more user-orientated service to industry.

The development of the National Qualifications Framework which was endorsed by ministers in December 1993, will also facilitate the recognition of training.

The framework which is scheduled to be introduced in 1995, recognises that the school, vocational education and training and higher education sectors each have different industry and institutional associations. It links these in a single coherent framework incorporating a statement of qualifications, levels and descriptors.

The National Qualifications Framework will deliver benefits to the individual, promoting recognition and mobility across sectors. However, it does involve a risk for the vocational education and training sector—namely the risk that vocational education and training will be viewed simply as a means to an end (that is, transition to a university qualification) rather than an end in itself.
This would undermine efforts to establish vocational education and training as a clear pathway for young people in their transition from school to work.

As evidenced in the Allen Consulting Group report, possibly the most difficult aspect of the reforms is the demands they place on processes for the definition and assessment of performance against standards. This represents the interface between the classroom and work place experience, on the one hand, and the requirements of industry and government on the other. Much work has been done, but this area will continue to be a priority for research, development and evaluation.

**Some new issues**

The training reform agenda also encompasses some new elements not explored in the Kangan report.

**The training market**

The Kangan report concentrated on the effective provision of training by public providers—TAFE colleges. One of the key themes of the training reform agenda is the development of an open training market—where training is provided, in a competitive environment, by both the public and private sectors, including enterprises, industry, commercially-run colleges, and community providers, and where public provision of vocational training is not limited to the TAFE system.

In contrast to the Kangan report, the training reform agenda also looks at the issues of cost recovery through fees and charges. This issue was removed from the final terms of reference of the Kangan Committee. The training reform agenda has established a place for financial contributions by the client—be they individuals or industries. This includes payment for courses to meet the individual requirements of enterprises, cost recovery for ‘leisure’ courses and paying of fees and charges for other courses.

We can expect this broader structure of public and private provision to continue. Not only does this
approach supplement scarce public resources, the competition between TAFE and the private sector provides a benchmark for cost-effective provision and opens up new models for joint venture and links between industry and public training providers.

The current ANTA consultation paper (proposals for more effective implementation of training reforms) adds another dimension to the training market by proposing that employers should have the choice of training provider in obtaining off-the-job training for their employees. This could be a public or private training provider or, for larger firms and group training companies, their own training unit. This would represent an extension to current practice in which apprenticeship places are primarily delivered by TAFE and traineeships are tendered at the local level by the CES or State training authorities, in blocks of places, which are then accessed by employers.

**Increased internationalisation of education and training**

One important area not discussed in the Kangan report, and now emerging as a key issue in terms of Australia's economic development, is the 'internationalisation' of education and training. The increasingly interdependent and competitive global economy has meant that many countries are experiencing more common problems and pressures for change in education and training. While countries are addressing these problems at different stages, and are developing somewhat different solutions to Australia's reform agenda, it has been strategically important and mutually beneficial to keep abreast of international developments and reforms in vocational education and training.

Australia can benefit from studying offshore best practice. The two government-sponsored, tripartite overseas study missions to study developments in vocational education and training in Europe in 1987 and in the United States, Canada, the OECD, West Germany, Sweden, the United Kingdom and Singapore in 1990 were crucial in formulating and refining the national training reform agenda.
In establishing a world class education and training system, the reforms that are being implemented, particularly in vocational education and training, are in turn of enormous interest to other countries. The level of innovation and energy being devoted to our training system is now a focus of attention for visiting teams of experts, particularly from the Asian region but also Europe and North America.

Another dimension of internationalisation is the flow of trade in services including overseas students, off-shore provision including via joint ventures and consultancy services.

The number of overseas students studying in Australia has risen spectacularly in the university sector since 1986. The scope for attracting students in vocational education and training may not match that of universities but there should be considerable scope for growth in institutional based training, including at the diploma and associate diploma levels.

The Commonwealth has been giving a high priority to promoting these opportunities in the last several years with pleasing results. Training is now a frequent subject of discussion in multilateral fora (including APEC, OECD, and UNESCO) and is similarly frequently the subject of bilateral dialogue with countries in the Asia-Pacific region.

The commercial and diplomatic/cultural benefits derived from international exchange are important. So too is the opportunity to benchmark our system against others in international competition. Like the concept of the 'training market', internationalisation of our training system will ensure that our system is relevant to the competitive international economic environment in which Australia must find its way.

Conclusion

A number of criticisms of the training reform agenda, and points of current debate have been referred to above.
There is a need to respond to these criticisms and they are addressed in part in the recent Commonwealth statement *Working Nation* but they are also the subject of the current ANTA review of the implementation of the training reform agenda.

One of the key issues raised in the Kangan report and which has continued to be debated over the past twenty years, is the issue of leadership—how should leadership in the vocational education and training sector be balanced between industry, education and training providers, governments and the broader community. Again, the ANTA review will provide an opportunity to fine tune that relationship.

It has been instructive to revisit the Kangan report from the vantage point of the passage of 20 years. The review of the report has indicated both areas of progress and areas requiring further attention and development. It has also highlighted the foresight of the Kangan report in identifying important issues, such as the concept of lifelong learning. What is equally apparent is that the transition from insight to implementation can be a long one. The challenge for us all is to find ways to accelerate the rate at which we can implement desired change.

References


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Part 3
The workshops
The impact which the Kangan report made on TAFE buildings and the quality of their facilities cannot be appreciated without reference to the conditions in which technical education found itself at the time of the report.

Following the Martin report of 1964 (*Tertiary education in Australia*) which led to the establishment of colleges of advanced education, diploma courses which had been a highly regarded part of technical education since its inception were transferred to the new institutions. In Sydney, Brisbane and Perth, the best technical college sites and buildings went with the courses.

South Australia had initiated a building program with State funds and some Commonwealth supported buildings were being provided under a small program analogous to the school science blocks program. With these few exceptions, accommodation for technical education was uniformly poor. As for teaching equipment, the Kangan Committee noted that in some States 'teachers and instructors saw themselves as scroungers from waste heaps' Kangan report, para. 4). It can be understood why Karmel, in his 1971 report on education in South Australia, referred to technical education as 'a kind of wasteland between schools and higher education'.

The election statement of the Whitlam Government, which won office in 1972, dealt comprehensively with higher and secondary education. It made no mention of technical education. Kim Beazley senior later stated that his party thought that the Advanced Education Commission and the proposed Schools Commission would, between them, cover the field of technical education (Beazley 1977). The 400 000 students attending
their unobtrusive technical colleges were simply lost from sight.

It was against this background of neglect that the Kangan Committee was shown the best and worst college conditions' and met with 'old, cheerless structures some of which appeared to contravene fire, health and planning ordinances'. It noted 'in one State or another' unsafe floors, inadequate fire stairs, poor illumination, missing machine guards and lack of dust extractors.

These criticisms tread more lightly than could have been expected. The typical college of that time comprised an old central building, often a discarded school, surrounded by a multitude of temporary buildings, often war surplus huts, with a spillover into an assortment of leased premises in nearby streets, these being at best of indifferent value for teaching purposes and at worst they were hazardous. The unexpressed views of the committee were more heartfelt. Beazley (Beazley 1980) refers to a conversation he had with Kangan in which Kangan said he had sleepless nights because the escape route in a Hobart technical college went past highly flammable stocks of paint; in a fire, nobody on the second floor would escape.

The committee placed its focus not on condemning what existed but in how the physical environment should be changed as part of the radical objective of 'Shifting the emphasis in TAFE to the the needs of the individual' (Kangan report, para. 4.168) from the manpower requirements of industry. The accent on the educational growth of the individual student is the thread which runs through the report and is applied particularly to buildings and facilities: 'Emphasis on the needs of the individual should lead to easier access to learning, to better physical conditions for learning, to suitable students and teacher amenities, to welfare facilities, and to the highest standards of health and safety in workshops and laboratories'. (ibid., conclusion)

The committee's proposals

The committee prescribed a detailed blueprint for
change. Each project was to be planned in accordance with firm guidelines (ibid., para.4.207):

- provision of student territory, library, food services;
- comfortable atmospheric conditions;
- acoustic treatment of classrooms and workshops;
- recognition of traffic flow and handicapped access;
- orderly development;
- preservation of historic features;
- landscaping to provide a visual expression of dignity and status;
- sites not to be over-developed;
- new sites to be located with regard to public transport.

The only student facility found in today’s colleges which is not mentioned in the guidelines is child care facilities but it is noted that they were not sought by the TAFE Council until 1987 (Report of TAFE Advisory Council, 1987).

To ensure that the guidelines were satisfied, the committee recommended that each State proposal for a Commonwealth grant was to be checked by the proposed TAFE Commission and funds provided only where it was satisfied that the project was in accord with the guidelines (Kangan report, (xiv) (xv), 4.265–4.207). While the committee saw Commonwealth approval as necessary to bring about the changes it sought, this recommendation contained the elements of what could have become a Commonwealth-States confrontation. With minor modifications, mostly for practical reasons, the committee’s recommendations were translated into legislation.

**Giving effect to the proposals**

The grants provided by the Commonwealth for capital works were substantial. As noted by the Kangan Committee, however, the States lacked the staff resources required to implement a large program. In one State, for instance, its building program prior to Kangan had been so limited that it had been the practice to leave design
work entirely in the hands of the Public Works Department: no strategic plan, no educational brief, no site master plan, no design brief, no discussion with teacher users. The first years of the program were frustrating to both the States and the TAFE Commission—later Council), until more and better people were recruited to develop and manage the program. The TAFE Council was then able to argue successfully for increases in Commonwealth funds with the assurance that they would be expended in a set period.

The initial skirmishing engendered by the requirement that the commission council ensure that projects were in accord with Commonwealth guidelines soon gave way to a strong co-operative spirit. In part this was achieved by extensive consultation with TAFE authorities as their building programs were being formulated, that is, before State ministers had determined a program, and partly by the agreement to establish a Building Officers Group on which all States and the Council were represented. The stated purpose of the group was to set common standards across the States and to achieve the most educationally effective designs for individual facilities.

The group became an outstanding example of State and Commonwealth co-operation. It enabled the small States with fewer resources to draw on the design experience of the larger States and it served to inhibit the occasional tendency to excess by means of peer review. A notable achievement towards meeting the call of the Kangan Committee for student-centred environment was to produce the design for a 'model' college, to be adopted where the site permitted. College administration areas were to be at the front, library and student services centrally located on a pedestrian precinct, noise-producing workshops in the outer zone, with vehicle traffic on a peripheral road.

The committee had emphasised the urgent need to rehabilitate older colleges. Minor works funds were readily provided for this purpose but it was recognised that major upgrading projects demanded a balanced program. The outward march of population in the capital cities required new colleges in outer urban areas; major regional centres could not be ignored and there
was an evolving need for specialist centres such as schools of hospitality. Above all, there was the surge in enrolments everywhere, such as the committee's projection of enrolments for 1991 was exceeded by 1978. As a consequence of the need to spread capital grants to meet a spectrum of needs, there are still facilities in some older colleges in Sydney and Melbourne which would merit the wrath of the Kangan Committee.

Progress with new colleges and expansion of existing ones was rapid. After some initial hesitation, the thrust of the committee towards a student-centred college was answered in these developments. For example, in 1975 Queensland had but one college with a purpose-designed library; by 1980 all its colleges had one. As the TAFE Council recorded in its 1981 report:

*The introduction of libraries and student support services had begun to change colleges from being a collection of separate departments with limited interaction to being learning entities where students were introduced to a wider educational environment.* (Report for 1982-84 Triennium, p.119)

**The present position**

At the time of the Kangan report there were some 118 TAFE colleges. Today there are over 350 colleges. To achieve this growth the Commonwealth has spent approximately $2.3 billion in cash terms or above $3 billion in current prices, with the States contributing from their own funds an additional amount in the order of $1.5 billion in current prices. Most older colleges have been refurbished, most towns and outer urban areas have access to a college. The design standard can broadly be described as 'modern functional' and usually provides a pleasant if utilitarian environment containing those elements which the committee saw as necessary to enhance the learning experience.

Much remains to be done. The shift of students from part-time to full-time courses, the numbers of students proceeding directly from school to TAFE, pose an even
greater requirement for student support services. The skill requirements of industry as it employs the wealth of new technologies are forever expanding. New approaches to course delivery require alterations to older, purpose-designed structures. Pervading all courses is the explosion in information technology with its demands on space.

The Kangan report brought TAFE out of the shadows. It set goalposts for those whose task it was to apply the criteria for change to the built environment and these goalposts have become a part of accepting practice. It is still worthwhile, however, for those responsible for buildings to remind themselves of the objective set by the Kangan Committee: to provide facilities which promote a 'dignity of educational purpose in technical colleges' (Kangan report para.4.168) within a system which is 'neither inferior nor superior—to the other stream of education (ibid., conclusion).

References


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Tertiary Education in Australia, 1964 (the Martin report), Education in Australia, Melbourne.
In this paper I deal with what the Report on needs in technical and further education (Kangan report) had to say about research; and how those statements compare with what actually happened. I do this by:

- describing the research situation in 1974;
- discussing the improvements to research effort suggested by Kangan;
- discussing the Kangan suggestions and recommendations about the research which should be done;
- comparing what was said with what actually happened.

Throughout, I shall be referring to the Kangan report. That report’s sections are shown in parentheses.

Interestingly, the report does have a lot to say about research. It is critical of the small quantity of research being done; unambiguous about what should be done; and makes suggestions and recommendations about who should do what.

Research in 1974

With the exception of curriculum development research (4.12), itself hampered by limited funding, little research into technical education was being done in 1974 except in some State/Territory education departments, and the results of most of that research were not published (4.150, 4.151).

National research, conducted primarily in and for the higher education sector, did sometimes have relevance to technical education (4.150). This was the decade of great enthusiasm for the setting up of university teaching units, and their research (for example, into lectures or small group teaching) occasionally was useful to TAFE.
However, 20 years ago TAFE was considered closer to schools than to universities (and was managed accordingly) so much university-inspired research would not have had direct relevance to TAFE, as it was then.

The report pointed out (4.151) that most changes that had occurred in TAFE had been based on overseas experiences, and that systematic evaluation of the changes had been perfunctory.

The report stated that important developments in course delivery were taking place in TAFE without the necessary research base (4.20).

Where limited research expertise did exist within TAFE, as in the identification of occupational trends and the establishing of job profiles, then the report said that this should be expanded and conducted co-operatively across the country (4.156).

The report recognised that technical college staff were mostly not trained to conduct research (4.161) and made a recommendation on how to tackle that problem (4.162). A short-term solution was also suggested (4.161) whereby the Australian Commission on Technical and Further Education would be responsible for approving, supervising and co-ordinating research.

The TAFE research picture, then, in 1974 was not a good one. Little was being done, even less was being published, and there was a dearth of research expertise.

**Improving research effort**

The report proposed a three-pronged attack to improve research effort. First, it recommended the setting up of an ‘Australian TAFE Technology Centre’ (4.149). Its purposes were to be ‘adopting technology to vocational education, and of researching, developing and producing learning and other educational aids by itself or through others’.

It was intended that it should also:
be a clearinghouse for research;
disseminate information from abroad;
commission relevant research;
publish a journal;
arrange for textbook publication;
train in research.

Nothing came of the recommendation, which was resurrected by the Committee of Inquiry into Education and Training (the Williams Committee) five years later. That inquiry (p.332) recommended a National Centre for Research and Development in TAFE, which would be employed in projects such as:

- planning and production of teaching materials;
- analysing skills for occupations;
- accrediting courses;
- classifying courses and awards;
- using technological aids in teaching;
- development of self-paced learning programs.

The second research thrust of the Kangan report was to recommend the allocation of funds for research (4.11, 4.155, 4.216XXXII, 4.160) quite separate from the funds needed for the proposed technology centre.

The report made suggestions and recommendations on the areas of research requiring attention:

- occupational trends (4.156)
- job analysis to ensure course relevance for occupations (4.11)
- external studies (including variables such as literacy) (4.20, 4.155)
- interstate equivalence of award classifications and courses (4.17)
- nature and effects of courses (4.152)
- student learning and motivation (4.152)
- effective learning/teaching procedures (4.153, 4.158)
- attendance patterns and their effectiveness (4.158)
- equity of access (4.158)
- formative and summative course evaluation (4.158)
- cost-effectiveness studies (4.158)
- assessment validity and reliability (4.158)
- adult education (4.159).
What is fascinating about this list is that, even after 20 years, it would not be considered unexceptional today.

The third research thrust was to recommend that funds should be allocated for the training of technical college teachers in research methods (4.162).

The research which should be done

Now I turn to what Kangan said about the research which should be done.

There are three issues here: firstly, the types of research which should be done; secondly, who should do the research; thirdly, who should fund the research.

There were four types of research and development which Kangan thought appropriate (4.157):

- Research which answers the ‘What?’ rather than the ‘Why?’ or ‘How?’ questions. The example given in the report is ‘What techniques will work most effectively to teach what content and process to whom?’

- Research and development arising from the activities of the Kangan Committee. The example the report gives is research into the question ‘Are full-time teachers more effective than part-time teachers?’

- Student-centred research

- Open-ended basic research (in areas such as sociology and psychology) which is directed to the kind of students enrolled in TAFE.

The report was equally clear on who should do the research. Research should be the responsibility of four main groups. Firstly, research within State/Territory central offices should be strengthened, and the New South Wales Technical Education Advisory Council asked the committee to encourage the establishment of a
New South Wales Technical Education Research Centre (4.13).

Secondly, the proposed Australian TAFE Technology Centre would do research. This it seems would be restricted to curriculum research and development, although (as shown earlier in this paper) it would also have other research-related activities (4.149).

Thirdly, the report recommended that TAFE teachers should be trained in research methods (4.162). And, fourthly, funds should also be available for any qualified person to tender for projects (4.160).

Research and development should be funded by the Commonwealth. This even applied to the activities of the proposed technology centre, although commercial activities were expected to break even.

What actually happened

I’ve tried to show that the Kangan report recognised that there was very little research being done and even less being published. The report implicitly believed that research was important, and that decisions affecting TAFE should be taken with appropriate research findings in mind.

The report did not advocate a single approach to doing research: a central body, State bodies, colleges and individuals all had important roles. This was especially interesting, because in Australia there is usually a tendency to advocate one, and only one, best way of achieving results. (For example, I believe that the presence of the NCVER should not be seen as a reason for not funding research in different ways to be done by different groups.)

The report was clear on areas requiring urgent research attention and how (in a general sense) these should be tackled.

In discussing what actually happened, it is important first of all to refer to the Second report on needs in technical
and further education which was published one year after the Kangan report. That second report (signified as 'S' in parentheses below) pointed out that two of the four recommendations by Kangan which were not endorsed (or not endorsed in full) by the government were research related. First, the proposed research funds were halved (S1.6) and, second, the recommended Australian TAFE Technology Centre, whilst endorsed in principle, was to await the setting up of the proposed Technical and Further Education Commission (S1.7). As mentioned earlier in this paper, that recommendation had to wait five years before being resurrected.

There is much general rhetoric about research in the second report. That which is specific deals with projects that had already attracted research grants (S7.34), as well as suggested research topics (S7.43-49). Some of the research funded and research needed listed in the second report is the same as that proposed by Kangan. New second report areas of particular note included:

- the contribution of TAFE to the education of the whole person
- breaking down subject boundaries
- sociological functions of TAFE colleges
- school pupil awareness of TAFE
- home study groups.

What, then, has been the lasting impact of Kangan on research and development? Nationally, important committees were established and some of these have continued. For example, the second report suggested the setting up of a statistics working party (S7.29). This was done and that working party has developed into the Australian Committee on Vocational Education and Training Statistics. The achievements of that group are impressive and the importance of current developments are widely recognised.

A national research centre was eventually established in 1980 and started operations on 2 November, 1981. Although heavily involved in curriculum development in its early days when the Curriculum Projects Steering Group (CPSG) was housed there, since the foundation of the Australian Committee on TAFE (now Training) Curriculum (ACTRAC) and its separation from the
national research centre, the NCVER has had minimal involvement in curriculum research and development or in the production of teaching materials. The NCVER does undertake all other roles recommended by Kangan. These are:

- clearinghouse
- database
- commissioning research
- publishing a journal
- training in research.

The NCVER has an impressive research record, as revealed in each annual report. The type of research which should be done has generated debate ever since the organisation was formed. Marketing research shows an extremely high degree of satisfaction amongst NCVER’s clients.

In addition the NCVER is an important publisher and wide disseminator of research, runs conferences and workshops, undertakes work on the national TAFE and training statistics, has forged strong international links and (as suggested by Kangan) has a commercial section which breaks even. Of the NCVER’s budget, 60 per cent is now raised from outside funding.

At the State/Territory levels, the early enthusiasm for central research sections has declined and these sections are now either very small or non-existent. However, there are recent signs of renewed interest in such centres, or at least in the funding of research by State/Territory bodies. At the college level, few TAFE colleges have a major research function, but this is changing and research centres are being set up. Most colleges now have important curriculum development roles.

Grants for research and development have grown substantially. These grants are project or area specific and are frequently openly advertised for tender. This tradition is being continued by the Australian National Training Authority.

How would the Kangan Committee react to today’s research activity? I think they would be pleased to see the existence of the NCVER, ACTRAC and a number of
important national TAFE committees with research and
development as part of their remit. Kangan would be
pleased to see that the quantity of research has increased
dramatically. For example, the total number of
completed projects on the national database during its
first two years (1982–83) was 599; whereas for the most
recent two years it was 1513 (excluding ILO country
projects). Figures for some of the major research areas
suggested by Kangan for the period 1989–1973 are as
follows:

- teaching 188
- learning 486
- equity 30
- curriculum 72
- assessment 38
- cost-effectiveness 8
- cost of training 59

Kangan would be pleased at the effectiveness and
timeliness of research finding dissemination ranging from
a popular magazine 'Australian Training Review'
through to research reports.

Kangan would probably be disappointed at the small
amount of research being done by TAFE college teachers.
State and Territories have never encouraged this
particular aspect of their work, but this is changing.
Perhaps this should be where the next big training push
and expenditure commitment takes place?

One of Kangan's criticisms in 1974 was that most
research done in States/Territories was not being
published. The dissemination of local (as distinct from
national) research findings is still a problem and any
analysis of the clearinghouse must bear that in mind.
The fact that something has not been reported in the
clearinghouse does not necessarily mean that it has not
been done! This problem is being tackled by
State/Territory clearinghouse officers.

The NCVER Clearinghouse/database now has
international coverage. It is recognised by the ILO as the
Asian/Pacific database regional centre, being the focal
point for the Asia and Pacific Skills Development
Information Network.
Another Kangan criticism was that developments in vocational education were taking place without a research base. This sometimes remains a valid criticism. Indeed, research relevant to policy determination may have been published, but may be ignored. This is just as much a problem for the researcher to solve as for the policy maker.

I'd like to close with two quotations from the second report, because they are just as important today as when they were printed in 1975:

... it is considered essential that research, development, dissemination, and evaluation are viewed positively and are seen as being interrelated. (S7.30)

Research is not an end in itself—it is important to ensure that the results of research work find practical application. (S7.31)

These must continue to be our aims and remain important beliefs at the NCVER.
Introduction

The importance of good national statistics to public policy and planning can be illustrated in many functional domains but is as clearly seen in the Kangan report of 1974 as anywhere else in that decade. Not only did the report attempt the first statistical review of the state of post-secondary vocational education, but the momentum then established was sustained for some years after. By the mid-1980s this momentum had effectively faded but at the end of the 1980s a new, and more ambitious push commenced. As a result, 20 years after the 1974 report a new statistical regime is coming into being that can be regarded as a fitting response to the work of Kangan and his secretariat.

This paper first outlines the state of statistics on Australian vocational education that the Kangan Committee found on appointment. It then outlines the work they commissioned from their secretariat to fill the gap. A description is then given of the statistical developments that occurred in the decade after the publication of the report. The final section is an account of the major work on statistical reform that began in the late 1980s and is still continuing.

Kangan on statistics

An early priority for the Kangan Committee in 1973 was to establish comprehensive national statistics on technical and further education as the quantitative basis for their diagnosis and prescription. The starting point was not heartening. Statistics of what was commonly called ‘senior technical’ education had regularly been published over many years, both at State level and for Australia as a whole, in publications such as the Commonwealth Year Book and Grants Commission reports and working papers. But these statistics were, by and large, mere
compilations of State-level data which had little commonality or consistency across the country in even the most basic matters of definition, classification and statistical convention. How the statisticians must have grimaced as they added the State components to produce ‘national’ totals! Now for the first time, in 1973, there was a genuine attempt to develop a survey which could truly be called national in its scope, design and purpose.

It is difficult to improve on the assessment of the condition of statistics in Australian vocational education in the early 1970s provided by the Kangan report:

The development of TAFE is restricted by lack of comprehensive data collected on a consistent basis throughout Australia. This has occurred because of the special characteristics of the students and the courses conducted in this sector of education. The main areas of information which are required for planning relate to the courses being conducted, enrolments, staffing needs, costs of providing TAFE and information on special development areas, such as libraries, self-learning programs and resources, and student facilities. The situation in which a wide diversity of approaches to providing TAFE has developed in different parts of Australia, has also precluded the description of TAFE throughout the country on a consistent and comparable basis. Lack of resources within most of the TAFE authorities has also led to inadequate description of their own activities. (Kangan, A147)

This assessment of the general deficiencies was supplemented by description of the particular difficulties afflicting data on enrolment and student characteristics, staff, and finance. To demonstrate that these deficiencies were not simply a foregone luxury, the report emphasised how such data differences constrained both the planning and management of TAFE. Having in a sense challenged the leaders of State systems and colleges, the report returned to its national focus by recording that:
All of this information . . . will be of little value for planning unless it can be collected on a common basis throughout Australia.

In response to this diagnosis Kangan moved on two fronts: first to undertake its own national statistical survey and second to prescribe a longer term solution.

To provide the solid quantitative basis for the report’s diagnosis of the condition of TAFE and its prescriptions for change, the Kangan Secretariat designed and mounted the 1973 ACOTA FE statistical survey of Australian TAFE colleges. The direction and analysis of the survey were principally the responsibility of Mr Ron Ritchie, co-opted from the Technical Schools Division of the Victorian Education Department especially for the purpose. He was assisted in this role by the Australian Bureau of Statistics and particularly by Wal Mitchell, at the time the bureau’s outposted officer to the then Commonwealth Department of Education; by a small band of officers in the committee’s tiny secretariat; and notably also by the contributing State and Territory departments who organised the distribution and collection of returns from institutions—a striking early example of Commonwealth-State co-operation in the field.

The survey was organised into five basic sections, covering courses and enrolments; teaching and other staff; library staff, resources and transactions; capital and recurrent expenditure; and importantly—if only to record the manifold cavils and caveats—a section of comments on the statistics provided.

This is not the place to record the results of that first survey but the report was understandably proud to note that this was: ‘The first comprehensive national collection of technical education statistics.’ It is worthwhile, however, to note some of the striking features of the survey and its wider significance both in its own time and for the future.

The 165 page Appendix A in volume 2 of the report, sub-titled ‘A provisional statement of the present position in Australia’ summarises in some detail the survey results. It is by the standards of the day an excellent account of
the survey design, conduct, and results. It should be compulsory reading for all those involved in our current endeavours to achieve a national management and statistical information system for Australian TAFE, not least because it sought to collect data on issues not yet adequately addressed in our own work (e.g. libraries and distant learning).

The first and most remarkable thing is that the survey was conducted at all, and successfully completed, in the short time available to the Kangan Committee. Concepts, definitions and classifications had to be developed virtually ab initio (though with a little help from the collections for the schools and higher education sectors, which already had a long history). Coverage needed to be established and defined: collection forms and instructions drawn up, cleared and circulated; and returns collected, edited and analysed for a total of 367 TAFE institutions across the country. Even this catalogue understates the real effort involved, and glosses over the significant problems encountered—partly conceptual but particularly practical. It is difficult now, 20 years after the event, to recall just how impoverished were the TAFE systems of the 1970s in many of the basic resources which are now taken for granted. Administrative staff generally were a rare phenomenon, averaging fewer than five per institution, and computers were nowhere to be seen in any but the largest of institutions. Calculators were a prized possession, and adding machines of the post-war variety not at all uncommon! In this environment, it is scarcely surprising if statistics were widely regarded as a dispensable luxury.

A second and vitally important feature of the survey was the stimulus and expression it gave to the emerging identity of TAFE. For the first time the size and features of this sector could be quantified, analysed and compared with those of other sectors. There was a surprise and disbelief in the university and advanced education sectors of the day that this motley and fledgling upstart was catering for something like twice the number of students of both of them combined. The comparison, of course, was challenged—and with some validity—but its force and impact were strong and influential, not least on the politicians of the day.
Another notable feature of the Kangan Committee's survey was the foundation it laid for TAFE statistical collections and practices of the future. Many of the concepts, definitions and classifications adopted for this first national collection and described in the note on the statistical methodology that opens the appendix, have stood the test of time remarkably well: the concepts of 'stream' and 'field' of study, for example; the cumulative (rather than 'snapshot') basis of reporting student enrolment data, reflecting the particular attendance patterns of this sector; and broadly speaking also, the coverage of the collection across authorities and categories of institution. (The 'training market' was not even a gleam in Mr Keating's eye!) There were some rough edges, certainly, combined with not a little pragmatism, and many refinements were later found to be necessary (as described below). But by and large, the foundations were laid for a collection which captured the distinctive features of the TAFE sector itself rather than the established conventions of other sectors.

There is also a sense of deja vu to read of the differences between States in collecting enrolment data. The common methods of counting people and/or their enrolments, are noted while the problems of double counting and identifying new as against continuing students in a useful way are, regrettably, as familiar now as then. The survey also used a classification of teaching and various non-teaching staff that is remarkably similar to that we now use, while the problems in converting part-time teachers into full-time equivalents has not been much better addressed today. It is frustrating to realise that the collection of data on TAFE libraries that Mr Ritchie et al. pursued 20 years ago is still the most comprehensive and authoritative available in Australian TAFE today!

Notwithstanding these methodological advances the survey still faced huge problems in obtaining reliable data for the analytical requirements of the report. For example, information on two important student characteristics—age and gender—was not recorded in five States and Territories. Such major deficiencies challenged the Kangan statisticians 'to make the most of what data they had' on these and other items. The appendix is thus worth reading as a good example of
intelligent extrapolation from, and interpretation of, a poor data set for policy analysis where to do nothing would mean even riskier conclusions on important substantive issues.

The experience of the Kangan Committee was this survey clearly led to their second major initiative which looked to means of ensuring such deficiencies were not faced in the future. The report outlined a system that could be developed to collect the basic data in a standardised format for automatic data processing, and ultimately a network of terminals and computers for continuous data collection. (It is reassuring to those involved in the NATMISS project to know their vision has such a prestigious predecessor, but disappointing that we lost so much time in commencing implementation of the solution.)

The Kangan prescription for a radical new approach to TAFE statistics was, Unfortunately, not backed by a tough minded recommendation for action. Given its experience with the inadequacies of existing statistics and statistical machinery, it is not surprising that the report recognised that the States and individual institutions did not have the capability to introduce such a system along and individually. It does, however, in retrospect seem somewhat naive to expect that the action he committee proposed would be sufficient. This was a for a meeting of representatives of the various TAFE educational authorities to discuss 'the implications of establishment of a proper data collection program' (vol 2, app A, para 1.54). Such meeting was to occur but without the impetus that a more forceful recommendation might have given.


The period 1974–84 was one of development, excitement and rapid growth for Australian TAFE as a whole, as resources began to flow to the sector and it established its status as a legitimate and vitally important part of the mainstream education and training system. In the field of statistics, however, the era would better be described as one of consolidation and progressive refinement. (Goozee, 1993 gives a useful account of this period.)
Progress, certainly, was made, and on a variety of fronts. A regular annual collection of national statistics was instituted under the auspices of the TAFE Commission (and later the Tertiary Education Commission), with benefits not only to the national authorities but increasingly, to State authorities and institutions themselves. Building on the Kangan Committee's initial design, various enhancement and refinements were progressively introduced: from 1975, a comprehensive collection of basic demographic statistics (age and sex) for the TAFE student population; the (attempted) collection of some rudimentary completions data; the introduction of an enrolment/student distinction, in recognition of the high incidence of multiple enrolments in TAFE; and importantly, the introduction of some new and novel units of measurement—the student contact hour and the teaching hour—which in combination provided a far more reliable measure than had previously existed of the relative significance of the resource demands imposed by different categories of enrolment.

This era was notable also on a number of other counts: for the very sharp increase (of 20 per cent or more) in enrolment levels reported in the 1974 collection, following the abolition of TAFE student fees at the end of 1973; for the pressure (successfully resisted) for TAFE statistics to conform to the norms of the higher education sectors, following the incorporation of the TAFE Commission into the Tertiary Education Commission in 1977; for the one-off survey of student attrition in the late 1970s, whose results were discreetly shelved for fear of public embarrassment.

An important development flowing from the Kangan Committee's recommendations was the establishment around 1975 of the Joint Committee on TAFE Statistics (JCTAFES), comprising statistical representatives from all State and Territory TAFE authorities, the Commonwealth TAFE agency (TAFEC/TEC) and the ABS. The committee (chaired for some years by the same Ron Ritchie) laboured long and hard to improve the quality and consistency of TAFE statistics across the nation. A notable achievement was the production in the late 1970s of a data element dictionary for TAFE which established for the first time, for a core set of key data elements, an
agreed and nationally consistent set of definitions, classifications and data collection arrangements.

Following dissatisfaction within TAFE with the Kangan classification of courses into six academic streams, the Conference of TAFE Directors established in 1980 a working party on classification of courses that reported in 1982 on retention of the stream and field classifications but with a more elaborate but arguably less useful structure which has persisted to this day. The new system was approved in late 1983 and implemented from 1984. This is a clear illustration of the wider experience that agreed arrangements were translated only very slowly and partially into effective action on the ground. Major deficiencies continued to be evident in the comprehensiveness, quality and consistency of data across States, Territories and individual authorities. Very few States, for example, were able to produce any reliable estimates of the outputs of the TAFE system itself, let alone information on the destinations of those students on completion of their TAFE studies. Cost information likewise continued to be patchy and of highly variable quality.

In short, much remained to be done.

Post-Kangan statistical development: 1985-1994

The mid 1980s nadir

At the mid 1980s it seemed that the Kangan momentum to establish 'a proper data collection program' had disappeared. There was no discernible priority attaching to such work in the discussions of the Australian Committee of TAFE Directors (ACTD), while the demise of the national Tertiary Education Commission in 1987 substantially disrupted their expertise and interest in TAFE statistics (as reflected in the 1986 CTEC Review of State Funding). The formation of the Skills Formation Council of NBEET exemplified the quickened Commonwealth (i.e. Dawkins) interest in vocational education and training policy but the importance of improving the data base for policy analysis was not likely to be understood by the ESFC membership. In DEET the clear inadequacies of the annual publication of
Australian TAFE statistics seemed beyond redemption as it was the responsibility of the DEET Higher Education Division which lacked both understanding of the role of TAFE and the skills necessary to achieve change in a federal arrangement. (Such skills were unnecessary in their substantially direct control of universities).

In these circumstances the work within TAFE systems on development of statistical and management information systems proceeded substantially independent of the annual statistical returns to DEET. (As a consequence in at least one State the statistical returns to DEET were inconsistent in source and coverage from the statistical data used in management of the TAFE system!) While the ACTD Joint Committee on TAFE Statistics (JCTAFES) provided some modest impetus towards consistency, instability in its leadership and membership, flowing from widespread change in TAFE organisational arrangements were a major constraint. In one State in this period there were five CEOs of TAFE in almost as many years.

An inevitable casualty of these circumstances was the data requirements for national policy and planning and consequentially for TAFE resourcing. Notwithstanding the rapid development of public policy on vocational education and training in the late 1980s, DEET officers faced acute difficulties in providing the statistical dimensions to the issues under consideration. This was most obvious in Commonwealth funding for TAFE, which grew, but relatively modestly compared to the substantial growth in funding for higher education, reflecting in part the difficulties experienced by DEET advisers on vocational education in finding reliable statistical evidence for the TAFE case relative to the superior higher education data (and the effective lobbying from AVCC it sustained). The shortcomings in TAFE statistics were all the more serious as little reliable assistance on the sector is gained from ABS statistics. Some of these latter deficiencies reflect ABS policy—leaving functional statistics to functional agencies—and some reflect the difficulties of collecting reliable data from such a diverse sector. Nonetheless some deficiencies reflect out-of-date presumptions. For example, ABS usually classifies people by qualification according to their 'highest' qualification, especially
degree. In recent years a growing number of university graduates have enrolled in TAFE to upgrade their skills, but the TAFE qualifications these graduates obtain will not be reported by ABS as they are not the 'highest' qualification.

Reform resumed

The resumption of statistical reform effectively began in the late 1980s. A self-searching review by JCTAFES of the condition of TAFE statistics led to the obvious conclusion that the existing DEET-managed national data collection was failing to meet the requirements of State systems and national purposes. This review resulted in a substantial proposal to ACTD in 1990 that a major review and reform of statistics was necessary. This proposal was accepted and DEET assistance was quickly forthcoming. First through funding a consultancy of the development of a data planning model and then in 1991 more substantial funding through the 'national project' program for development of a new National Management Information and Statistical System (NATMISS). Third, and not least, was the decision in 1991 to transfer responsibility for the TAFE national statistics collation and publication to the National Centre for Vocational Education Research, under the oversight of COTTS. In 1993 responsibility for the national apprenticeship statistics collation and publication also passed to NCVER as managing agent for ACVETS. (See NCVER 1992).

This belated start to implementation of the Kangan agenda for TAFE statistics could have been disrupted by the decisions of Commonwealth and State ministers in November 1990 to establish a new ministerial council for vocational education and training to pursue the national training reform agenda. In the event the decision establishing MOVEET explicitly committed officials to improve the statistical basis for policy and planning. As a result JCTAFES was transformed into the Committee on TAFE and Training Statistics (COTTS) and its NATMISS project both widened to encompass non-TAFE providers and training and given a far higher priority.
One particular feature of this period merits note. In one of the last of the ACTD meetings that approved the initiation of NATMISS the Victorian TAFE CEO, Mr T Moran, had successfully urged the project to focus on providing not only data for management purposes but also such data presented as Key Performance Indicators (KPIs). This request lead the early meetings of COTTS to focus on two key planning parameters for any statistical system—what purposes are the statistics to serve, and what are the boundaries to the subject matter?

The first issue led COTTS in June 1991 to request of VEETAC that the national scope and objectives of vocational education and training (VET) be defined. It is pleasing to report that this simple request resulted in the National Statement of Goals and Objectives for Vocational Education and Training that MOVEET endorsed in June 1992, and that this statement has provided a clearer sense of purpose in statistical planning than is usual in national collections. Thus the first consultancy on development of KPIs for VET was commissioned in early 1992 and the results have been reflected not only in the continuing work on data definition but also in the recent supplementary measures of State and Territory maintenance of effort approved by ministers in May 1994.

The definition of boundaries for VET statistics has yet to be so satisfactorily resolved. The definition of VET scope contained in the Australian National Training Authority Agreement of 1992 was helpful but was still less precise than statisticians would ordinarily like. Nonetheless useful clarification of boundaries has been an inevitable side benefit of actually working to develop collection systems. (See for example, the recent report on adult and community education). (COTTS, 1993)

The scale and complexity of the NATMISS project has required not only a committed working party to plan and manage, but also a range of full-time staff, consultants and specialised task forces to co-ordinate and undertake the work. The NATMISS Working Party was established in February 1991 and the first project manager appointed in August 1991. The first major outcome from their planning was the decision to partition the statistical framework into two major
modules: firstly the 'business of VET' module encompassing students, teachers and courses, and secondly 'the resourcing of VET' covering finance, human resources, and physical resources.

The draft documentation for the 'business model' was circulated throughout Australia in August 1992 for discussion and comment (see COTTS, 1992). The refinement of the model to reflect this feedback took several months and the final proposal was not considered by MOVEET until mid-1993. In a historic decision, in an otherwise unproductive meeting, ministers endorsed the 'business model' proposal so establishing not only the Australian Vocational Education and Training Management Information and Statistical Standard (AVETMISS) but also an implementation timetable. AVETMISS is the world’s first statistical standard and is being implemented in TAFE and training agencies this year.

The same meeting of ministers also made COTTS responsible to ANTA and this has worked to strengthen the planning and accountability of the statistical work without changing the co-operative nature of the project. It also facilitated the implementation of the results of a self-initiated review of COTTS organisation and processes that led in part to the adoption of a clearer title Australian Committee on Vocational Education and Training Statistics (ACVETS).

Work on the 'resources model' is now well in hand drawing on input from three specialised task forces: staffing, finance and physical resources. Development of VET financial data has proven one of the more complex, important and sensitive tasks. As a first step COTTS and DEET collaborated in a consultancy in 1992 to establish base data on State-sourced VET funding and expenditure, and the resulting 'Blue Book' became a major input to the ANTA negotiations and subsequent administration. This experience and the subsequent work of the Finance Resources Group made it clear that a major impediment to necessary progress was the absence of an agreed national financial framework for VET. To that end ACVETS commissioned in late 1993 a consultancy report on the development of such a framework and the resulting report has recently been circulated for reaction.
(see ACVETS 1994). Consistent financial data for VET is now the most important matter to resolve, for it is critical to good management at all levels, to comparative assessment of performance and to good resourcing decisions.

Much of the work of ACVETS has involved the NATMISS project, including the recent initiatives with respect to training statistics (ACVETS 1994) and statistics on adult and community education. There is, however, further work flowing from the performance orientation that has taken us well beyond the Kangan vision. In particular a major national pilot survey of the employment and satisfaction of TAFE graduates was conducted by NCVER in 1993 and a counterpart pilot of employer satisfaction with VET is now being commissioned.

Finally an up-date on the last element of Kangan's proper data collection—the use of information technology—deserves note. For several years it has been practice for States and Territories to submit their statistics to NCVER in computer tape format. Since 1992 we have seen a steady improvement in the vetting of this raw data by increasingly more demanding editing checks, and with complementary efforts from the State officers involved, this has produced major gains in statistical quality. The ACVETS working party on national information systems and technology (NISAT) has also done good work in assessing the scope for gains from collaboration in both acquisition of hardware and systems, and their operations. Although small, recent progress in sharing in the development of student administration systems is an omen of what sensible and co-operative dialogue may yet achieve.

Future development of AVET statistics

The pace of statistical reform has not slackened since 1990, nor have the underlying principles varied:

- Firstly, that reliable national and State data can only be achieved by designing and implementing a statistical system that is an integral part of
operations and management from local institution through to national collection.

- Secondly, that the full involvement of experts from all State and Territory systems and agencies was essential not only to access their expertise in design, but also to achieve the 'ownership' necessary for effective implementation.

- Thirdly, the new management and statistical system should not only meet Australian requirements but also strive to achieve this in world best practice terms.

It is likely that the largest part of the statistical system design will be complete by the end of 1995 and implementation should also be completed by 1997. It is already possible to make plans for the use of the data in institutional and international benchmarking—especially across the Tasman—and consider how we can properly exploit this comparative advantage in Australian VET. The scope for such international action by Australian VET is made obvious by the poor condition of VET data in most Western countries, the lack of useful guidance on these matters from the multi-lateral agencies with statistical or functional responsibilities (i.e. ILO and UNESCO) but the growing awareness of the need for strengthened monitoring & information systems (see World Bank, p. 69). With the parallel improvements in ABS coverage of training in industry, this should ensure Australia has not only fulfilled Kangan's vision but also provides the reference point for every technical and vocational sector in the world. If we can finish the job thus perhaps Myer may forgive us the fifteen lost years.

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TAFE teacher education before and after the Kangan report

The Kangan report of 1974 represents the major landmark in the struggle of vocational education to establish a distinctive role and identity within the overall Australian education system. More than any other event in the evolution of the Australian education system, Kangan legitimised vocational education as an important sector with its own distinctive role. However, legitimising the role of vocational teachers vis-a-vis school teachers has taken longer.

Prior to the Kangan report there had been little interest in technical teacher education in any of the Australian States. The (then) most educationally progressive of the States, Victoria, had set up a small teachers' college for technical teachers in 1954. This was largely due to the fact that there was a strong technical high school system in that State rather than to any commitment to the post-school sector of education. In the 1960s there were short non-award courses available for TAFE teachers in NSW, Victoria, WA and SA. In Queensland and Tasmania there were no formal courses at all. In that decade there was strong support for the Commonwealth to play an increasing role in higher education, but this did not include teacher education which was largely run by the State departments of education. As Fragar (1978) pointed out, the fragmented nature of the technical teacher education provision was virtually ignored by the Martin Committee in their important review of the tertiary sector in 1964, even though it dealt at some length with school teacher education. Fortunately the work of the
Technical Teachers Association of Australia ensured that some thinking was done about the nature of a desirable technical teacher education system. This was to form a basis for the extensive discussions which were to take place in the 1970s.

It was in the 1970s that technical teacher education became a national issue, though still one overshadowed by the developments in school teacher education. Prior to Kangan there was little knowledge and understanding of TAFE. It was almost universally believed that technical education was concerned only with apprenticeship training and that there was little need to provide a systematic training to teachers of part-time non-academic students. However, amongst other things, the Kangan report recommended, as a matter of urgency, the setting up of an inquiry into the initial preparation of teachers in the sector. This was, of course, the first attempt to see the TAFE sector in national terms. The report of the committee on technical teacher education was tabled in Parliament in November 1975 but was overtaken by the dramatic political events of that time. Subsequently, the report was considered by the new TAFE Council and it was decided to set up a further inquiry under the auspices of the staff development committee. A national focus for technical teacher education was at last emerging in line with a national focus for TAFE generally. This body undertook a detailed and widely supported study which culminated in the publication of what became known as the Fleming report (1978). This was the first serious study of TAFE teachers in Australia and formed the basis of the recommendations on the formal preparation of TAFE teachers which were finally drafted and released by the Tertiary Education Commission, under the chairmanship of Keith Coughlan in 1979.

Perhaps the most important thing that the Fleming report recommended was a move away from the school teacher model of teacher education on the grounds that TAFE teachers and TAFE students had needs that were different from their school counterparts. These differences between TAFE and school teachers continue to be highlighted in more recent documents (TAFE National Centre for Research and Development 1991, Chappell 1992). The Fleming model had as its main aim
the preparation of teachers centred on a career shift from practitioners to teachers. The focus was on the immediate needs of teachers: practical teaching skills, understanding of the teaching/learning process, awareness of industrial society communication skills, use of educational equipment and the skills of curriculum development and evaluation.

These recommendations were followed by a number of national conferences in the early 1980s at which the directions of TAFE teacher education were further discussed. The record of these discussions demonstrates both the lack of confidence of those in the sector and the superficiality of their thinking about TAFE teacher education. As Martin (1981) pointed out, the fact that everybody was so concerned to show how their models of teacher education corresponded to the Fleming report, when they clearly did not, was a symptom of something quite unhealthy. In fact, many of the States continued the school teacher dominated model without a recognition that this was what they were doing. In a refreshing paper at the 1981 conference, McIntyre (1981) challenged the consensus that had emerged from the first conference, viz. that there was a need for a strong concentration (some wanted it exclusively) on performance-based teaching skills. He argued strongly for the need to move away from a school teacher model based on the notion of 'deficit', a model which devalued both experience and the importance of technical knowledge. Instead, he suggested a model which integrated the technical knowledge of teachers with the study of teaching. The question of what knowledge was important to vocational teacher education and the similarities and differences between this and teacher education generally is an issue which is still being debated.

The quality and quantity of training available to vocational teachers has been increasing only slowly since 1974 (Kangan 1974, p.87-89), climaxing in 1991 with the introduction of degree level vocational teacher training programs offered by universities. This initiative emerged from the recommendations of the National Review of TAFE Teacher Preparation conducted during 1990 (TAFE National Centre for Research and Development 1991). Vocational teachers were finally being offered
educational preparation equivalent to teacher training courses for other sectors of the Australian education system.

The recognition by the Kangan report in 1974 that vocational education was a distinct and separate educational sector with its own mission and identity, provided vocational education with a significant boost. Perversely, the attainment of a new status by TAFE helped to perpetuate the long standing educational dichotomy—general versus vocational education. The dichotomy is based on a view that general education is about providing learners with the knowledge and skills to achieve personal/social/cultural understanding and development while vocational education is all about providing learners with the knowledge and skills to undertake work. General education is viewed as being concerned with cognitive skill development leaving vocational education to concentrate on practical skill development. This separation of general and vocational education created a situation where the educational paradigms on which general and vocational education were centred evolved along separate lines. Significant differences emerged in the educational practices of the sectors. Taken-for-granted assumptions which guided teaching practices within the various sectors became significantly different. The processes of learning, assessment and curriculum design evolved different. Each sector developed a distinct, if overlapping, educational identity. The content and learning experiences within teacher training courses came to reflect these differences.

It is particularly ironic that TAFEs achieving a new status, largely due to Kangan, helped to perpetuate the general versus vocational education dichotomy, since Kangan specially urged that this dichotomy needed to be overcome. According to Kangan, 'the main purpose of education is the betterment and development of individual people and their contribution to the good of the community'. This . . . contrasts with a strong traditional view of TAFE as serving the needs of industry. This view has been dominant not least amongst TAFE teachers themselves. Kangan’s idea was that the needs of industry ultimately would be served best by firstly meeting the learning needs of individuals.
In this Kangan was ahead of his time since the then culture of TAFE did not particularly encourage individual growth and initiative by its teachers. If the philosophy was really to be one of primarily addressing the needs of the individual students, this could only work if teachers were themselves part of an organisation that encouraged self-development and initiative. Without some drastic changes within TAFE itself, Kangan’s vision could not be achieved. In short, the prevailing culture of TAFE was against any significant overcoming of the general versus vocational dichotomy in the short term. However, recent developments are putting increasing pressure on the dichotomy.

Current pressures on the Australian education system

The thinking that underpins the general versus vocational education dichotomy is under attack from a range of sources. Changes in patterns of education participation including; school retention rates, second-chance educational initiatives, redundancy and re-training programs and high levels of youth and adult unemployment have all contributed to the substantial blurring of traditional boundaries in education. Many teachers in schools are teaching vocational skills; many teachers in vocational education and training are teaching personal and social development skills. Institutional moves have reflected these changes. Joint secondary schools and TAFE programs have been developed and vocational subjects have been introduced into the curriculum of the senior years of school education. The relevance of the general/vocational dichotomy has come under sustained questioning (see e.g. Hager 1994). It is now argued that the cognitive skills and personal and social abilities nurtured in school education are as important for work in the late 20th century as the technical skills which have been the traditional domain of vocational education. Many of the generic skills which underpin personal and social growth also underpin vocational competence. In this model general education becomes vocational and vocational education becomes general. There is increasing evidence that these changes are now being felt in the day-to-day practices of teachers.
The constituency of the Australian teacher is changing rapidly. The abilities now required of teachers have to expand to meet these changes.

Policy decisions of governments are also contributing to changes occurring in education. Economic rationalism, with its call for deregulation and flexibility, is now being applied to education. TAFE systems are being restructured to achieve a more market-driven orientation. Barriers which limit education progress or cause duplication of provision are seen as legitimate targets for deregulation. Articulation and accreditation provisions together with strategies for the recognition of prior learning are now being used as indicators of quality and accountability in education. Industry is also being urged to take the training of its workforce much more seriously. Many organisations have responded by professionalising the staff involved in training. To be effective a full-time trainer within an organisation requires as broad a cognitive base as a TAFE teacher or school teacher. Australia is now in the position where, at any given moment, students in schools, students in TAFE colleges and workers in staff development courses in organisations may all be participating in programs which aim to develop skills in interpersonal communication or problem solving, team building or conflict resolution, peer coaching or self-evaluation.

There are of course obvious contextual, motivational and cultural differences here which interact in complex ways and these differences affect the teaching/learning practices adopted. Nevertheless contextual understanding and an understanding of learning theory is fundamental to effective practice in all three examples. Accepting this does not deny that there are also large areas of curricula which remain unique to each sector of education represented here; however the challenge in the 1990s for educators is to create and use a different classification system for education. A classification system based on context, culture and learner needs rather than on age, time and institutional demand; a system which recognises and accommodates commonalities, differences and equivalents of all participants in the educational process which is now being viewed as much more diverse and complex than previous models of education allowed. This new classification system would
emphasise learning rather than teaching and legitimise informal as well as formal learning. It would recognise the achievements and limitations of all the different sectors involved in the education process.

The relationship between education and economic development continues to be a major focus of concern within all industrial and industrialising countries. In Australia the Finn, Mayer and Carmichael reports all argue that an improved Australian education system is an essential cornerstone for future economic development. The rationale underpinning this assertion is very similar to the conclusions reached by many countries with advanced industrial economies. The proposition is that an increased emphasis on the development of the knowledge and skills required to work effectively in the workplaces of the late 20th century must be incorporated into educational programs. The Australian educational system is being called upon to respond to this proposition. The adequacy of the response may well determine future levels of financial and political support given to the education system by the Australian community.

Implications for TAFE teaching and teacher education

Restructuring of TAFE is not, in itself, enough to achieve the new goals outlined above. Rather a new culture of TAFE as a learning organisation is needed. An awareness of this can be seen in the Predl report (1992). Likewise, in NSW a sub-committee of the Ministerial Advisory Council on Teacher Education and Quality of Teaching (MACTEQT) is currently developing a profile of the desirable attributes of TAFE teachers. Prominent amongst these are the need for the self-direction and autonomy that characterise a committed lifelong learner.

There are many challenges that lie ahead for TAFE teacher education in Australia. These include the following:

- The need for an urgent redefinition of teaching which recognises and incorporates the
commonalities and differences found within those who today can legitimately lay claim to the title of ‘teacher’. TAFE teachers and school teachers will require a teacher education which prepares them to work in both sectors and in industry settings. The kind of teacher education that is appropriate for industry trainers will also need to be clarified.

- The need for teacher training to become more flexible, responding to various contextual needs. The teacher of the next century will be practising in a variety of locations and with learners more disparate than those found within the traditional school, TAFE college or organisational training room.

- The need for teacher training, in the short term, to incorporate the competency standards developed by the teaching profession at the national level. It is possible that, with the increasing internationalisation of the professional labour market, teacher training institutions will be forced to address international quality standards benchmarks.

- The continuing role of quality and accountability as central features of the education debate. These will increasingly become features of teacher training programs. Teacher training programs will also need to focus on developing those skills which equip teachers to be active change agents within a changing world.

- The need for teacher training institutions to defend themselves against critics who have shallow and instrumental views on education and training. They will also need to rationalise and justify their course and content.

- The need for an increased emphasis on ‘learning while working’ in teacher education and an increase in the delivery patterns of teacher training programs.

- The need for bridging and in-service courses, designed to enable teachers to move from one
sector of education to another, will become more urgent.

Kangan's hope of eliminating the gulf between the general and vocational is now closer than it has ever been. After 20 years, teacher education for TAFE teachers is on a par with that of school teacher education. More importantly, the preparation of school teachers is now starting to take into account the importance of vocational education and is seeking to develop competencies that are very similar to those which guide the preparation of TAFE teachers.

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"Would you tell me please, which way I ought to go to from here?"
"That depends a good deal on where you want to get to", said the cat.
"I don't much care where—"said Alice
"Then it doesn't matter which way you go."

(from Lewis Carroll's *Alice's Adventures in Wonderland.*)

The committee has found that the present libraries in technical colleges range in quality from mediocre to appalling, . . . The committee considers that the library situation is markedly worse now than in 1966 when the first report of the Commonwealth Advisory Committee on Advanced Education harshly criticised technical college libraries as they then were. Many colleges still possess no library resources apart from small departmental collections for teaching staff to which students often have no access. A proportion of the book stock is obsolete and should be removed from the shelves. In colleges where library staff exist, staff numbers are very small and the majority of staff are not equipped for the demanding role implicit in the notion of the LRC as a learning resource. Where new library accommodation has been provided over the last few years in the institutions visited, it has been given inadequate space, and because of its location could not be conveniently extended.

(Kangan 1974, pp.150–151)

With the advantage of two decades of hindsight it is easy to see how visionary was the Kangan report. In its references to student learning, learning methodology and delivery, curricular development and library
development much is still to be achieved, but the fact that so much is still relevant, still current, is a tribute to the experience and farsightedness of the original committee. It is also, of course, a cause for concern, that development and progress has been so slow in some key areas of TAFE.

Whilst this paper does not intend to be a detailed recounting of the development of TAFE libraries over the past 20 years, the experiences of these past two decades will nonetheless be used to identify issues that need to be addressed to provide constructive directions for the future.

The state of TAFE: Reflection of the nation

It took over one hundred years for technical education to become (a result of the Kangan report) a policy concern for the national government.

This inertia reflects the educational values of successive governments and of the community. It reflects Australia’s reliance on immigration as a source of skills, and on the export of unprocessed minerals and agricultural produce as the major source of the nation’s wealth. It continues to influence the way the community views and values vocational education and training.

(NBEET 1991, p.10)

The vocational education and training sector needs to deal with deep-seated community attitudes inimical to its development and expansion, attitudes that have become well entrenched over considerable time and which continue to seriously devalue the role of training.

If you look back over the last 10 years in Australia there has been a huge increase in participation and in associated funding for schools, a huge increase in participation and associated funding for higher education (universities) but TAFE (funding) has almost remained static and flat. This is because
governments, for whatever reason, have not been able or willing to find the additional resources that are required. I suppose that in a lot of ways that is a reflection of the fact that the community in Australia has undervalued the worth of vocational training and education and we really do have to change that. We have to change the level of resource provision, we have to change participation rates and we have to change the way in which the community values the worth of vocational education vis-a-vis higher (university) education. (Murphy 1992, p.5)

The traditional under-resourcing of the vocational education sector is the direct result of community attitudes towards training. By 1988, after more than a decade of growth, participation in TAFE had begun to decline in at least 5 of the 8 TAFE systems. National participation rates continued to decline in 1989, the consequence largely of funding cutbacks. So at a time when it was critical for there to be expansion in the training sector, there was in fact, contraction.

Nonetheless, each year since 1991 over one million Australians have been enrolled in courses provided through one of more than 200 technical and further education colleges Australia-wide. ‘Without TAFE, nearly one million Australians now in their twenties would have had no education beyond Year 9. And a further one million, no education beyond Year 10.’ (NBEET 1991, p.9) It is Australia’s most diverse and open education system.

TAFE provides a veritable smorgasbord of course offerings, increasingly concentrated on, but not restricted to, the provision of vocational education and training. Courses are undertaken by people who have completed secondary education, others by university graduates, still others by adults who have real difficulty reading or carrying out simple computations. The student spectrum is very broad; overseas students who stumble with English, middle-aged women lacking confidence but keen to improve their educational qualifications or re-enter the workforce, grey-suited business men uncomfortable with changing technologies, grandfathers who can’t read, university graduates wanting work in the tourism and
hospitality industries, heavy industry apprentices or trainees, working on the latest computer-aided design technology, learning a traditional craft, and one could go on and on . . .

In contrast to TAFE, funding for schools beyond the compulsory years is driven by enrolments, with governments accepting a need to provide places for those who wish to participate. In higher education, where the Commonwealth Government has the principal funding responsibility, acceptance of the need to provide for projected future demand for tertiary places has resulted in a significant real increase in funding. (NBEET 1991, p.23)

It has been argued that TAFE directions from the mid-1970s to the mid-1980s was more on providing second chance education to adults, consistent with the Kangan report, than on providing vocational education to the work force, and by the mid-1980s TAFE was being increasingly criticised by industry groups for not responding to industry needs.

A variety of reports over the last seven years have led to widespread changes in TAFE, however the most fundamental problem is that of the continued and chronic under-resourcing of this sector, in contrast to the schools and the higher education sectors.

The state of TAFE libraries: Reflection of a deeper malaise?

Technical college libraries are poor because so little has been spent on them. TAFE administrators, although acknowledging this, are prone to lay the entire blame on the inadequate financing of technical education. This has unquestionably been a major limited factor, but the relegation of libraries to a very low priority in the total teaching scheme by teaching staff, college principals and head office administrators is the main reason so little has been spent on them in recent years. (Kangan 1974, p.151)
With almost 30 per cent of all education enrolments being in TAFE, and only 7.2 per cent in higher education, TAFE is easily the largest part of the tertiary education sector in Australia. Despite this, TAFE is by far the poorest in terms of library provision and resourcing.

In TAFE there are almost four times as many subject enrolments as the universities, yet the universities receive 12 times the expenditure of library provision. In access to library provision, students in TAFE are treated as a class apart from their university counterparts.

This present parlous state of TAFE libraries is the result of a variety of factors.

The historical development of vocational education and training

Unco-ordinated and unplanned nationally, until the Kangan report provided a turning point, vocational education and training has not been a priority for either national or State governments. Indeed, this accurately reflects the attitudes and values of a community that has consistently undervalued vocational education and training, and failed to see the consequences of long term practices that mitigated against the improvement of technical skill levels throughout the Australian community. Basing its standard of living on the export of raw materials and other primary produce and the import of skilled workers, this country was able to avoid consideration of those more difficult questions related to international competitiveness and self-sufficiency.

In fact, it could be argued that these practices have entrenched those views that continue to see higher education as a priority, and vocational education and training as a second, and much less desirable, choice. The traditional focus of the TAFE sector aligns well with the anti-intellectualism of Australian culture, libraries being considered as elitist.

Unlike higher education, there has never been any real tradition for TAFE students to need access to libraries, and because of the narrow and traditional educational delivery in TAFE, a serious lack of understanding of the
need for access to, and understanding of, specialist technical information.

[Teachers] having practical backgrounds and not having been trained to make constructive use of information resources, [they] are not in a position to ensure that their students make effective use of them. There seems to have been an unquestioning acceptance by some technical college authorities and teachers of the maxim 'apprentices don't read'. (Kangan 1974, p.152)

In addition, the fluctuating economic circumstances of the 1970s and 1980s have minimised the quantity of crumbs falling from TAFE's table to their libraries. The eroded buying power of the Australian dollar coupled with rapidly escalating prices of learning materials over that same period, has aggravated an already serious situation.

The average expenditure on library materials is approximately $1.40 per student per annum. Whereas the universities and colleges of advanced education spend between 4 and 12 per cent of their total recurrent expenditure on library resources and services, technical colleges spend on average 2.4 per cent for this purpose. (Kangan 1974, p.152)

Remaining on the edge of vocational education, despite the polemic relating to changing educational methodologies, because of apparent misunderstanding of the implications of resource-based learning delivery that should bring issues of access to, and use of, learning resources and therefore libraries, into the educational mainstream.

Kangan understood the issues clearly:

There should be more opportunities for individuals to learn at their own pace and at times convenient to them by using modern education technology to make their access to education easier. (Kangan 1974, p.124)
... external studies arrangements as on-going activities deserve special encouragement ... they should, in each State be the major activity initially of a central resource centre (CRC), which should contain a comprehensive variety and quantity of learning media that facilitate development in the individual. It suggests that these CRCs accept as their guiding principles: first, that the individual should be assisted to learn at his own pace; second, that certain learning media may be more effective for some subject or topics than other media; third, that individuals react in different ways to different media. (Kangan 1974, p.125)

The CRC should feed into college library resource centres. The activities of the college centre should rest on the propositions: first, that college libraries constitute a natural core for their activities; second, that the quality of the learning process is strongly influenced by the range and quality of services available in or from resource centres; third, that to the extent that colleges are prepared to accept a substitute for the traditional formal teaching environment the CRCs will grow in importance for self-directed learning. CRCs should provide for a range of learning aids, and for output of multi-media materials including library books, periodicals, audio tapes, video tapes, films and transparencies. (Kangan 1974, p.125)

... The LRC should be open for the longest span of hours that will meet the convenience of most students who, with teachers, should be stimulated to use it for the reinforcement of teaching or to discover other possible approaches to and different treatments of specific subject sands topics. The LRC should be one means of facilitating self-paced learning. And, most important, the LRC must have a staff large enough and good enough to ensure that all teaching staff and students know how to use it. (Kangan 1974, p.150)

A lack of understanding of the connection between economic prosperity and quality training provision, influenced by narrow overseas traditions of vocational
education and training, particularly British models, have led to an extremely narrow interpretation of technical education and a consequent diminution of the role of libraries in needing to provide access to information and learning resources for more independent use.

The recruitment and composition of the TAFE teaching cohort

Largely industry derived, and that of course should be seen as a strength, but as part of a system largely unconcerned about quality educational delivery. Teaching how they were taught, unappreciative of the need for professional development, often unaware of the educational choices that should be made, focussing on technical content linked to only a narrow skills base, TAFE teachers were not much different from others in the tertiary education sector.

A shift in emphasis from classroom instruction to self learning will require a much greater degree of integration of self-learning aids into TAFE courses. While the primary responsibility for this must rest with the teaching staff, librarians have a particular role to play in ensuring that their teaching colleagues are aware of the range of resource materials available, and in encouraging them to use these materials as integral and essential part of their programs of activities. It would obviously be advantageous if senior members of the LRC staff have the academic background and experience in libraries that will permit them to play a proper role in the college's educational program. (Kangan 1974, p.156)

Staff development activities relevant to improving the quality of educational delivery have not been a high priority, the focus being largely on keeping the teacher 'expert' abreast of developments in their area of technical expertise. Similar to other parts of the tertiary education sector, issues of teaching/learning quality have not been a priority in the past, although of course there have been many marked exceptions to this bleak educational picture.
A major change which the committee has indicated that it wishes to encourage is a shift from blackboard-centred, group-based instruction, hierarchically organised and focussed on the acquisition of traditional skills to the creation of an adult learning environment organised by dynamic leaders who are aware of the most effective learning/teaching procedures...it is clear that the shift towards student learning centred activities referred to above can be achieved only by a substantial change in both the attitudes and abilities of teachers entering TAFE. (Kangan 1974, p.164)

Libraries representing access, choice, diversity of opinion, have never been perceived as an essential part of the TAFE sector. After all, why should apprentices need books? Myopic and narrow attitudes to education and training have been the millstones of the recent past that have all but drowned those attempts to improve the level of library provision across TAFE.

The lack of clarity about the role of TAFE libraries

TAFE libraries have never successfully articulated a coherent educational role. Both library managers and bureaucrats have at times argued in support of such a role, but it has been an educational role articulated, interpreted and developed by librarians, not educators. In such a context, such a role must be seriously compromised.

John Cowan, Scottish director of the Open University, describes well the difference in role perception between librarians and educators, differences which bedevil TAFE amongst other libraries in the tertiary sector.

I must confess that I did not find librarians with whom I had to deal amenable to the idea of changing the system to suit the needs of myself or my students. They were interested in helping us with what we were doing—provided we did it their way, and that of course would have been unacceptable. Because it was important for me to create a supportive learning environment, and
not merely an effective delivery service. (Cowan 1987, np)

In essence little public libraries housed in TAFE colleges, lacking unique educational roles and services, with inappropriate staffing structures and inadequate staffing levels, it was therefore not surprising that the service was marginalised, misunderstood and largely powerless.

*In the committee's view, courses should be available in every college on the use of LRCs to best advantage, and information on the use of LRCs should form part of every vocational program of study.* (Kangan 1974, p.156)

... the staff of the individual college LRCs, once free of the bulk of technical service activity, should be able to concentrate on their primary functions of reader service and reader education. (Kangan 1974, p.158)

In the first instance, often drawn from the primary or secondary education sectors, library managers in TAFE lacked both a vision about their specialist role in TAFE, and it would appear the ability to execute such a role. For this reason a number of the States rejected teacher-librarians as the most appropriate choice to lead their libraries, and preferred instead librarians, who were, after all, cheaper, and it was difficult anyway to perceive much difference in the nature and quality of the services provided to colleges. However, it is difficult to be too judgemental about their achievements, for they really lacked the most critical of resources from the very beginning; adequate staff and budgets to meet the educational requirements of TAFE programs.

*Staffing is the most immediate need if LRCs are to develop in technical colleges as envisaged ... without staff that is adequate in terms of numbers, quality of professional education and experience, a resource centre will not function effectively. Very few of the staffed libraries at present are able to realise their potential because of the heavy pressures on their overworked and often inadequately qualified staff ...*
Clearly, without a substantial increase in staffing at all levels—librarians, library technical assistants, clerks and typists and media specialists—there is no prospect of any appreciable improvement in the standard of services offered by the LRCs to college staff and students. (Kangan 1974, p.156)

In such an unsupportive context, the need for effective advocacy for TAFE libraries was obvious, but the battlers were unfortunately few and largely ill-prepared or equipped for a long-term campaign.

Despite a number of investigations into the role of TAFE libraries and the subsequent recommendations for urgent, increased resourcing, except for some improvements in physical facilities, (which have often proved to be quite counterproductive, large white elephants serving multiple additional purposes these days) such standards and research have been largely ignored. (Brown and Flowers, 1976) (Brown and Kenworthy 1982)

It was to be seen that bureaucrats drawn from technical education were hardly those who would support a service that was unsure of itself and viewed essentially as 'cream on the technical education cake', therefore to be of low priority and overlooked when the 'financial chips' were down.

The curricular design, development and delivery of TAFE systems

The curricular design, development and delivery practices of TAFE systems have largely overlooked and misunderstood the implications of learning resource management for effective learning delivery.

TAFE has certainly not been alone in ignoring this issue. The tertiary education sector as a whole needs to be implicated here too.

... the process of curricular development is a closed book to most university teachers and departments ...
I have seldom seen any effective integration of libraries and librarians into curriculum development and planning. It almost seems as if colleges of further and higher education plan their courses and staffing in schools and departments—and then deal with the provision of books and other resources, and the use of such resources, as a separate issue. That is both short sighted and fundamentally wrong. And the weakness of such an approach will become increasingly apparent as, for one reason or another, we move further and further towards situations in which autonomous learners depend extensively on the availability and the use of well-structured and accessible resource collections. (Cowan, 1987)

The research of Ernest Roe, Foundation Director and Professor of the Tertiary Education Institute at the University of Queensland from 1973 until his retirement in 1985, whilst focussing on higher education, has an immediate application to TAFE systems as well. In addition to the assumptions made about the availability and provision of learning resources, he also raises questions about the process of skills acquisition for students if they are going to be able to use learning resources effectively. His concerns, whilst the result of research of a decade ago, need to be amplified in the present context of educational methodologies that have learning delivery systems which are heavily learning resource dependent.

There are various possible explanations for the curious absence of reference to resources and their use in education literature even when they must obviously play a significant part. One already noted is that resources are simply taken for granted. There are resources and one uses them; and there is no questioning of what resources or why or of how they are used. Another is that ignorance and self-deception about resources and about students' ability to handle them are rife. One of the strangest assumptions often made by academic staff is that skills are acquired simply by the performance of some task; students learn to use the library simply by exposure to it; students
learn to study by studying; students learn to do essays and projects simply by doing them; even if they had no relevant skills when they began, the skills emerge in full flower by the end of the exercise . . . Probably most students undertaking projects receive no preparation for the use of the library and information sources, but what is more serious is that designs for the use of the project method typically make no reference to information handling skills . . . There is no doubt that lecturers have a really unrealistic view of the actual skills possessed by students and of the actual library behaviour of students. (Rose 1981, p.14)

Curricular development processes that have continued to overlook the implications of effective learning delivery have dogged TAFE as they have higher education. The connection between teaching and learning methodology and learning resource provision, management and use must be made more overt so that the connections between design and delivery always mesh.

The state of TAFE libraries is a reflection of the lack of adequate resourcing of the vocational education and training sector. It reflects too, both a long since irrelevant view of TAFE as not needing access to the range and quantities of learning resources traditionally associated with the libraries of higher education, and that the higher education sector can justify better levels of resourcing than those needed for the training sector.

The future of TAFE libraries: Lifelong learning or extinction

In an economy where information and the skills to use it effectively have become critical to productivity, competitiveness and personal well being, and to the successful implementation of the industry and social justice policies of governments, the traditional use and management of libraries is changing. (Kirby, 1990, p.141)
TAFE libraries will only have a future if they can initiate and respond creatively to the many possibilities that the changes currently under way in the vocational education and training sector will provide. There will certainly not be any lack of opportunities. This problem will however be exacerbated by the chronic and traditional under-resourcing that libraries in TAFE have suffered, and the roles that library staff have consequently played or been forced to play.

Many of the issues identified in what follows are common to the tertiary education sector as a whole and need to be addressed urgently by that whole sector. Coping with massive systemic change and restructuring, coupled with budget cutbacks, and the explosion of unmet student demand, all at the same time, does not make that task any easier or even desirable, nevertheless it is essential if libraries are to respond creatively to a rapidly changing educational and economic environment and provide ready access to the information services this community so urgently needs.

Across the tertiary education sector, the consequences of the 'information age' do not yet appear to have had much of an impact on educational methodology and delivery. Seemingly still dominated by teacher-centred and content-based delivery, students are completing study programs ill-equipped to effectively continue learning for life and lacking those generic skills seen to be essential in the broad working environment and society generally.

The pressure to jam more and more content into courses by either lengthening them or covering more and more topics in less and less depth leads to . . . courses becoming more and more ineffective . . . courses should help students to become self-learners throughout their working lives and provide them with the skills and attitudes that equip them for life-long learning so that they can continually update their knowledge and skills . . . The undergraduate curriculum typically has attempted to respond to . . . the formidable growth of knowledge by trying to embrace it all. This is sometimes referred to as the 'front end loading' concept of education. You
fill their heads up with everything possible so that they will then be set for life. Of course, it is a self-defeating exercise because you can never keep up. The rate of growth of knowledge in science and technology is such that the curriculum will always be behind . . . a better approach would be to teach students how to learn. (Australia, Senate 1990, pp.9–10)

The problem of information obsolescence and the need for lifelong learning skills are recognised and readily acknowledged now by a broad spectrum of people in this community, but how these problems can be successfully confronted and addressed is the vexing issue. Staff of library and information agencies have a unique obligation, and contribution to make, to the resolution of these problems.

The central issue is that of obsolescence . . . it has been suggested for example that the knowledge newly-qualified general practitioners have as they embark on their careers as doctors will stand them in good stead only perhaps for four or five years. When I relate this observation to lecturers in electrical and electronic engineering their response is that the rate of advance of knowledge in their discipline (and thus the necessity for continual updating) is even more acute . . . the implications of the pace of obsolescence of knowledge seem clear: higher education has not served students well if they graduate without the capacity to update and extend their knowledge and skills (because they have always relied on their lecturers to package and structure their learning for them). (Hounsell, 1990, p.217)

Producing individuals who have learned how to learn is a widely accepted outcome of tertiary education today. There has been little disagreement about this for the past two decades, in fact it appears to have become more firmly embedded in current educational thinking. The problem, however, is in making this a reality for all students so that they are able to take responsibility for their own ongoing learning and development.
This environment is the right time for librarians to take a leading role. It is just unfortunate that often libraries are not seen as having any serious educational contribution to make because they have become divorced from the educational context in which their services ought to be justified and delivered.

The caricatures of the immediate past continue to pose serious problems for libraries, but to contribute effectively today libraries need to redefine their roles and obligations so that they are much more closely aligned with the educational programs and needs of tertiary institutions, and are in fact in a position to provide leadership over issues like open learning, flexible delivery, information technology and information literacy.

National issues

The TAFE sector is the last major educational sector to experience major injections of Commonwealth government funding. As stated elsewhere in this paper, this is a reflection of both short-sighted governmental practices and entrenched community attitudes towards vocational education and training that have prevented the establishment of a national, coherent training system able to meet the needs of the Australian community.

. . . Australia, in the 1960s, and the fourth-highest standard of living in the world, but ranked only about 16th in education expenditure. It was still the Lucky Country. That's over: we are now part of the global economy. (Wurzburg, 1992, p.6)

In the restructuring of the vocational education and training sector, there is no doubt that priority needs to be given to the development of effective library services. Comparative statistical data for the tertiary education sector clearly identify issues of both social justice and equity, which become patently economic in a society where only a minority of those participating in the tertiary sector have access to learning resources and information services of some quality.
If the learning delivery methodologies being promoted and established across TAFE are to become effective and contribute to a 'learning culture' in this country, then the skills for lifelong learning need to be systematically developed through access to a far richer learning resource base than currently exists within the training sector. The broad generic competencies identified in the Finn review and expanded by the Mayer Committee describe a radical shift in both the content and process of TAFE curriculum delivery, a shift that will be unable to be sustained without the establishment of an effective support infrastructure that must include libraries. Effective open learning, flexible delivery and competency-based vocational education and training (CBVET) are inherently resource-based learning methodologies, which, if quality student outcomes are to be achieved, will need access to a depth and diversity of well-managed and accessible learning materials.

The time is ripe therefore, for advocacy programs that include national goals for TAFE library provision, for a national campaign relating national vocational education and training agendas, including curricular design and delivery systems like flexible delivery and open learning, with that of library development. Such a campaign needs to ensure that the learning delivery systems encompass the management, access to, and effective use of, learning resources. This implies improved management processes that encourage access, changes in attitudes towards the availability of services and learning resources, and a strong teaching/learning role for every TAFE library that ensures students and staff become 'information literate'.

The National Working Group for TAFE Library Services, a subcommittee of the Education and Student Services Standing Committee (ESSSC) of the National TAFE CEOs Committee (NTCC), along with the peak professional associations from the library sector, the Australian Information Services (ACLIS), have been actively involved in developing and co-ordinating such a campaign since 1992. The campaign has been called It's TAFE's turn. Social justice, economic development and curriculum delivery have been major planks in the campaign platform. Unfortunately the campaign has been active at the very same time that there have been
major changes in national TAFE structures which have been reflected in changing State structures as well. In such a context of continuing uncertainty and fluidity, combined with continuing financial cutbacks, some of the impact of the campaign has been dissipated. The length of time needed to effect substantial change has also been underestimated by those involved with the campaign. Such a campaign needs to permeate the activities of all these groups so that the need for improved resourcing levels for TAFE libraries is never silenced.

Inadequate funding of TAFE library services from their beginnings, inadequate staff numbers and inappropriate staffing structures, insufficient collections of learning resources that are increasingly outdated, and inappropriate technologies illustrative of existence on the edge of TAFE program delivery have all bedevilled the establishment of a strong service with clear educational goals.

*Standards.* In the course of the committee’s visit to the colleges, many administrators and librarians sought guidance on the size and quality of the library services for which they should plan. The committee recognises that the establishment of standards is basic to any recommendations it makes concerning library development, and sees the formulation of appropriate standards as a priority task . . . Planning for new libraries should try to predict needs 15 to 20 years ahead, and yet adequate provision is not being made for LRCs in many new building plans. (Kangan 1974, p.153)

There is a continuing need for the establishment of national TAFE library ‘guidelines’, both quantitative and qualitative standards that identify the learning and service outcomes TAFE libraries need to provide, and the articulation of a clear and positive educational role that has obvious implications for both staffing structures and levels. The most recent attempt to develop such ‘guidelines’ grew out of standards developed for the Victorian TAFE sector in the late 1980s. The task to ‘nationalise’ these standards was adopted by the National TAFE Section of ALIA along with the National Working Group (NWGTLS), and in particular the Queensland and
South Australian TAFE authorities. The 'guidelines' so developed have been endorsed by the peak professional association for libraries (ALIA), but have become enmeshed in the changing bureaucratic structures of national TAFE. The ESSSC have established a project team who will be 'adopting' the 'guidelines' so that they can better reflect the changing educational methodologies and delivery systems of the training sector.

The National Working Group for TAFE Library Services needs to continue acting on a number of fronts and in so doing establish a higher profile within the peak committees of vocational education and training. These include the establishment of the national standards for TAFE libraries referred to above, the promotion and establishment of national networks and clearinghouses for the sharing of curricular products and learning materials, the establishment of procedures with the peak curricular development bodies, like the Australian Committee on Training Curriculum (ACTRAC), for providing input into national product development processes and guaranteeing access to the products of national curricular projects, the establishment of networks to share the learning materials developed for 'information literacy' programs. The need to share curricular products and expertise is both educationally and economically sound, and a logical part of the role library services ought to be providing nationally. TAFE library systems can easily take the lead in the establishment and management of services that support and promote the sharing of learning resources and expertise.

Additionally the National Working Group ought to be taking the lead in encouraging cross-sectoral access to TAFE learning resources, ensuring that 'information literacy' is placed squarely on appropriate national agendas, and providing co-ordinated responses to national issues in the vocational education and training arena.

Because of increasing interaction within the tertiary sector, there is also a need to expand discussions with the peak library committees of higher education. Resource sharing, information literacy and lifelong learning, open learning and distance delivery, along with
research into the economic and social impact of quality information services, could be useful starting points for such discussion.

The professional education and training of librarians needs to be addressed on a national scale for it generally lacks the educational content and processes so essential for understanding the educational context in which all of tertiary librarianship is explicated.

Across librarianship, the only sector to recognise the important educational role that could be played by librarians is teacher-librarianship, and that sector has experienced considerable difficulty in understanding educational change and role clarification. However, they have at least recognised the importance of librarians being duly qualified, having teaching/educational experience as well as learning resource management expertise. It seems so obvious that an understanding of the nature of the educational enterprise for which libraries are a part should be a precursor to providing an effective service.

TAFE librarianship must appreciate the vocational education and training environment and provide a program and services that meet the needs of that educational context. That this can be achieved without effective educational qualification and experience is virtually impossible. Of course, there is also a need for a much more pro-active and process-based training curriculum for librarianship to be developed as well.

Raymond Vondran, quotes Naisbitt and Aburdene’s set of basic competencies for the ‘information age’ as an appropriate foundation for librarianship training.

He relates these competencies to the librarianship curriculum in the following terms:

- the confidence to problem solve and be adaptable;
- the ability to ask the right questions rather than having immediate answers;
- the recognition of their own knowledge limitations and the development of an orientation to lifelong learning and change;
• technical comfortability in using technology as a tool;
• the willingness to take risks and behave proactively;
• the use of processes and project skills, as distinct from specific content. (Vondran 1990, p.28)

A much broader picture of tertiary learning also needs to be appreciated and understood by librarians if they are to contribute effectively as educators. Alliances need to be forged with others concerned about the same problems, learning support/study tutors/educational counsellors, those specialist units concerned with the improvement of university teaching and student learning, Higher Education Research and Development Society of Australia (HERDSA), and co-operative plans developed to influence and effect change in those institutions.

Librarianship and education are both in need of substantial change if students are to be guaranteed the opportunities to develop the skills to become motivated and effective lifelong learners. Present and future personal and societal needs demand that the skills of information literacy be an integral part of these changes. Nationally education for librarianship ought to be providing students of librarianship with a strong foundation of independent learning skills, and modelling the types of learning delivery and outcomes that are consistent with information literacy. Both preservice education and continuing education programs for librarians, and incidentally for library staff generally, need to include a better understanding of the educational context in which library and information services are developed and delivered, and focus broadly on issues of student learning, in particular, those of information literacy. The need for experienced educators on the staff of tertiary libraries is critical today.

State issues

State issues are really national issues written a little smaller. Nonetheless, national directions can only reflect the stage of development of individual States.
The national advocacy campaign *It's TAFE's turn* will continue to be articulated and interpreted at the State level. This should involve library staff in programs of advocacy that accurately describe both the poor level of development and resourcing of libraries and relate library services to educational methodologies, program delivery and student learning. The success of such a national campaign will largely depend upon the effectiveness of these State-based campaigns. Library staff will need to understand that unless they are prepared to commit themselves to such action, no one else will.

Both highly centralised and decentralised models for TAFE library development, all of which are in evidence in this country, can pose problems for the sharing of learning resources, awareness of and co-ordination of activities, quick response to needs, and a commitment to, and involvement with, college programs. Whatever bureaucratic structures are developed to support statewide TAFE library development, access to well-managed learning resource base of breadth and depth, coupled with active support for student learning must always be pre-eminent. In the present context of resource based learning delivery systems, librarians have a responsibility to raise issues of social justice and equity of access to learning resources and information services with their managers.

The confirmation and use of the national 'guidelines' is long overdue. Performance measures will need to be established which clearly indicate the real purpose of libraries in TAFE. Whilst these will inevitably reflect the stage of development and priorities of individual States, they should also indicate consistent directions for TAFE libraries nationally. Emphasising educational services consistent with the resource-based methodologies current today, they should also articulate the need for educational experience, qualifications and leadership.

Library staffing structures need to reflect the educational role of the library, including an active, integrated teaching role, and the acceptance of part of the responsibility for ensuring students (and staff) develop the skills to locate and use information effectively,
making better sense of the information environment in which they live and work.

Curricular development processes need to include the identification of appropriate learning resources, and in fact attempt to quantify the learning resource needs of course delivery. Resourcing levels need to be better established and accepted so that course delivery will be more effective for both students and staff. Such curricular development processes will need to incorporate generic lifelong learning skills, and particularly those of information literacy. It is probable that librarians will need to reinforce the need for the inclusion and integration of such skills in course development.

Systems need to be established to provide improved access to TAFE-development and produced learning resources. Libraries ought to be able to lead in this area, both in articulating the need for such a service, and in providing the expertise and skills to enable a service to be established that is able to provide ready access to such learning resources through well established networks, like the Australian Bibliographic Network (ABN), for example.

Additionally, specialised information networks and databases need to be established to capture and share information about learning methodologies and delivery projects, and of course, staff expertise. These services ought to be co-ordinated on a State-wide basis but contributing to a national service as well.

Staff development programs need to be undertaken that increase awareness and understanding of TAFE teaching/learning methodologies, for example, flexible delivery, open learning, competency-based vocational education and training, computer-based learning, information literacy, workplace literacy . . . deliberately the focus for such staff development needs to be the educational environment in which libraries operate and deliver their services.
Institute/college issues

When support of student learning becomes the centre of attention in libraries, questions of effective access to learning resources and services become prominent, librarianship starts to be seen through users’ eyes and consequently made more accommodating, working with other professionals becomes an imperative not a choice, and the ability to say yes rather than no to users much easier, a concentration on the creating of ‘supportive learning environments’ rather than just efficient delivery systems.

If librarians are to prove relevance to the curriculum they must look at how students learn and how the library can contribute to the process. (Biggs 1986, p.9)

Librarians concerned about student learning and how the library can actively support learning will mean substantial change to the status quo in TAFE libraries. How such change can be achieved is the problem, for it is expecting librarians and libraries collectively to adopt an educational role that they are currently unqualified and inexperienced to fulfil.

Resource-based and student-centred learning will be successfully supported by libraries when they see their ‘raison d’etre’ being student learning. Not just educational knowledge and skills will be essential to the achievement of this outcome however, as it will also involve substantial attitudinal change on the part of library and teaching staff.

A model that has been successfully used in bringing teacher-librarians and teachers together in schools to cooperatively develop learning and teaching programs that are resource-based and which accommodate the integration of information skills into ‘normal’ course delivery is called Co-operative Program Planning and Teaching of CPPT. It was developed by Ken and Carol-Anne Haycock for the primary and secondary education systems in British Columbia, Canada, and has merit here for consideration as a model for use in the TAFE sector as well.
Teacher-librarians as a group are taking some time to develop this new role and to appreciate the unique position they are in as key observers of student behaviour in this area. Understandably too, the obligations such a position inevitably brings, obligations to both, inform their teaching colleagues, and address constructively the student learning needs they see everyday in their learning resource centres, are often slow in being articulated. Nonetheless, they are key professionals, well able to provide accurate feedback to their academic peers about student skills and abilities in handling research/assignment work.

Some of the outcomes of CPPT are:

- learning resource centres with clearly defined educational purposes;
- relevant and supportive collection development, now based on knowledge of, and involvement with, the curriculum;
- information and learning skills integrated in ‘normal’ courses consistent with current learning theory e.g. metacognition and surface and deep learning;
- active learning resources management support promoting accessibility of learning resources, because active support of learning involves ready access to, and support in using learning resources effectively.

Whilst individual colleges will need to grapple with the problem of appropriate staffing structures to fulfil the educational role waiting to be played, on both the State and national stages there will need to be considerable debate over the place of the educator in TAFE libraries. Where CPPT succeeds, it does so because teacher-librarians are teacher trained and experienced educators. CPPT will not work unless the partners understand educational processes and issues. In fact, no effective educational partnership will be established where an understanding of educational issues and a commitment to recourse-based, student-centred learning is not shared. For this to take place there needs to be changes to preservice education for librarians, library staffing structures to accommodate teachers, and academic teaching processes as well.
Such a model accurately illustrates the integration of library services with college teaching programs and in so doing gives the library a clear educational role and focus. It is also illustrative of the teamwork so essential if students are to be provided with quality educational programs.

I believe we are moving inexorably towards a situation in which there will be more emphasis on facilitation than instruction, more learning from resource materials than from people, more individuality in learning and more emphasis upon individuality of learning needs, more demand for a variety of academic and academic related talents in a well-integrated course team, which will be lopsided and unbalanced without the expertise which librarians can provide. (Cowan, 1987)

The shift from the college library as storehouse/museum to the library as learning centre is a quantum shift and must impact on everything the library stands for and does. There is a serious risk of deluding ourselves about the magnitude and nature of these changes. The educational role of the library must be seen as ‘the tail that wags all of the library dog’. As a consequence, all library activities need to be evaluated and interpreted with this in mind. The practices of librarianship needs to be seen as a means to that end only.

At the individual college level then libraries will need to face fundamental change, understanding of, and integration with, the learning methodologies of the training sector, active support for student learning through ready access to appropriate learning resources and services, a teaching role empowering students and contributing to their becoming lifelong learners, a ‘milieu’ that appreciates and encourages learners rather than one that concentrates on rules, privileges and accountability.

The consequences of these changes in educational methodology and delivery should provide libraries with tremendous opportunities, if they want them and are willing to be quickly and radically changed. Unfortunately, they will impact heavily on libraries at a time when resources are scant but many more supporters
ought to be available to articulate the student-centred and resource-based learning causes, if librarians have been successful advocates and interpreters of their educational roles.

Preparation for effective advocacy includes librarian and library role clarity, the ability to articulate this simply and effectively, an understanding of the political geography of institutions, and a commitment, and the ability to deliver quality services.

*It requires commitment and dedication to the continuation of the service as well as to the best performance tomorrow on the job. It also requires an objective recognition of the essence of power and how it pervades the work place. Service does not sell itself: librarians must inform decision-makers of the value of their service and the need for adequate funding. Bridges should be built for support before it is crucial and then used again and again in an informed and supportive communication network... If we really believe in the product then we must get out and sell it! It is crucial that we be articulate and assertive. If we don't speak for the best library services... no one will.* (Haycock, 1990, p.32)

The successful implementation of the changes identified in this paper are largely dependent on the understanding ‘outsiders’ have of the library environment. Gone are the days of libraries having a predetermined right to exist because they are a ‘good thing’. Libraries today need a clear educational rationale, purposes far broader and more creative than the old caricature which dies so hard, purposes which are clearly aligned with student-learning outcomes.

Library service now needs to be judged in terms of quality and relevance rather than the quantitative measures traditionally applied. The kinds of questions that should be asked flow naturally from the library being seen as an integral part of access to, and effective use of, information. How many students are ‘using’ the library? How are they using it? What are they using? What courses are they pursuing? What are the partnerships between library and other staff? This data
is far more important in evaluating the quality of service provision than the usual circulation, collection size and membership statistics.

The National Council for Educational Technology (NCET) in the United Kingdom argues that the contribution of librarians to supported self-study (independent learning) is wide-ranging and vitally important to the success of this approach to learning.

In order to fully develop the potential of their role, librarians need to be considered as equal partners with teaching staff in the planning and development of learning programs, and in management of resources to support them. Ways in which this can be achieved include the following:

- involving librarians in the development and management of supported self-study schemes, as full members of the planning group or team;
- including librarians alongside teaching colleagues in inservice training for supported self-study;
- ensuring that adequate support staff is available to librarians so that their time is available for involvement in the curriculum;
- drawing on librarians’ expertise in information and research skills to support learning, and their experience of guiding and advising students. (National Council for Educational Technology, 1990)

The British Library Association’s policy statement on open learning also articulates a strong educational role for librarians:

Open learning is much more than the delivery of distant learning packs. It develops the skills of self study and builds confidence in learning and therefore puts a premium on the normal reader’s advisory work, and the professional organisation and deployment of learning resources, provided by libraries and librarians. The librarian’s role ranges from meeting needs on a formal taught course for checking a reference or finding a book
to support the tutor's lectures, through access to equipment for the use of learning technology, to personal support of the learner and the exploration of new directions after the learning program has been competed. (Library Association, 1990)

Articulating and advocating such a strong educational role will be essential, for it is so different from those roles traditionally accepted. There will be considerable difficulty however with fulfilling such a role without educational qualifications and experience, and without staffing structures permitting a diversity of teachers and librarians to work together.

The political and economic circumstances, the changing roles of librarians and libraries, educational methodologies that are resource-based and supportive of independent learning skills, all demand strong pro-active behaviour from librarians. Present perceptions of librarians will mitigate against such changes taking place if librarians do not accept the responsibility that is theirs for ensuring that these changes take place.

TAFE libraries could well face an exciting future, for there are certainly tremendous opportunities for the skills and expertise of library staff, in association with other college staff, to be harnessed for the support of student learning. So much is, however, dependent on clarity of educational vision and role, and on effective advocacy so that strong educational roles are clearly articulated, understood and supported with the resources so obviously lacking in the past. This country needs a strong vocational education and training sector, TAFE libraries are essential contributors to that strength.

There is tremendous pressure on TAFE to change quickly, moving from time-based to competency-based curricular, integrating broad-based generic skill development across all awards, forging better links with industry, establishing processes for the recognition of prior learning, moving to fill the vacuum left by the demise of the binary system, but at the same time, ensuring that TAFE's traditional clients are not overlooked, establishing effective articulation both with the higher education and the schools sectors, and
becoming much less institutionalised and more open in its learning delivery. The diversity of responses already occurring across TAFE systems is an encouraging indicator of the willingness of this sector to change. What needs to be understood however, is the magnitude and diversity of the changes needed, and that these training systems show a commitment to the effort that must be expanded in staff development and retraining for TAFE to be successful.

TAFE libraries have a fundamental contribution to make in many of these changes. The resource-based, or communication technology-based, nature of many of the learning delivery systems that provide better access for students to training opportunities, open learning programs, again that are heavily learning resource dependent, the delivery of information literacy skills programs that are part of the 'employment related key competencies' identified by Mayer, the management of learning resources for competency-based training, workplace literacy programs, and on- and off-the-job learning delivery, and one could easily continue with examples which highlight the potential involvement of libraries in contributing to the successful expansion of the TAFE educational offering.

The development of TAFE libraries will be a key to the success of the vocational education and training sector of the future. For the present, what will be needed are articulate and committed educators and information specialists who have the vision to see the implications of TAFE learning delivery systems, consequences for both learning resource management and the delivery of information literacy skills, and who can act to ensure those implications are able to be well met.

_I would argue that the greatest task facing Australia is recognising that the most important commodity in the 21st century will be knowledge, and the most important capability will be that of accessing, creating and using knowledge. Having and using knowledge will determine how well nations adapt, survive and prosper in a global environment characterised by accelerating change and increasing environment economically, environmentally, socially._ (Crean, 1991, p.23)
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Appendix A: National goals for vocational education and training in Australia

Mission

Australia’s vocational education and training system aims to:

• provide an educated, skilled and flexible workforce to enable
  Australian industry to be competitive in domestic and international
  markets;

• improve the knowledge, skills and quality of life for Australians,
  having regard to the particular needs of disadvantaged groups.

This Mission Statement will be fulfilled in co-operation with other education sectors, industry and those seeking vocational education and training.

Goals

1 A national training system

Develop a national vocational education and training system in which publicly funded, private and industry providers can operate effectively, efficiently and collaboratively and which meets the needs of industry and individuals.

2 Quality

Improve the quality of the outcomes of vocational education and training.

3 Opportunities and outcomes for individuals

Improve vocational education and training opportunities and outcomes for individuals.
4 The needs of industry

Improve the ability of the vocational education and training system to respond to the current and future needs of industry.

5 Equity

Improve access to and outcomes from vocational education and training for disadvantaged groups.

6 Training as an investment

Increase public recognition of the value of vocational education and training as an investment for both industry and individuals.
Appendix B: Conference Program

9.45 Concurrent special interest workshops

Buildings and facilities/libraries

Chairperson: Mr Darcy McGaurr
Presenters:
- Mr Denis Robinson
- Mr Richard Owen

Research

Chairperson: Mr Walter Howse
Presenter: Dr William Hall

Teacher education

Chairperson: Mr Greg Woodburne
Presenters:
- Prof Andrew Gonczi
- Prof Paul Hager

Statistics

Chairperson: Mr Norman Fisher

11.00 Morning tea

11.30 Opening of symposium

Mr Bill Wood, Minister for Education and Training,
ACT Government

12.15 Lunch
1.00  Session 1  The Kangan report

   Chairperson  Mr Bill Mansfield
   Origins of the Kangan report  Mr Des Fooks
   The Kangan report: Context  Mr Peter Fleming
   philosophy and strategies  Mr Ken Jones
   Reactor

2.00  Session 2  The Kangan legacy

   Chairperson  Ms Josefa Sobski
   Impact of the Kangan report  Ms Kaye Schofield
   on TAFE  Mr Peter Kirby
   The Kangan legacy  Dr William Hall
   Reactor

3.00  Afternoon tea

3.30  Session 3  Future directions

   Chairperson  Mr Peter Harmsworth
   TAFE to the Year 2000  Dr Gregor Ramsey
   Future directions in TAFE  Dr Neil Johnston
   Reactor  Mr Laurie Carmichael

4.30  Close

   Observations by Director of  Mr Peter Kearns
   Commemoration
7.30 The Commemorative Dinner

Chairperson

Mr Norman Fisher,
Director, Canberra Institute
of Technology

Myer Kangan
Commemorative Address

Hon. Ross Free MP,
Minister for Schools,
Vocational Education and
Training
Appendix C: Members of the Kangan Committee

Myer Kangan, OBE (chairperson), formerly deputy secretary of the Australian Department of Labour.

George Brown, CMG, immediate past chairperson of Commissioners of the Victorian Railways, now a member of the Victorian Railways Board.

Clifford Dolan, general secretary, Electrical Trades Union of Australia, Federal Council, and senior vice president, Australian Council of Trade Unions.

Peter Fleming, director, Staff Development, Department of the Public Service Board of South Australia, and leader of team, Survey of Training Needs in Industry, Commerce and Government in South Australia, 1973.

Neil Gow, chairperson and managing director of R M Gow & Co. Ltd, Brisbane, and immediate past president of the Chamber of Manufacturers, Queensland.

Kathleen Holmes, Unilever Australia Pty. Ltd, and federal secretary of the Institute of Personnel Management (Australia).

Walter Howse, director of technical education, Tasmania.

Hugh King, New South Wales Department of Technical Education.

George Lees, president of the Technical Teachers’ Association of Victoria, vice president of the Technical Teachers’ Association of Australia and executive member of the Australian Teachers’ Federation.

William Paterson, director of technical education, Western Australia.

Edward Richardson, associate professor of education, Macquarie University.
Appendix D: Terms of reference of the Kangan Committee

The committee will furnish information and advice to the Minister for Education on matters relating to the development of technical and further education in Australia including financial assistance to the States in relation to institutions in the States. That information and advice will include:

(a) priorities within needs and appropriate measures to be undertaken by the Australian Government;
(b) the amount and allocation of financial assistance;
(c) the conditions upon which financial assistance should be granted.

In carrying out its task the committee will take into account:

(a) the promotion of the vigorous and well balanced development of technical and further education throughout Australia;
(b) overall manpower policy and national and local occupational requirements;
(c) the emerging needs of industry, commerce and governments as they adjust to technological, economic and social change;
(d) community attitudes and the needs and aspirations of individuals seeking to undertake courses in technical and further education;
(e) the optimum use of resources.

For the purposes of the committee, technical and further education is defined as post-school education (other than that conducted by institutions supported through the Australian Universities Commission and the Australian Commission on Advanced Education) conducted by institutions administered or maintained by a government education authority. The committee will not be concerned with grants for training within industry.
Appendix E: Response to the Minister's address
Terrie O'Brien

The Honourable Ross Free, distinguished guests, ladies and gentlemen.

On behalf of all Australia, I would like to say thank you to The Kangan Committee. I am a recent example of someone who has benefited from the early vision portrayed by the committee.

Although it's difficult for me to imagine, 20 years ago the Australian technical and further education system, or the TAFE, was really struggling. Facilities, where they existed at all, were inadequate, and training conditions were difficult. In some quarters, staff and student morale was low, and the public and industry perception of the TAFE system and its potential was perhaps not as good as it could have been.

But there was hope. For amidst all of this, there were people with vision, they saw the TAFE system for what it could become. They believed that TAFE in Australia, with positive direction and nurturing, would become an integral, but distinguished and highly valued part of Australian education in its own right.

As we all know, what followed was the Kangan report, the formation of the Kangan Committee, and the beginning of a long and at times a difficult process, the build a better TAFE. Involved in this was an attempt to understand and cater for respective needs; those of students, teachers, managers, employers and parents. As well, the changing face of Australia had to be considered. Issues like the multi-cultural makeup of the population, were addressed.

Today, we have a TAFE which is well established in the education system, which is proving to be a viable tertiary alternative to university, and which has a vital role to play not only in education processes, but also in the industrial and economical future of Australia. All people who have contributed, together with governments, should be congratulated.

The recommendations of lifelong education, and recurrent education, put forward in the Kangan report, hopefully will add to Australia's economic recovery. As Minister Free has already noted, the nature of work in Australia has changed forever. To be competitive in an international
marketplace, Australia has no alternative but to keep up with ever changing technologies and the world at large. Australia is now well understood as part of a regional group with very competitive neighbours. We must adapt to market demands, we must increase our productivity, and we must increase our efficiency. To achieve this, we must develop a highly trained and multi-skilled workforce, with the ability, and the support, to adapt to change.

Speaking from recent experience, the TAFE system today has a number of programs in place to assist in the education and vocational training of people from varied working and educational backgrounds.

A number of these programs are operating in conjunction with employers and industry, so that students benefit from both on- and off-the-job training, and so that the education system has a very real link with the needs of industry.

I, myself a former student at CIT, have been a very fortunate benefactor of the earlier Kangan Committee’s activities. I recently completed a program jointly run by the TAFE and government, which had a number of key advantages.

Some of these included the fact that my program was aligned with identified core competencies or skills. Course participants could get recognition for prior learning, which meant a saving in time and money could be achieved. Also, the units were often self-paced, which meant students could proceed at their own rate, and teachers were always on stand-by in the classrooms, to assist with any problems or difficulties. As an incentive, pay increases were awarded as students gained competencies in each of the skills.

This course structure is rapidly becoming commonplace throughout the working community. Not only are the courses designed for modern needs, but competencies attained will be recognised both nationally and internationally. Future learning needs can be more easily identified, and the structure will increase the mobility potential of workers between both the private and public sectors.

Also important was the fact that all students had equal access to facilities and activities at TAFE. While equivalent developmental activities and exposure for all trainees could not necessarily be guaranteed in the workplace, at TAFE, there were opportunities to develop skills and knowledge in all identified fields, for all students.

In addition, the TAFE element of the program included trainees from various departments. In this way, students broadened their awareness of
the scope of government, had access to a variety of different perspectives, methods and opinions, and made a lot of friends.

Another significant advantage of the Australian Traineeship Scheme was the fact that the human element was not forgotten. I enjoyed comprehensive training while participating in workplace and TAFE activities, and the support I received from both the TAFE and my employer during this course made my transition into the workforce a pleasure. It was also a lot of fun.

It's important to explain that my program, along with many others, clearly accepts and understands the differences and abilities of all people in society.

The program offers opportunities for people with or without prior working experience, regardless of demographic background and gender. Previous perceived barriers have now all been removed, thereby providing opportunities on a fair and an equitable basis.

In conclusion, I would like to emphasise that the process of improving the TAFE system and education in general should most definitely not end here. Many of the programs in place are still in experimental and early stages. From what I've seen and heard, some have been successful, and some have not been so successful. We need to continually review, improve and rationalise the programs we offer, to make sure that we have programs to meet the changing demands of a changing society. In this way, we will continue to grow as individuals and as a nation, and the ideals of the Kangan Committee will continue to be pursued, and hopefully fulfilled, well into the future.

As Minister Free has indicated, the reforms proposed by the Kangan Committee continue to ensure that education and training are integral to the whole fabric of the long-term needs and development of Australia. I am delighted to have been given the opportunity to enjoy the benefits of educational reform and hope that many others like me can receive and grow from similar experiences.

Thank you.