WOMEN AS WORKERS

The Status of and Opportunities for Women in the Workforce

The Role of the Department of Further Education

Mary Corich
The Department of Further Education
South Australia

February 1978
FOREWORD

The Department of Further Education commissioned Ms. Mary Corich to investigate the potential employment opportunities for women in the community, and to advise the Department how it might adjust its own employment policies and its educational programmes to encourage fulfilment of these opportunities.

With such a wide-ranging brief it has been necessary for Ms. Corich to move freely among people and groups in the community, and to debate the range of issues involved without restriction. This has led to a stimulating and provocative report which should be read in this context.

The report which follows is not a Departmental statement of policy and practice, but is a set of proposals put forward by Ms. Corich based upon her personal observations of need after discussion with a wide cross-section of people in the community and the workforce. It is now published by the Department to stimulate interest in the continuing educational development of women for the workforce.

L.A. KLOEDEN
DIRECTOR-GENERAL OF FURTHER EDUCATION
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PREFACE

Women's lives have changed, and are still changing in this century. Both economic demands for the two breadwinner family and widening female aspirations, have contributed to a great increase in the proportion of women in the workforce. The life-styles of a majority of women are no longer separated from the world of formally recognized "work", therefore it is logical for women to be recognised and developed as a major resource of this country.

The need to involve women in all forms of training and in all occupational varieties and levels is urgent, if educational neglect is to be transformed into educational commitment and effort towards a society where women and men participate in working life on equal basis.

Although many educators have acknowledged that the changing roles of women necessitate changing patterns in education, substantial improvements have been rare. Women are allowed to comprise a vast, devalued, second-class citizenry of workers, under-educated and miseducated, untrained or undertrained, restricted to low-status, low reward occupational areas. We are allowing most young women to leave the secondary school system with a vision of work as a transitory or intermittent activity, of vague importance to their self-realisation as people. An education system has a responsibility to actively help women to meet the opportunities, demands and potential fulfilments of their future reality. The recognition of this responsibility within the Department of Further Education has led to this project.

This report is intended as a starting point from which the Department of Further Education can initiate planned and relevant responses to the educational and training needs of South Australian women.

MARY CORICH
INTRODUCTION:

Background
The initial stimulus for this project came from the Women's Advisor's Unit in the S.A. Premier's Department in late 1976. The Director-General of Further Education gave support to the initiative and the project was begun in April 1977. Responsibility for the "Women and the Workforce" project was given to a seconded Lecturer I General Studies from the Strathmont College of Further Education. The lecturer has been responsible to the Deputy Director-General (Resources) for the duration of the project, with access to all of the department's colleges and branches as appropriate. This arrangement was intended to give the lecturer maximum mobility and access which was seen as essential for a project with such broad departmental and external scope.

Although the preparation of the report has been the tangible goal, of comparable importance and demanding at least as much time and energy, has been the publicising of the issues relating to women as workers. The task of developing awareness of women's disadvantages and training/educational needs as workers in our Department has barely begun. During the course of this study the vast potential of the Department of Further Education as a change agent in the process of equalizing opportunities has emerged.

All of the department's institutions have been informed of the purpose and scope of the project, and personal contact has been made with Principals and many members of staff. Contributions from colleges have been of value to this project as have contributions from government and non-government agencies and individuals.
Aims of the project

The aims of the project have been:

i. to examine the present circumstances of women as workers.

ii. to determine whether women are disadvantaged and/or have special needs as workers.

iii. to outline the present situation of women staff and students, in the Department of Further Education.

iv. to report upon some of the ways in which government and non-government agencies have responded to women workers in South Australia, interstate and in several comparable overseas countries.

v. in the light of the issues raised, to advise this department on its future role in the education and training of women in South Australia. In short, to provide a base of information and clarification of issues on which to build and implement a policy.

Conduct of the project

Data was collected by four processes; review of literature, formal discussions and meetings, personal communication, and an examination of such documentary evidence as was available in the Department of Further Education. Advice on the content and direction of the project was regularly sought, and followed. Analysis and evaluation of the data occurred with constant reference to the present functioning and aims of the Department of Further Education.

The very broad scope of the topic, the scarcity of research material on women in the Technical and Further Education area, and the time limitation precluded the possibility of localized primary research being done. This would seem to be a logical and necessary outcome of the findings of this project. It was decided that a general report which aimed to clarify the issues and to stimulate productive discussion on the topic would best serve the Department.
Many people have contributed in the preparation of this report, the writer wishes to thank in particular, Ms. J. Tucker (Principal Education Officer D.F.E.), Mr. A. Sando, (Deputy Director-General (Resources) D.F.E.), the Principal, teaching and ancillary staff of Strathmont College of Further Education, Ms. D. Briggs and Ms. J. Lithgow, for their encouragement and guidance. The co-operation and skills of the women in the Typing Pool (Head Office) are gratefully acknowledged.

Recognition is also due to several women on the current Department of Further Education staff (particularly Ms. J. Tucker) who have worked individually to raise awareness of issues relating to women staff and students and improve their working conditions. Their efforts have been of importance in creating the climate in which this project could take place.
CHAPTER 1: WOMEN ARE DISADVANTAGED

BACKGROUND

1.1 There has been considerable debate about the status of women in Australian society in the last decade. The resurgence of feminism has stimulated heated, and frequently bitter arguments about the role of women in what is often still regarded as a "man's country".

1.2 The effects of two world wars, with their temporary relaxation of role restrictions, technological changes in the workforce, the prosperity and high employment levels of the 1960's, and sophisticated methods of birth control, are seen as the most influential social changes affecting the status of women in Australia. (1), (2), (3), (4). Women's lives are profoundly different today from a generation ago, and nowhere is this difference more marked than in the extent of their workforce participation. More women are spending more of their lives working outside the home, but women are not entering the workforce on an equal basis, as school leavers or re-entrants. "The 1971 census revealed that of all persons aged 15 or over approximately 71% of males and 88% of females held no formal post-school qualification of any kind"(5). As the labour market is increasingly competitive and qualification oriented, the implications of this trend for women workers are obvious.

1.3 The most significant change in the Australian workforce since the end of World War II has been the accelerated rate of participation of married women. This can be attributed to many changes affecting women's lives; better educational opportunities, expansion in the job market, desire for a higher standard of living, more labour saving devices, fewer years of child rearing and so on. The trend towards increased participation of married women in the workforce has followed similar trends in other industrial democracies, but Encel, Mackenzie, Tebbut (6), and other researchers suggest (7), (8), that the change has encountered far more resistance in Australia. It is also suggested, in relation to
this, that male domination of senior jobs both in the private and public sectors, and the entrenched sexual segregation in social and leisure time activities, may account for this. It is interesting to observe that even when efforts are made to analyse discrimination in employment that women are lightly represented, if at all. For example the membership lists for State Committees on Discrimination in Employment and Occupation during 1974-5, show that of forty members only two were women (9).

THE PRESENT SITUATION

1.4 Statements about the situation of women as workers may take this form, "biological differences have been exploited in unjustifiable and irrational ways. Women are subjected to legal incapacities, procedural handicaps, occupational bars and financial degradation and this oppression is supported by arguments based on biological differences and their outcome in different roles and different needs ... (10). Inevitably, many people respond to such statements defensively and subjectively. Words like exploited, degraded, oppressed, do not encourage rational responses, thus any "disadvantaged" group using the language of protest may often be further "disadvantaged". This is not to suggest that there is an alternative to this language style, but to stress the need for rational responses on the part of "helping" or "service" agencies.

1.5 Those agencies charged with the responsibility of assisting women, among others, to prepare themselves for a more active contribution to society, need to avoid emotive, ill-considered reactions to social issues and protests relating to their functions as teachers and administrators. Because we are all more than workers and are part of a wider environment as members of families and groups, we respond from complex and varied experiences. However, unless we consciously develop and monitor our reactions we may find that areas of real need in the community fail to be given the educational attention they justify. We may not have empathy with the way a disadvantaged group is expressing its needs because they may seem too precipitous, too radical, too aggressive, and we may reject their needs along with their methods of expression. For any disadvantaged group, especially those with a history of second-class status and passivity (i.e. the Aboriginal people prior to the growth of their civil rights
movement), there is a backlash to be expected from a society which has encouraged and benefited from
their long acceptance of domination.

1.6 One of the reasons that the protests and demands of the Australian feminists have met with such
resentment and resistance, is that fundamental change to women's status is seen as disruptive to the
whole social system. Unlike changes in the status of Aborigines or particular ethnic groups, this
type of change cannot be isolated from or exist parallel with "mainstream" society.

1.7 Dress, language, and style of protest aside, the very act of demand aroused enormous antipathy against
the feminist groups. In a society that has perceived women's functions as wives and mothers excluding
any other in importance; and has endorsed the stereotypic "female" qualities of patience, gentleness,
nurturance and obedience; women showing energy, anger and solidarity are deeply disturbing.

1.8 Women in the workforce, particularly those perceived as stepping outside their traditional roles, are
often subject to pressure and prejudice. Thus, married women who work for personal fulfilment are
usually seen as less worthy than married women who work for economic reasons. Similarly, women in
"acceptable" female occupations such as nursing, teaching, social work, clerical/secretarial are not
subject to the resentment, suspicion, and derision which often faces women pioneering in previously
exclusively or predominantly male occupations.

1.9 Social attitudes will be discussed in some detail later in the report; the remainder of this section
is concerned with the current situation of women as workers in Australia. It is not intended to
stimulate debate on whether married women with supporting husbands should work, or whether their
employment precludes other supposedly more deserving groups. The aim of this chapter is to show what
"is", not what should or should not be. Using current data the location of women in the workforce
and relevant comparisons with male workers, will be shown. It should not be overlooked that women are
workers regardless of the extent of their participation in the "official" paid workforce. Women's
work experience in terms of hours and energy expended, merits their recognition as the "perpetual workers"
in our society.
1.10 Increased Participation of Women (1961-1976)

The diagrams (1,2,3,4,) show that women (particularly married women) have increased as a proportion of the total labour force.

LABOUR FORCE PARTICIPATION RATES OF WOMEN AGED 15 YEARS AND OVER 1961

DIAGRAM 1

CENSUS 1961

- Women not in Labour Force: 71.1%
- Women in the Labour Force: 28.9%
- Married women in Labour Force
LABOUR FORCE PARTICIPATION RATES OF WOMEN AGED 15 YEARS AND OVER 1976

DIAGRAM 2

1976

Women in the Labour Force

Women not in Labour Force

57.3%

42.7%

Sources
Census June 1961
Australian Bureau of Statistics The Labour Force
May 1976

Married women in Labour Force
LABOUR FORCE PARTICIPATION RATES OF MARRIED WOMEN 15 YEARS OF AGE AND OVER 1961

DIAGRAM 3
CENSUS 1961

Married Women in Labour Force (405,500)

82.7%

17.3%

Married Women not in Labour Force
LABOUR FORCE PARTICIPATION RATES OF MARRIED WOMEN AGED 15 YEARS AND OVER 1976

DIAGRAM 4

1976

59.0%

Married Women not in Labour Force

41%

Married Women in Labour Force

(1,338,800)

Sources; Census June 1961
Australian Bureau of Statistics The Labour Force
May 1976
Note: The labour force participation rate for females in May 1976 was 42.7% which means that 42.7% of all females 15 years and over were in the labour force. In 1976, 35% of the labour force was female, and 63% of women in the labour force were married (11).

1.11 Comparison of Location of Females and Males by Occupational Groups
Diagrams (5 and 6) outline female and male occupational groupings.
DIAGRAM 6

These diagrams illustrate the fact that although women's participation in the labour force has markedly increased, they remain concentrated in limited occupational areas.

The section marked Professional and Technical is filled by a majority 76% of teachers and nurses. The narrowness of women's occupational choices is a problem both of a personal and societal nature. In the present strained economic circumstances, an increasing number of women compete for a static, or in some areas decreasing number of jobs. "Manpower forecasting indicates that increased technology and automation together with demographic changes can be expected to change the distribution of work power in the future" (12).

The projection for Europe shows this trend (13),

<table>
<thead>
<tr>
<th>JOB CATEGORY</th>
<th>1960</th>
<th>2000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Professional &amp; Technical</td>
<td>8%</td>
<td>20%</td>
</tr>
<tr>
<td>Managerial</td>
<td>10%</td>
<td>10%</td>
</tr>
<tr>
<td>Clerical</td>
<td>12%</td>
<td>9%</td>
</tr>
<tr>
<td>Manual</td>
<td>70%</td>
<td>61%</td>
</tr>
</tbody>
</table>

and this may have some relevance to the Australian situation.
1.13 Comparison of Female and Male Participation by Age

There are marked differences between the female and male participation rates by age. Until the age group for retirement, the male participation rate varies only slightly and remains high (in the 20 to 60 year age group it averages over 90% of total male population).

The female rate is comparable to the male rate up until 24-25 years. During the decade of child rearing (24-34 years) the participation rate is only 47%. In the 35-44 years age group re-entry causes the rate to rise to 54.8%.

The differences in participation at May 1976 are shown by tables 8 and 9.
<table>
<thead>
<tr>
<th>Age Group</th>
<th>Participation Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>15-19 years</td>
<td>56.2%</td>
</tr>
<tr>
<td>20-24 years</td>
<td>65.7%</td>
</tr>
<tr>
<td>25-34 years</td>
<td>47%</td>
</tr>
<tr>
<td>35-44 years</td>
<td>54.8%</td>
</tr>
<tr>
<td>45-54 years</td>
<td>48.6%</td>
</tr>
<tr>
<td>55-59 years</td>
<td>30.4%</td>
</tr>
<tr>
<td>60-64 years</td>
<td>15.3%</td>
</tr>
<tr>
<td>65 years +</td>
<td>3.5%</td>
</tr>
</tbody>
</table>

Source: Australian Bureau of Statistics
The Labour Force, May 1976
### TABLE 9

LABOUR FORCE PARTICIPATION RATE - MALES, 15 YEARS OF AGE AND OVER, BY AGE GROUP, MAY 1976

<table>
<thead>
<tr>
<th>Age Group</th>
<th>Participation Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>All males</td>
<td>81%</td>
</tr>
<tr>
<td>15-19 years</td>
<td>61.9%</td>
</tr>
<tr>
<td>20-24 years</td>
<td>90.9%</td>
</tr>
<tr>
<td>25-34 years</td>
<td>97.2%</td>
</tr>
<tr>
<td>35-44 years</td>
<td>97.3%</td>
</tr>
<tr>
<td>45-54 years</td>
<td>94.1%</td>
</tr>
<tr>
<td>55-59 years</td>
<td>87.8%</td>
</tr>
<tr>
<td>60-64 years</td>
<td>67%</td>
</tr>
<tr>
<td>65 years +</td>
<td>15.5%</td>
</tr>
</tbody>
</table>

Source: Australian Bureau of Statistics
The Labour Force, May 1976
1.14 Comparison of female and male workers by qualifications

By comparison with male workers, female workers are less qualified, at every level of qualification. A smaller proportion of women are found particularly in the "trade" level. This is shown in Table 10.

Table 10 - Distribution of Employed Population 15 Years and Over by Highest Level of Qualification Obtained, June 1971

<table>
<thead>
<tr>
<th>Level of Qualification Obtained</th>
<th>Males</th>
<th>Females</th>
<th>Persons</th>
</tr>
</thead>
<tbody>
<tr>
<td>No qualification</td>
<td>2,422,548</td>
<td>1,334,757</td>
<td>3,757,305</td>
</tr>
<tr>
<td>Trade</td>
<td>727,165</td>
<td>31,833</td>
<td>758,993</td>
</tr>
<tr>
<td>Technician</td>
<td>141,837</td>
<td>84,423</td>
<td>226,260</td>
</tr>
<tr>
<td>Other tertiary</td>
<td>135,824</td>
<td>85,289</td>
<td>221,113</td>
</tr>
<tr>
<td>First degree</td>
<td>100,462</td>
<td>27,749</td>
<td>128,211</td>
</tr>
<tr>
<td>Higher degree</td>
<td>16,865</td>
<td>2,681</td>
<td>19,546</td>
</tr>
<tr>
<td>Not classifiable</td>
<td>41,815</td>
<td>87,166</td>
<td>128,981</td>
</tr>
<tr>
<td>TOTAL</td>
<td>3,586,516</td>
<td>1,653,898</td>
<td>5,240,414</td>
</tr>
</tbody>
</table>

Source: CBCS 1971 Census
Comment: Almost three-quarters of employed persons have no vocational qualifications beyond formal schooling. Relatively more employed females than employed males have not obtained any qualifications.

An overwhelmingly higher proportion of employed males than females have obtained trade level qualifications. The most common qualifications obtained by females are at technician or "other tertiary" level. Completion of short specialized courses ('not classifiable' group) are also common qualifications obtained by women.

1.15 Women are also poorly represented at technician level of training, a majority of women trained at technician level are in nursing, a traditionally "female" occupation.

1.16 Comparison of Female and Male Workers by Income

Tables 11 and 12 show the comparison of average weekly earnings of females and males over the nine years 1963-1972, and a very recent comparison (August 1977) of female and male weekly earnings in South Australia.
Table 11 - Average Weekly Earnings Private Employment; Full-Time Male and Female Employees (other than Managerial etc, staff) Australia* October 1963 to 1972 All Industry Groups

<table>
<thead>
<tr>
<th>Last Pay Period In</th>
<th>ADULT</th>
<th>JUNIOR</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Males</td>
<td>Females</td>
</tr>
<tr>
<td>October 1963</td>
<td>$51.20</td>
<td>$30.50</td>
</tr>
<tr>
<td>October 1964</td>
<td>$55.20</td>
<td>$32.60</td>
</tr>
<tr>
<td>October 1966</td>
<td>$61.20</td>
<td>$35.40</td>
</tr>
<tr>
<td>October 1967</td>
<td>$64.60</td>
<td>$37.60</td>
</tr>
<tr>
<td>October 1968</td>
<td>$69.00</td>
<td>$39.30</td>
</tr>
<tr>
<td>October 1969</td>
<td>$74.00</td>
<td>$43.20</td>
</tr>
<tr>
<td>October 1970</td>
<td>$80.00</td>
<td>$47.30</td>
</tr>
<tr>
<td>October 1971</td>
<td>$89.60</td>
<td>$54.40</td>
</tr>
<tr>
<td>October 1972</td>
<td>$96.00</td>
<td>$60.70</td>
</tr>
</tbody>
</table>

* Excludes Northern Territory and Australian Capital Territory.

Sources CBCS, Survey of Weekly Earnings and Hours. Ref. No.6.1 October 1972.
Comment: Between 1963 and 1972 average weekly earnings increased -

87.5% for adult males; 99.0% for adult females
100.0% for junior males; 102.1% for junior females.

Average annual increase over the period was -

7.2% for adult males; 7.9% for adult females
8.0% for junior males; 8.1% for junior females

Adult female and junior average rates as a percentage of the male rate for 1963 and 1972 were as follows:-

In 1963 the adult female rate was 59.6% of the adult male rate
In 1972 the adult female rate was 63.2% of the adult male rate
In 1963 the junior male rate was 45.9% of the adult male rate
In 1972 the junior male rate was 49.0% of the adult male rate
In 1963 the junior female rate was 37.9% of the adult male rate
In 1972 the junior female rate was 40.8% of the adult male rate.
TABLE 12 - ALL EMPLOYEES: WEEKLY EARNINGS IN ALL JOBS AND FULL-TIME OR PART-TIME STATUS, CUMULATIVE PERCENTAGES, AUGUST 1977(a)

<table>
<thead>
<tr>
<th>Weekly earnings ($)</th>
<th>N.S.W.</th>
<th>Vic.</th>
<th>Qld</th>
<th>S.A.</th>
<th>W.A.</th>
<th>Tas.</th>
<th>N.T.</th>
<th>A.C.T.</th>
<th>Australia</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>MALE FULL-TIME EMPLOYEES</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Under 60</td>
<td>1.0</td>
<td>1.1</td>
<td>1.7</td>
<td>1.5</td>
<td>1.2</td>
<td>1.6</td>
<td>( )</td>
<td>( )</td>
<td>1.2</td>
</tr>
<tr>
<td>80</td>
<td>3.0</td>
<td>3.2</td>
<td>4.6</td>
<td>4.9</td>
<td>4.0</td>
<td>4.2</td>
<td>( )</td>
<td>( )</td>
<td>3.1</td>
</tr>
<tr>
<td>100</td>
<td>5.4</td>
<td>5.6</td>
<td>7.7</td>
<td>8.0</td>
<td>7.0</td>
<td>8.7</td>
<td>8.2</td>
<td>( )</td>
<td>6.2</td>
</tr>
<tr>
<td>110</td>
<td>7.7</td>
<td>7.9</td>
<td>10.5</td>
<td>10.9</td>
<td>9.1</td>
<td>11.6</td>
<td>10.3</td>
<td>4.4</td>
<td>11.5</td>
</tr>
<tr>
<td>120</td>
<td>10.3</td>
<td>10.7</td>
<td>14.5</td>
<td>13.8</td>
<td>11.7</td>
<td>15.6</td>
<td>14.6</td>
<td>5.8</td>
<td>16.3</td>
</tr>
<tr>
<td>130</td>
<td>14.7</td>
<td>16.2</td>
<td>19.9</td>
<td>18.4</td>
<td>15.7</td>
<td>21.6</td>
<td>15.5</td>
<td>9.5</td>
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| &quot; 80                | 5.9    | 6.0  | 11.4| 9.2  | 8.6  | 10.2 | (7.2) |       |           |
| &quot; 100               | 11.7   | 13.2 | 20.1| 17.2 | 17.9 | 19.2 | (14.3) |       |           |
| &quot; 110               | 18.3   | 19.2 | 26.7| 23.2 | 24.2 | 26.3 | (20.6) |       |           |
| &quot; 120               | 25.2   | 26.4 | 34.1| 32.1 | 30.6 | 31.8 | (27.7) |       |           |
| &quot; 130               | 36.0   | 38.7 | 44.1| 42.8 | 39.3 | 42.0 | (38.5) |       |           |
| &quot; 140               | 46.2   | 48.5 | 53.8| 51.4 | 47.8 | 50.2 | 28.9  | 27.2  | 48.1     |
| &quot; 150               | 55.6   | 57.7 | 64.3| 60.1 | 61.8 | 62.3 | 44.5  | 39.9  | 58.0     |
| &quot; 160               | 66.5   | 68.9 | 74.5| 69.3 | 70.5 | 70.2 | 52.6  | 50.7  | 68.5     |
| &quot; 170               | 74.3   | 76.2 | 80.1| 77.5 | 76.1 | 78.0 | 56.3  | 61.5  | 75.8     |
| &quot; 180               | 80.6   | 82.1 | 83.2| 82.0 | 80.4 | 82.0 | 61.0  | 68.7  | 81.2     |
| &quot; 190               | 84.9   | 85.4 | 85.9| 86.1 | 84.4 | 85.9 | 63.4  | 78.1  | 85.0     |
| &quot; 200               | 88.8   | 88.6 | 89.3| 88.3 | 87.2 | 88.8 | 70.9  | 80.9  | 88.4     |
| &quot; 220               | 92.8   | 92.3 | 93.7| 93.4 | 92.0 | 93.5 | 89.8  | 86.1  | 92.6     |
| &quot; 240               | 95.4   | 95.2 | 95.7| 96.3 | 95.4 | 96.8 | 92.9  | 94.6  | 95.5     |
| &quot; 260               | 97.3   | 97.1 | 97.6| 97.6 | 96.6 | 97.8 | 94.9  | 96.8  | 97.2     |
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1.17 Despite legislation for equal pay for females and males, the gap between their earnings remains and in some cases has increased. This is due to the fact that a disproportionately large number of women occupy the lesser skilled areas and a disproportionately small number the higher paid, higher status positions. In addition, the majority of part-time workers are women.

1.18 **Part-Time Employment**

Married women are most closely associated with the increased demand for part-time employment. Between 1966 and 1976 the number of women in this area increased by 14.3% (89.9% of female part-timers are married).(14) Part-time employment is most widespread in occupational areas which have a high proportion of women workers particularly; nursing, teaching, entertainment, service, sales and clerical positions.
1.19 The opportunities for superannuation, sick pay, holiday pay, and promotion have traditionally been limited or non-existent in most part-time areas. In order to review the South Australian situation and to suggest improvements, an investigation was begun in 1977. Ms. M. Fallon of the Women's Advisor's Unit (Premier's Department) is at present working in this area.

1.20 **Migrant Women Workers**

Female migrants represented 25.9% of the total female labour force at February, 1976 and 75.4% of this group were married. (15) The extent of female migrant participation in the labour force is shown by diagram 13.

Some attention has recently been drawn to the particular circumstances of this group by such publications as "But I wouldn't want my wife to work here". Migrant women workers surveyed in this area were revealed as generally having a very limited education and some 5% had no formal education. In addition to language difficulties (literacy problems in both their native language and English), many migrant women are found in the lowest paid occupations, with the worst conditions of work, and few opportunities for promotion.

1.21 **Women Workers and Trade Unions**

Historically the participation of women in Australian Trade Unions has been at a low level. In 1968 fourteen Federal and State Unions with a total membership of 260 000 (110 000 women) had almost 500 executive positions of which only 75 were occupied by women. One example of the imbalance was the Textile Workers Union with a 60% female membership and an eleven member Federal Council - all men (16).

1.22 This decade has seen an increase in female membership; it has risen from 37% (of the total 1971 group of female wage and salary earners) to 48% in 1975 (17).
DIAGRAM 13

FEMALE MIGRANTS IN THE LABOUR FORCE
FEBRUARY 1976.

Born in Australia
74.1%

Born outside Australia
25.9%

(75.4% are married)

Source: Australian Bureau of Statistics
The Labour Force, February 1976
1.23 **Young Women and Unemployment**

Young women (school leavers and up to 20 years) are in a particularly disadvantaged position. They tend to leave school with a very limited range of work options open to them. Research has shown that schools still tend to channel girls along traditional lines and emphasize home-oriented skills. This tendency is paralleled by family attitudes, which often appear to give greater encouragement and incentive to sons to persist through high school with mathematics and science and to train for highly skilled, high status occupations (18). Although retention rates for secondary school girls have improved in recent years, most girls are still limited by the nature of the courses taken and qualifications achieved as school leavers. The quality and quantity of information and guidance to school girls still leaves much to be desired and "the direct result of this (conditioning, stereotyping and guidance) is that, on leaving school, girls have neither adopted the idea that all occupations and skills may be available to them, nor have they an opportunity to acquire the basic skills and background education which is likely to be decisive, in competitive situations, in gaining entry into many professional courses or into many apprenticeship trades" (19).

1.24 The situation is worsened by the fact that job opportunities are shrinking in some of the "traditionally female" areas of work sought after by school leavers. C.E.S. data comparing numbers of unemployed persons with vacancies by occupational group (20) indicate a female ghetto situation in unemployment. This is particularly noticeable in the clerical/administrative area where the supply of potential women workers greatly exceeds the number of potential jobs.

1.25 **Women and the effect of Poverty**

The Henderson Report (April 1976) in its opening statement drew attention to the fact that "there were a quarter of a million dependent children who were in very poor families, many of them in two parent families with the father in full-time employment" and "society has failed to adapt to the needs of a large number of single parents and married women for part-time work and facilities for childcare ... there has been insufficient pressure brought to bear on employers and trade unions to provide more
part-time work ... lack of such opportunities is one important cause of poverty(21)."

1.26 Later in this report a comparison of workforce status and poverty indicated that single aged persons and fatherless families have the highest percentages below the poverty line. When poverty before and after housing is compared, fatherless families are clearly the poorest group. The group with the biggest percentage gap between its income and the poverty line comprised those families on, or just above, the minimum wage - child endowment for these people had become hopelessly inadequate. It was considered that the single most important determinant of low income is whether or not the head of the income unit is working. This, combined with present levels of unemployment, and the large number of families with female breadwinner heads, presents a depressing picture. Most female breadwinners are handicapped by inadequate education, non-existent or insufficient training, and problems with childcare and financial support if they wish to undertake further education and/or training. Their needs provide wide opportunity for the Department of Further Education to extend its services in both urban and rural communities.

1.27 **Women Workers in the Future**

J. Ellis of the Women's Advisor's Unit, S.A., has outlined the implications of the Borrie Report 1974 for women workers. In brief the points were these ......

a. "If the number of births continue to decline in Australia, the number of those reaching employable age must begin to decrease between 1978 and 1983 and then again after 1986 in the absence of net immigration. This could bring about a shortage in the supply of labour skills which could only be met by increased training of those already in the labour force.

b. The situation is worsened by the present high unemployment rate for school leavers and those under 20. (In June 1976, 62% of unemployed youth were female). Unless compensatory measures are taken this group will constitute a pool of underskilled labour for the rest of their lives.
c. Borrie estimated that the female growth rate would continue to exceed the male growth rate at least until 2000, that the labour force will include an increasing number of married women and that pressure for more training for women in a wider number of occupational fields will increase. An expansion and variation of training was seen as economically imperative". (22)

1.28 SUMMARY

1. There are now more than 2 female workers for every 3 male workers in the labour force.

2. Married women are 1/5 of the total labour force.

3. Over 80% of part-time workers are women and of these, 83% are married.

4. Almost 7 out of 8 female workers have no qualifications. The remainder are almost evenly split into those with trade/technician training or tertiary (teaching/nursing) qualifications - each about 1 female in 16.

5. 1 in every 4 women in the female labour force is a migrant.

6. Adult and junior females have consistently higher unemployment rates for all age groups than those of males.

7. Women tend to be in the lower paid industries and generally have significantly lower average weekly earnings than their male counterparts.

8. Women's work experience in Australia shows a clear gap between their potential and their achievement. (23)
REFERENCES


(5) D.F.E. Submission to the Committee of Enquiry into Post-Secondary Education Part 2, Section A (p.13).

(6) Encel, MacKenzie, Tebbut. op. cit.


(9) O.E.C.D. Study. op. cit.

(10) Encel, MacKenzie, Tebbut. op. cit. (pp.9-10).


(12) Ellis, J. S.A. Women's Advisor's Unit Submission to the Committee of Enquiry into Post-Secondary Education May 1977.


(14) Ellis. op. cit. (p.10).

(16) O.E.C.D. Study. op. cit.


(20) C.E.S. South Australia.


(22) Ellis. op. cit. (pp.21-22).

CHAPTER 2: CHANGE AND THE EDUCATIONAL INSTITUTION

THE CONCEPT OF CHANGE

2.1 Although the role of women in society and in the workforce has changed in recent years, institutional change, in both educating and employing agencies, cannot be expected to occur automatically. A brief examination of the 'issues' involved in such change may be helpful here.

2.2 Change in the organization is rarely a straightforward process. Change occurs in an infinite variety of ways and with an infinite variety of effects. Organizations possess flexibility and adaptability to differing degrees, and if powerful and autonomous enough, can choose to absorb or deflect change directed from the environment.

2.3 What are the requirements for planned change?

Planned change involves planning of the ways in which the new concept, or innovation, can be introduced into and accepted by an organization. Formulating strategies for change requires attention to priorities and co-ordination if the goals are to be achieved. Because all people in an organization perform a variety of roles in addition to that of "workers" their attitudes and reactions to proposed change stem from complex conditioning and experience.

2.4 Although the need for rational and sensitive strategies for change is obvious, initiators of change often fail in their aims because they have paid insufficient or misdirected attention to strategy. Some changes fail because they have been wrongly timed or were merely, 'change for changes sake'. Most often change attempts fail because the people to be affected by the change are given insufficient consideration. The involvement of those to be affected, in the formulating and implementing of change is the most crucial factor in strategies. Thus, the change agent(s) needs a knowledge of individual and group behaviour in addition to the specialized knowledge associated with that particular change.
It should be kept in mind that the type of change under consideration here is major policy change not minor or technological change. Major policy change is based on a normative change in society, that is a change in the beliefs, norms and values held by that society; requires particularly complex strategies if it is to be more than superficially accepted.

Resistance to Change

2.5 People to be affected by change will inevitably resist if their understanding of that change is limited and/or faulty, and if their self-definition is affected. As noted by Bennis, Benne and Chin (1) it is only recently that the study of communication and influence has been extended to the effects on and responses by the "consumer" group.

Resistance may take many forms, from passivity to physical aggression and the intensity of resistance is greater if the change is made on personal rather than impersonal grounds. Resistance, as analysed by Watson, (2) is a function of the stabilizing forces which all human beings share. Several of the forces which Watson describes are debatable, but his arguments for the effects of habit, primacy, selective perception and retention, dependence, self-distrust, and insecurity are convincing. In discussing the resistance of social systems Watson identifies the factors very clearly (3). Normative changes may pose multiple threats to society; for not only are habitual ways of behaviour under question, but hitherto, infallible values are subject to critical attention and vested interests, material, and intangible, are seen as being under attack.

2.6 Resistance to change is not necessarily undesirable. On many occasions resistance serves to protect a system which performs well, or to soften the destructive side effects of rapid change. Klein, in outlining the "defender role" argues for the "desirability of opposition" and provides the insight that "the defender can communicate a great deal about the nature of the system the change agent is seeking to influence" (4). Klein's statement is basic to consideration of strategies for change, for the change
agent must recognize that resistance is legitimate. Whether the resistance is spontaneous or planned it is a reflection of the disturbance felt by people when their known and secure environment is invaded and threatened. If the change agent recognizes that resistance is natural and inevitable, then it is possible for explanatory, persuasive and collaborative moves to be made.

2.7 One approach involves diagnosis of resistance, and delay of change until the resistors see the proposal as unthreatening, or even beneficial; or to gently initiate change at the point of least resistance in the organization. If the planned change is normative and far reaching in its implications, then strong commitment on the part of policymakers, and a total organizational development is necessary. If the change is accepted and "sold" by the "opinion leaders" in the organization's informal structure, then it has a better chance of acceptance.

2.8 Acceptance of Change

If the change is to be firmly and permanently accepted it requires commitment on the part of those affected. For normative change in contrast to technological change the distinction between public conformity and private acceptance is often very marked. Kelmen, in outlining "Processes of Opinion Change"(5) observes three stages in acceptance. They are in order of increasing commitment:

- **compliance** - when the individual accepts in order to receive a favourable reaction from the other;
- **identification** - when the change is accepted because it is associated with a satisfying self-defining relationship to the other or group; and
- **internalization** - when the individual accepts because "the change is congruent with his or her value system and is ... conducive to the maximization of his or her values"(6). These stages in acceptance are of considerable relevance to the growth of the open access policy outlined in this section.
EDUCATIONAL CHANGE

2.9 Strategies for change in educational institutions are still most visibly linked to the rational-empirical approach. This was defined by Chin and Benne(7) as a group of strategies grounded in the western-liberal tradition. This group focuses upon information giving, research, and evaluation; and assumes that people are guided by reason and able to be persuaded into change by appeals to self-interest.

2.10 Chin and Benne identified two other groups of strategies the "normative-re-educative" and the "power-coercive".(8) The former is gaining support, as evidenced by the growth of staff development facilities and consultants, the latter group plays an inevitable but less publicized role.

2.11 Most educational institutions have several characteristics which do not make "democratic" change very easy. The tendency towards authoritarianism, regimentation, the emphasis on vertical rather than horizontal communication and decision-making, typify these characteristics(9). The need to "create an educational system that has the built-in mechanism sensitive to changes in society long after we have implemented our particular innovations"(10), is an often expressed catchcry. How to achieve this state is a process that provides challenges to administrators and policy-makers.

2.12 Most writers make reference to the slowness of educational change. In comparison to medicine and agriculture for example, innovation in education is sluggish and problematic in implementation. R. Owens writing in "Organizational Behaviour in Schools"(11) attributes this to the lack of recognized change agents or innovators, the absence of urgency and high material incentives and the alienation of research and practice. The education system is frequently seen as an agent of cultural transmission, that is a socializing system where the norms and values of a society are sustained, endorsed, and transferred to succeeding generations. In this atmosphere normative change is unlikely to find a
positive response or easy acceptance. In addition, educational institutions have differences from other organizations which may provide built-in tensions - for example "complexity of function, visibility, sensitivity, difficulty of appraisal, variety of objectives and function, conformity and creativity, the practical and the ideal"(12). The educational institution often has no clear charter for change and usually its innovations are linked to instructional or technological varieties or discoveries rather than social issues and values.

2.13 W. Connell in a provocative article entitled "Myths and Traditions in Australian Education"(13) defined three aspects of the education myth as individual opportunity, citizenship and thoroughness. He outlined the reality as he saw it, comprising four traditions: the academic tradition with its elitist connotations, the piecemeal tradition with its disorganization and duplication, the prudential tradition with its 'value for money' emphasis, and the administering tradition where the frugal administration make all of the significant decisions. How accurate Connell's analysis is, is not important here, what is important is that these traditions do play a part in our education system. There is bound to be some discrepancy between the stated goals and the practices of an organization. Myths and traditions in Connell's sense are a part of all organizations.

2.14 The danger occurs when the goals, sought originally by an organization, are overtaken by internal goals or needs which may occur during the formation and growth of that organization. Real goals are those future states towards which a majority of the organization's means, and the major organizational commitments of the participants, are directed, and which in cases of conflict with goals which are stated but command few resources have a clear priority ...."(14). Too little time is given to consciously identifying and maintaining the stated goals in education; often commitment is undeveloped, over-estimated or substituted for, by rhetoric.
2.15 **Societal change - the basis for "open access"**

For educational institutions, the adoption of "new" goals is often a reflection of social change or the impetus towards change. The late sixties and seventies saw a revival of interest and involvement in civil rights issues. Previously apathetic and/or subdued minorities, among them Aboriginal and ethnic groups found voices; and have been prepared to use them in persuasion, publicity and protest. One of the most significant movements is the resurgence of feminism. A variety of women, and women's groups have emerged with protest, ideas and aims of achieving equality of status and opportunity with Australian men. Tentative then confident steps have and are being made by women to trust and work with other women to achieve changes in legislation, health and education and to provide services for disadvantaged women. Unfortunately, the media have tended to emphasize the radical and the unusual in their haste to lose their impartiality. Very often real achievements have been lost to the public view, and feminists have encountered widespread hostility and derision. The media were and are only a part of the feminist phobia in Australia. The causes lie in the historical and social fabric of this society (15)(16).

Women are still evaluated in terms of their familial roles. Socialization directs girls into narrowly defined role areas; and deviation from the marital/maternal goal is widely viewed with emotions ranging from curiosity to contempt. Girls are generally still not being socialized towards expecting any major self-definition through work despite the accelerating participation of women in the workforce. For nearly all women then, the family relationship is critical to their maintenance of "self". Women who renounce the marital/maternal goal are seen as somehow betraying the feminine ideal or as unfeminine. Women who combine the marital/maternal goal and try to achieve additional or alternative self-realization through work, are often criticized as being selfish and inadequate wives/mothers, and can become beset by anxiety over the maintenance of two areas of responsibility. To the disillusioned woman it often appears to be a case of "heads you win tails I lose". Women who move outside their pre-ordained spheres of activity almost always encounter "role-prejudice" which has been aptly described as "a product of a false social learning process by which certain biological or genetic characteristics
of individuals come to be associated with certain roles"(17).

2.16 The feminist movement with its connotations of anger, independence and reform has inevitably produced suspicion, fear, and opposition, in a society with the vision of women outlined above. However, a certain amount of complacency has been stirred, and gradually some national recognition of women's educational disadvantages and needs has occurred.

THE ROLE OF T.A.F.E.C.

2.17 The blue-print for change appeared in April 1974(18). In this report, clear and strong endorsement was given to reducing the disadvantages of women students in the T.A.F.E. area. The needs of women for vocational training, preparatory qualifications, childcare facilities, are mentioned in isolated statements and in addition, a section of the report made this unequivocal statement - "students are still directed to subjects for boys and subjects for girls in various States. The Committee visited sections of Colleges designated 'women's work' and 'secretarial studies for girls' ... Part of the problem lies with the notion that it is only boys and men who need career and vocational training ... It should be the responsibility of T.A.F.E. institutions, administered or maintained by a government education authority, to ensure that they do not deny access to courses or subjects offered on the grounds of age or sex..."(19).

2.18 In the third chapter of this report, the differing male and female participation rates in T.A.F.E. courses were outlined, the marked upward change in the workforce, participation of married women noted, and the need to provide positive incentives in addition to simply "advertising" open access for women, stressed.
2.19 The T.A.F.E. Committee has maintained and elaborated upon the open access policy and the problems facing potential women students. In 1975, it was stated "the organization of T.A.F.E. along traditional and formal lines presents the most serious impediment to would-be students seeking access ... rigid timetabling can limit the opportunities to attend for such people as those on shiftwork and many women with home commitments"(20). Later in the same report, disadvantages such as sex-role stereotyping, inflexible timetables, isolated facilities, lack of childcare facilities, lack of bridging, preparatory and refresher courses were outlined.

2.20 The most recent report 1977-79(21) reiterated the importance of women's increasing involvement in the workforce, their lower levels of qualification and status, and the need for expansion of T.A.F.E. courses to reduce these disadvantages.

THE DEPARTMENT OF FURTHER EDUCATION POLICY AND CHANGE

2.21 The T.A.F.E. policy has had influence upon our Department both formally and informally. The fact that this Department has functioned autonomously for only five years has given it considerable scope for initiative and adaptability. It is interesting to note expressed changes in policy with the T.A.F.E. reports kept in mind. The speeches of the Directors-General over the 1972-77 period form the principal source of illustration for this topic. There are a number of recurring themes; among them the problems associated with the apprenticeship system, training and "education" functions of the Department, the need for appropriate teacher training, decentralization, the isolation of secondary schools from reality, the absence of subject and course hierarchy, and open access.

2.22 In examining the stated policy of open access, there will be as much emphasis placed on the way women are commented upon or not commented upon, as upon what is said. In explanation, it should be acknowledged that "the aspects of things that are most important for us are hidden because of their simplicity and
familiarity, one is unable to notice something because it is always before one's eyes" (22). Thus, it is with language where studies in sociolinguistics have shown that speech behaviour reflects the underlying social system. Society's values are implicit in its language, and English is sexist, both explicitly with poet/poetess, bachelor/spinster, Mr./Mrs. Miss etc., and in its assumption that all humanity is generically male. Attempts to change language without social change or ahead of social change, e.g. the advertising language regulated by the Sex Discrimination Act, meet with limited acceptance. However, the attempt to match stated goals with sensitive and appropriate language style is one of the responsibilities of policy-makers, particularly in the visible and influential area of education.

2.23 When the policy of open access and the need to equalize T.A.F.E. opportunities for women and men was first articulated, women's participation in the vocation training area was disproportionately low. Reasons for this include low motivation, the limitations imposed by socialization, lack of finance, lack of childcare facilities. Characteristically those women most in need of vocational training, migrants, aboriginals, women with a limited basic education and trapped in unrewarding unskilled job areas, benefited least from T.A.F.E. programmes.

2.24 In 1977, the picture is little different (for female/male participation rates see Part 3). Women are still concentrated in the 5th and 6th streams and are almost non-existent in stream 3 (basic trade training). Although the open access policy and the need to widen opportunities for women has been given attention in policy speeches in the last five years, it does not appear to have been taken seriously as a Departmental priority.

2.25 The reason for the gap between statement and action lies in the area discussed earlier in this chapter. Change of this nature, change in attitudes and norms is a major undertaking in an educational institution and the implications of women's increased participation in the workforce have scarcely been considered by educational bodies.
2.26 The Directors-General of the Department of Further Education in their speeches, have made general comments advocating improvements in opportunities for women. These have, however, proved hard to implement. Clearly, more specific guidelines are required. Those topics requiring more specificity are, for example; female participation rates, male/female areas of participation, staffing and funding proposals, if equalization is to be implemented. To illustrate:

2.27 The topic of open access was constantly referred to during the period 1972-73 but was not usually linked to particular groups of "disadvantaged" people.

2.28 In 1972 it was acknowledged that although D.F.E. trained 30% - 40% of the workforce and needed to be adaptable, the most strongly entrenched forces of resistance to change were found in educational institutions. That very resistance is found in many of the comments made about women in the first two or three years of the Department's existence. References to women have often illustrated a humorous or derogatory point. It is very difficult for people accustomed to traditional modes of thinking to adapt themselves and their terminology to more egalitarian ways.

2.29 As the concept of retraining assumed greater importance in Departmental policy, women's needs were gradually given more emphasis but at the same time little attempt was made to include both sexes in referring to staff or students. In a 1974 speech, prospective principals were referred to as "men we are looking for,"(23) which can hardly have encouraged career women in the Department.

2.30 1975 saw some advances in implementation of open access for women, notably the ending of the bar to female apprentices.

2.31 In 1976 sex-role stereotyping was acknowledged in policy speeches and the establishment on a larger scale of counselling services, bridging and preparatory courses, was encouraged. In 1976 "craftsmen" became "craftsmen and craftswomen" and the "special needs" of women became "women's education".
2.32 In 1977 the first significant policy speech of this year, delivered in May, devoted an eighth of its space to the Department's approach to women students. Emphasis was given to the need for sensitivity and flexibility in catering for women students disadvantaged by age, under-education, dual responsibilities, economic deprivation and a lack of confidence. Pioneering schemes such as the "Opportunities for Women" courses run at Panorama and Croydon Park were outlined. Instead of "he" being the student or teacher, "he or she" had become the student or teacher.

2.33 It is not suggested here that a particular and traditional linguistic style has indicated the absence of belief in the importance of equalizing women's opportunities in further education. Rather, the failure to publicly use non-sexist language in representation of the Department's policy, has detracted from the efforts made over the last couple of years. In addition, it may have been a positive disincentive for the use of non-sexist speech and writing at the College level.

2.34 It is obvious, if courses and enrolments are examined in detail, that belief in this policy - if belief is reflected in alteration in the nature of women's participation in the T.A.F.E. area - is not widespread in this Department. Breakdown of female/male ratios by stream and field (see Part 3) indicates an absence of progress, in encouraging women into all of the training and education areas offered. Alternatively, it is suggested that although 'belief' in the policy may exist, it is not deemed of sufficient importance to merit prompt and serious attention. In the last five years, a developing commitment towards equalizing opportunities for women has emerged in policy statements, but there is little evidence of tangible progress in this direction.

2.35 Change has been adaptive rather than planned, has occurred in policy statements but has not developed to any significant extent past this point. Change follows a logical process if it is to be successfully adopted and absorbed into the aims and objectives of any organization; "failure to adhere to the logical process moving from policy to strategy and from strategy to planning, ensuring the continuity and relevance of decisions made from one level to the next, is responsible for education having too often
been oriented by chance ..."(25)

2.36 If we ask why the issues relating to equalizing opportunities for women have been largely ignored, superficialized or procrastinated over, we are faced with complex possibilities. The social environment in which these issues and educational institutions exist, discussed earlier in this report is influential. There is a tendency to view the 'disadvantages' of women as being an ephemeral colourful talking point, out of which useful political mileage can be gained. Women in the Australian community, particularly those women disadvantaged by lack of individual status, training, financial resources, language skills, and job status, have little opportunity to voice their needs. On a more personal level many staff members find difficulty in accepting the general nature of women's disadvantages even when presented with empirical evidence. Such staff members visualize the general situation via their personal situation and are reluctant to recognize the real needs of many women. The response "My wife is happy looking after me and the kids - these needs you talk about don't exist", is not uncommon. Finally, the organizational tendency to resist major changes should not be discounted. Organizations tend to try to make the traditional system work better. Minor changes or innovations, with their minor disruption of current functioning, are seen as preferable to major change and large scale disruption. The changes, associated with the development of women's potential and women's rights in the workforce, can only be considered major.(26)

2.37 It is a truism that; only change congruent with the adopters attitudes, values, and work priorities, is likely to find success. As long as a majority of staff members in an organization are unaware of, or are avoiding the seriousness of disadvantages faced by women workers, change is unlikely to occur.

2.38 To return to the distinction between public conformity and private acceptance, mentioned earlier in this chapter, it is worth considering how far the distinction has been bridged in relation to equal opportunities for women in the Department. Only individual readers can judge their stance on this issue. It appears that compliance to the policy is now fairly general. Identification with the policy
and a desire to integrate it with work at the College level, is perhaps found in a minority of staff. Internalization is an advanced stage – and it is hoped that this may be reached in the foreseeable future.

2.39 SUMMARY

1. Change must be considered in any analysis of an organization's functioning.

2. Normative change poses particular difficulties in implementation.

3. Resistance to change is inevitable and part of the change process.

4. Educational institutions are not suited to rapid change, particularly normative change.

5. Australian education has characteristics which exacerbate the problem of 4.

6. Impetus for the open access policy was linked to societal change.

7. T.A.F.E. reports from 1974 onwards have provided clear guidelines for improving access of and opportunities for women.

8. Policy statements in D.F.E. have shown a gradual acknowledgement of the importance of non-sexist language, and the need to develop and implement a policy of equal opportunities for women.
REFERENCES


(3) ibid. (pp.488-497).

(4) Klein in Bennis, Benne, Chin. op. cit. (pp.498-507).

(5) Kelmen in Bennis, Bènne, Chin. op. cit.

(6) ibid. (pp.222-230).

(7) Chin, Benne in Bennis Benne, Chin. op. cit. (pp.310-329).

(8) ibid.

(9) ibid.


(11) ibid.

(12) Simpkins Miller "Changing Education - Australian Viewpoints" (pp.39-47)

(13) Connell in Simpkins Miller. op. cit. (pp.39-47).


(19) ibid. (pp.152-153)

(20) ibid. (p.91).


CHAPTER 3: WOMEN IN THE DEPARTMENT OF FURTHER EDUCATION

3.1 It is widely recognised that role models are essential, if women in organizations are to move from restricted, to open participation at all levels. In view of this factor it is necessary to briefly outline the present situation of women staff in this department, before examining the involvement of women students.

STAFF

3.2 The origins of the Department of Further Education in the founding of the Mechanics' Institute in Adelaide, the Schools of Mines and Industries; and with the formation of a Technical Education Branch in the Department of Education 1916, were not conducive to participation by women.

3.3 The three main streams of education for which the Technical Branch was responsible: secondary school technical subjects, Apprentice Education in Trade Schools and Adult Education, catered largely for "masculine" occupations and attracted male teachers.(1) In the main female participation was confined to such vocational areas as hairdressing, commercial subjects, domestic science and arts and crafts.

3.4 In the Department of Further Education in 1977 the pattern for women staff follows the general pattern of women in the workforce. They are found in disproportionately high numbers in the lower paid, lower status areas and in disproportionately low numbers in the areas of high status and high responsibility.

3.5 It has not been possible to find acknowledgement of this imbalance in departmental documents but comparable situations occur in other departments. For example, in 1973 serious concern was voiced in South Australia to a similar situation, "The undisputed lack of women at senior levels in the Education Department - and this in education, a field traditionally regarded as ideal for the working woman - was seen by the Conference to be doubly detrimental in that:
(a) in mobilizing effectively only half the available pool of talent it operates against the interests of students, schools and the Department;

(b) in failing to secure women for senior positions in the Department it has effectively militated against and discouraged career aspirations among women."(2)

The appointment of a Women's Advisor to the Department of Education this year indicates that the task of equalizing opportunities for women staff is a complex and specialized one.

3.6 The location of women staff in the Department of Further Education at August 1977 is shown in the following tables.(3)

<table>
<thead>
<tr>
<th>HEAD OFFICE FEMALE/MALE RATIOS</th>
<th>TOTALS</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>M</td>
</tr>
<tr>
<td>Director-General</td>
<td>1</td>
</tr>
<tr>
<td>Deputy Directors-General</td>
<td>2</td>
</tr>
<tr>
<td>Directors</td>
<td>2</td>
</tr>
<tr>
<td>Superintendents</td>
<td>8</td>
</tr>
<tr>
<td>Principal Education Officers</td>
<td>13</td>
</tr>
<tr>
<td>Education Officers</td>
<td>15</td>
</tr>
<tr>
<td>Seconded Teachers &amp; Lecturers</td>
<td>16</td>
</tr>
<tr>
<td><strong>TOTALS</strong></td>
<td><strong>57</strong></td>
</tr>
</tbody>
</table>
Table 15

<table>
<thead>
<tr>
<th>Head Office - Admin/Clerical Female/Male Ratios</th>
<th>Totals</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>M</td>
</tr>
<tr>
<td>Chief Admin Officer</td>
<td>1</td>
</tr>
<tr>
<td>Senior Admin Officers</td>
<td>2</td>
</tr>
<tr>
<td>(Invest/personnel, finance/admin)</td>
<td></td>
</tr>
<tr>
<td>Officers (Publications/finance/safety)</td>
<td>4</td>
</tr>
<tr>
<td>Clerks</td>
<td>18</td>
</tr>
<tr>
<td>Typing and Clerical Assistants</td>
<td></td>
</tr>
<tr>
<td>*Ancillary Staff</td>
<td></td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td>25</td>
</tr>
</tbody>
</table>

Table 16

<table>
<thead>
<tr>
<th>The Colleges - Female/Male Staff Ratios</th>
<th>Totals</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>M</td>
</tr>
<tr>
<td>Principals</td>
<td>28</td>
</tr>
<tr>
<td>Heads of Schools</td>
<td>29</td>
</tr>
<tr>
<td>Deputy Heads</td>
<td>34</td>
</tr>
<tr>
<td>Senior Lecturers</td>
<td>57</td>
</tr>
<tr>
<td>Lecturer I</td>
<td>129</td>
</tr>
<tr>
<td>Lecturer II</td>
<td>630</td>
</tr>
<tr>
<td>*Hourly paid teaching staff</td>
<td>3 279</td>
</tr>
<tr>
<td>*Ancillary staff</td>
<td>Public Service 347</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td>907</td>
</tr>
</tbody>
</table>

(Note * female/male ratios not obtainable).
The concentration of women staff in the areas of low status, less responsibility and lower pay is clearly indicated by the three tables above.

3.7 The discrepancy between female and male staffing, particularly in the country areas, must have negative implications for women staff generally, and for women in communities which the colleges serve. The lack of role models for women in D.F.E. can only serve to reinforce the stereotype of the woman worker which depicts her as low on ambition, initiative, leadership skills and self-esteem. Furthermore, the few women to reach senior positions in the Department may have the double burden of bearing a great deal of responsibility for subordinate women staff, and being isolated from the support and information giving benefits of peer group women.

3.8 Although the female: male ratio of full-time teaching staff at August 1977 was approximately 1:4, women are not participating at all levels of the Department's functioning. In view of this fact, it was decided to try to answer two questions:

1. In a comparison of educational qualifications, are female staff as a group markedly different from male staff? Table 17 indicates that there are significant differences(4).
<table>
<thead>
<tr>
<th></th>
<th>No. of F as Female</th>
<th>No. of M as Male</th>
<th>% of total F</th>
<th>% of total M</th>
</tr>
</thead>
<tbody>
<tr>
<td>A.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Degree and/or Diploma</td>
<td>75</td>
<td>302</td>
<td>32%</td>
<td>33%</td>
</tr>
<tr>
<td>% of total category</td>
<td>20%</td>
<td>80%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>B.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Trade Training Senior Technical Teachers</td>
<td>5</td>
<td>255</td>
<td>2%</td>
<td>28%</td>
</tr>
<tr>
<td>% of total in category</td>
<td>2%</td>
<td>98%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other - Some professional Units</td>
<td>12</td>
<td>91</td>
<td>5%</td>
<td>10%</td>
</tr>
<tr>
<td>% of total in category</td>
<td>12%</td>
<td>88%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>D.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>No professional training indicated</td>
<td>143</td>
<td>259</td>
<td>61%</td>
<td>29%</td>
</tr>
<tr>
<td>% of total in category</td>
<td>35%</td>
<td>65%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>TOTAL</td>
<td>235</td>
<td>907</td>
<td>100%</td>
<td>100%</td>
</tr>
</tbody>
</table>
This simple comparison could be extended into areas of interest, for example: from which "qualification category", A B or C are the holders of senior administrative positions drawn? If women staff are comparably qualified as a group, what are the factors which impede their mobility in the promotion structure? If a comparison of female and male staff is made on the basis of age and experience, what differences emerge? What are the comparative attrition rates of female and male staff, and for what reasons? Such questions must be raised and answered if equality of opportunity is to become reality.

3.9 The second question asked was, in a time of alteration in staffing structure, do women encounter changes in the same way or to a lesser/greater degree than men? The time of major change used in exploring this question was restructuring in D.F.E. staffing. As a result of an agreement between S.A.I.T. The Minister for Education and D.F.E., a formula for increasing senior staff was agreed upon. This restructuring created over 100 new positions to be phased in over three years. The first of the advertised restructuring vacancies involved 57 vacancies and 17 additional new positions, in 1976. The 11 vacancies for Deputy Head positions attracted 152 applications (143 male and 9 females) the 64 vacancies for Senior-Lecturer attracted 658 applications (580 males and 78 females). Of the 22 appointments panels, 14 were all male. At August, 1977 of the 11 positions arising out of restructuring at Deputy-Head level, 11 had been filled by men. Of the 63 vacancies at Senior-Lecturer level 51 had been filled by males and 9 by females.

A comparison of applications by qualifications and experience is necessary, to render this example meaningful, unfortunately data of this nature is not available from D.F.E. Management Services.

3.10 One departmental institution, Elizabeth Community College has provided for a specialist position, in order to better meet the training and educational needs of women in their community. The senior lecturer aims to make the college much more a part of the community at Elizabeth.

She is at present working within the college to increase its accessibility through the establishment of
childcare facilities and by raising the awareness of the staff to the need to change traditional assumptions about women. The latter has included informal discussions with staff members, contributing to existing courses and a proposal for a conference of the women staff of the college.

Outside the college she has been making herself available as a resource person to existing women's groups, to other service agencies and to individual women in the community, in other words, attempting to break down the institutional barriers of the college by taking it to the community and encouraging self determination on the part of women in the area.

3.11 In May 1977 in the early stages of this project a letter was sent to all full-time professional women staff in the Department of Further Education (see Appendix A.). The aim was to encourage participation in the project by women staff, in order that the project reflect the experience and judgement of as many women as possible. Several written replies were received, and in the course of numerous meetings and conversations over forty women staff members expressed views on the status of and opportunities for women staff and students. Several themes which emerged in nearly all of these meetings or conversations were: that women see departmental staff generally, as having little or no consciousness of the nature and extent of women's disadvantages in education, training and employment; that many women staff are feeling isolated, under-rated and that their opportunities for participation in decision-making and/or for promotion are more limited than in other sectors of education.

STUDENTS

3.12 If one goes no further than to examine the overall ratio of individual enrolments in the department, then the representation of women appears to be quite satisfactory. On the 1976 enrolment figures this was a ratio of 1 female to 1.01 males (65,651 females to 62,536 males) (7). The Department, in publishing its enrolment figures, in its submission to the O.E.C.D. Review of Australian Education 1976 or in its Submission to the Committee of Enquiry into Post-Secondary Education 1977, does not supply
female/male ratios by age and stream. This means there are no means of monitoring changes in participation by sex, easily. By contrast the Division of Research and Planning (N.S.W. Technical and Further Education Department) supplies yearly breakdowns of all stream and field areas and charts changes in female participation regularly.(8)

The following tables indicate the location of women students in D.F.E. (Research Branch D.F.E. 1977).

3.13 Female/Male Ratios in the General Enrichment area. This area showed a preponderance of female students; the art/craft courses involve over one third of the total number of female enrolments.

Table 18

<table>
<thead>
<tr>
<th>General Enrichment Courses</th>
<th>Enrolments - 1976</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Females</td>
<td>Males</td>
</tr>
<tr>
<td>Art/Craft</td>
<td>21 537</td>
<td>7 117</td>
</tr>
<tr>
<td>Activities, drama, music etc.</td>
<td>6 289</td>
<td>2 196</td>
</tr>
<tr>
<td>Other General classes. (Language social studies etc.)</td>
<td>3 932</td>
<td>2 717</td>
</tr>
<tr>
<td>Junior Classes</td>
<td>1 184</td>
<td>338</td>
</tr>
<tr>
<td>TOTAL</td>
<td>32 942</td>
<td>12 368</td>
</tr>
</tbody>
</table>
3.14 Female/male ratios in Preparatory area. The preparatory area had the most equally divided enrolment ratio of the course groupings. This is shown in Table 19.

Table 19

<table>
<thead>
<tr>
<th>Preparatory</th>
<th>Individual Enrolments 1976</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Males</td>
</tr>
<tr>
<td>pre-matriculation</td>
<td>1 394</td>
</tr>
<tr>
<td>adult matriculation</td>
<td>2 466</td>
</tr>
<tr>
<td>classes (migrant English)</td>
<td>1 534</td>
</tr>
<tr>
<td>special classes (general)</td>
<td>1 557</td>
</tr>
<tr>
<td>maths</td>
<td></td>
</tr>
<tr>
<td>English</td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>6 951</td>
</tr>
</tbody>
</table>

3.15 It is worth making special note of the department's Adult Literacy Project. In the 1976/77 report the Coordinator Mr. B. Wilson noted "Literacy services throughout Australia have gained much momentum in the last year and awareness of the literacy issue has increased amongst politicians, administrators, the general public and most importantly, the illiterates themselves. Despite this increased awareness, literacy services in this State and in the rest of Australia are still acting in a post-hoc manner and reaching only a fraction of the number of people that need help"(9).

It is significant that of the 473 students involved in the Adult Literacy Project in 1976/77 only 33% were female.
3.16 Female/male ratios in Business Studies enrolments for 1976. There was a clear majority of male students in all Business Studies courses by breakdown of individual enrolments excepting the Commercial (Stenography) certificate. The absence, or negligible participation of female students in the Society of Accounting Senior Association, Business Certificate (Banking, Customs) Industrial Studies, Building Inspectors Qualifications, Safety Certificate, Transport Administration would seem to suggest that attempts to integrate women fully, into all Business Studies courses are not progressing rapidly. (Note: 5 or fewer females per course, providing the course has a total of 30 or more as the total enrolment was considered a negligible representation). The following table illustrates the contrast in female and male participation (Table 20).
Table 20

FEMALE/MALE RATIOS IN BUSINESS STUDIES COURSES - ENROLMENTS 1976

<table>
<thead>
<tr>
<th>Course</th>
<th>Subject Enrolments</th>
<th>Individual Enrolments</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Male</td>
<td>Female</td>
</tr>
<tr>
<td>Aust. Society of Acc. Senior Assoc.</td>
<td>53</td>
<td>33</td>
</tr>
<tr>
<td>Business Cert. (Accounting)</td>
<td>4393</td>
<td>1302</td>
</tr>
<tr>
<td>&quot; (Banking)</td>
<td>953</td>
<td>41</td>
</tr>
<tr>
<td>&quot; (Commerce)</td>
<td>2392</td>
<td>407</td>
</tr>
<tr>
<td>&quot; (Customs)</td>
<td>134</td>
<td>2</td>
</tr>
<tr>
<td>&quot; (Data Processing)</td>
<td>257</td>
<td>66</td>
</tr>
<tr>
<td>&quot; (Insurance)</td>
<td>556</td>
<td>58</td>
</tr>
<tr>
<td>&quot; (Public Service)</td>
<td>598</td>
<td>83</td>
</tr>
<tr>
<td>&quot; Studies Cert.</td>
<td>565</td>
<td>87</td>
</tr>
<tr>
<td>Commercial Art</td>
<td>596</td>
<td>514</td>
</tr>
<tr>
<td>&quot; (Clerical Studies Cert.)</td>
<td>166</td>
<td>19</td>
</tr>
<tr>
<td>&quot; Cert. (Stenography)</td>
<td>40</td>
<td>543</td>
</tr>
<tr>
<td>Hardware Sales</td>
<td>138</td>
<td>7</td>
</tr>
<tr>
<td>Industrial Relations</td>
<td>208</td>
<td>29</td>
</tr>
<tr>
<td>&quot; Studies</td>
<td>452</td>
<td>6</td>
</tr>
<tr>
<td>Institute of Chartered Sec. &amp; Admin.</td>
<td>237</td>
<td>22</td>
</tr>
<tr>
<td>Landbrokers Cert.</td>
<td>348</td>
<td>125</td>
</tr>
<tr>
<td>Local Government Administrators</td>
<td></td>
<td></td>
</tr>
<tr>
<td>&quot; Building Inspectors Qual</td>
<td>159</td>
<td>0</td>
</tr>
<tr>
<td>&quot; Overseers</td>
<td>422</td>
<td>83</td>
</tr>
<tr>
<td>Personnel Studies</td>
<td>2157</td>
<td>510</td>
</tr>
<tr>
<td>Real Estate</td>
<td>85</td>
<td>0</td>
</tr>
<tr>
<td>Supervision</td>
<td>679</td>
<td>56</td>
</tr>
<tr>
<td>Transport Administration</td>
<td>69</td>
<td>0</td>
</tr>
</tbody>
</table>
3.17 Female/Male ratio in other (not Business Studies) Certificate and Diploma Courses. Female students form a majority in a number of these courses - individual enrolments in these are underlined in Table 21. These "female dominated" certificate and diploma courses are all found in traditionally acceptable occupational areas and involve the sex-typed or less segregated skills of art, craft, music, service, food and clothing preparation. This is also shown in Table 21.

Table 21

<table>
<thead>
<tr>
<th>Course</th>
<th>Subject Enrolments</th>
<th>Individual Enrolments</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Male</td>
<td>Female</td>
</tr>
<tr>
<td>Animal Care</td>
<td>48</td>
<td>209</td>
</tr>
<tr>
<td>Arts - Crafts</td>
<td>4</td>
<td>56</td>
</tr>
<tr>
<td>Automotive Parts and Sales</td>
<td>119</td>
<td>0</td>
</tr>
<tr>
<td>Cert. in Child Care Studies</td>
<td>20</td>
<td>727</td>
</tr>
<tr>
<td>&quot;   Clothing Production</td>
<td>15</td>
<td>195</td>
</tr>
<tr>
<td>&quot;   Music</td>
<td>87</td>
<td>139</td>
</tr>
<tr>
<td>Child Care Cert.</td>
<td>7</td>
<td>496</td>
</tr>
<tr>
<td>&quot;   &quot; (Advanced)</td>
<td>2</td>
<td>160</td>
</tr>
<tr>
<td>Craft Cert.</td>
<td>373</td>
<td>2605</td>
</tr>
<tr>
<td>&quot;   &quot; (Advanced)</td>
<td>7</td>
<td>178</td>
</tr>
<tr>
<td>Dental Hygienist Cert.</td>
<td>0</td>
<td>20</td>
</tr>
<tr>
<td>Digital Equipment Servicing</td>
<td>61</td>
<td>0</td>
</tr>
<tr>
<td>Dressmaking Cert.</td>
<td>0</td>
<td>13</td>
</tr>
<tr>
<td>Food and Beverage Cert.</td>
<td>40</td>
<td>110</td>
</tr>
<tr>
<td>Forestry Technology Cert.</td>
<td>18</td>
<td>0</td>
</tr>
<tr>
<td>Garment Design and Cons. Cert.</td>
<td>14</td>
<td>327</td>
</tr>
<tr>
<td>&quot;   &quot; (Advanced)</td>
<td>3</td>
<td>42</td>
</tr>
<tr>
<td>Horticultural Cert.</td>
<td>439</td>
<td>160</td>
</tr>
<tr>
<td>&quot;   &quot; (Advanced)</td>
<td>202</td>
<td>87</td>
</tr>
<tr>
<td>Meat Inspection</td>
<td>246</td>
<td>7</td>
</tr>
<tr>
<td>Pest Control</td>
<td>56</td>
<td>0</td>
</tr>
</tbody>
</table>
Table 21 Cont.

<table>
<thead>
<tr>
<th>Course</th>
<th>Subject Enrolments</th>
<th>Individual Enrolments</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Male</td>
<td>Female</td>
</tr>
<tr>
<td>Police Studies</td>
<td>1,161</td>
<td>25</td>
</tr>
<tr>
<td>Public Relations</td>
<td>61</td>
<td>52</td>
</tr>
<tr>
<td>Radio Servicing</td>
<td>471</td>
<td>4</td>
</tr>
<tr>
<td>&quot; and T.V. Servicing</td>
<td>387</td>
<td>3</td>
</tr>
<tr>
<td>Reprographic Technology</td>
<td>31</td>
<td>8</td>
</tr>
<tr>
<td>Rural Studies</td>
<td>986</td>
<td>223</td>
</tr>
<tr>
<td>Stock and Station Agents</td>
<td>97</td>
<td>2</td>
</tr>
<tr>
<td>Theatre Technicians</td>
<td>3</td>
<td>21</td>
</tr>
<tr>
<td>Timber Technology</td>
<td>132</td>
<td>0</td>
</tr>
<tr>
<td>Weed Control</td>
<td>92</td>
<td>7</td>
</tr>
<tr>
<td>Wool</td>
<td>1,441</td>
<td>16</td>
</tr>
<tr>
<td>Woolclassing</td>
<td>125</td>
<td>2</td>
</tr>
<tr>
<td>Writing for the Media</td>
<td>15</td>
<td>75</td>
</tr>
</tbody>
</table>

3.18 Female/Male ratio in Engineering Course Enrolments. A small minority of individual enrolments in this area are females. This is shown by Table 22.
Table 22
FEMALE/MALE RATIOS IN ENGINEERING TECHNICIAN COURSE ENROLMENTS 1975-1976

<table>
<thead>
<tr>
<th>Certificate Course</th>
<th>1975</th>
<th>1976</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Male</td>
<td>Female</td>
</tr>
<tr>
<td>Architectural Technician</td>
<td>203</td>
<td>19</td>
</tr>
<tr>
<td>Automotive</td>
<td>80</td>
<td></td>
</tr>
<tr>
<td>Building Technician</td>
<td>197</td>
<td>17</td>
</tr>
<tr>
<td>Certificate in Photography</td>
<td>78</td>
<td>17</td>
</tr>
<tr>
<td>Certificate in Surveying</td>
<td>256</td>
<td>13</td>
</tr>
<tr>
<td>Electrical Technician</td>
<td>208</td>
<td></td>
</tr>
<tr>
<td>Electronic Technician</td>
<td>445</td>
<td></td>
</tr>
<tr>
<td>Mechanical and Production Technician</td>
<td>592</td>
<td></td>
</tr>
<tr>
<td>Shipbuilding Technician</td>
<td>4</td>
<td></td>
</tr>
<tr>
<td>TOTAL</td>
<td>2 063</td>
<td>49</td>
</tr>
</tbody>
</table>

3.19 Female/Male ratio in post-trade certificate courses based on individual enrolments. The exclusively male or male-dominated trade areas are reflected in these courses. This is shown in Table 23.
<table>
<thead>
<tr>
<th>Course</th>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>Auto Electricians</td>
<td>12</td>
<td></td>
</tr>
<tr>
<td>&quot; Mechanics</td>
<td>944</td>
<td></td>
</tr>
<tr>
<td>Building</td>
<td>563</td>
<td>4</td>
</tr>
<tr>
<td>Electrical Fitters</td>
<td>290</td>
<td></td>
</tr>
<tr>
<td>Electrical Mechanics</td>
<td>58</td>
<td></td>
</tr>
<tr>
<td>Electronics</td>
<td>13</td>
<td></td>
</tr>
<tr>
<td>Furnishing</td>
<td>228</td>
<td></td>
</tr>
<tr>
<td>Image Preparation</td>
<td>16</td>
<td></td>
</tr>
<tr>
<td>Instrument Mechanics</td>
<td>7</td>
<td></td>
</tr>
<tr>
<td>Letter Assembly</td>
<td>22</td>
<td></td>
</tr>
<tr>
<td>Mechanical</td>
<td>130</td>
<td></td>
</tr>
<tr>
<td>Metal Fabrication</td>
<td>296</td>
<td></td>
</tr>
<tr>
<td>Motor Body Drawing</td>
<td>31</td>
<td></td>
</tr>
<tr>
<td>Motor Painters and Liners</td>
<td>102</td>
<td></td>
</tr>
<tr>
<td>Motor Trimming</td>
<td>18</td>
<td></td>
</tr>
<tr>
<td>Painting Decorating &amp; Signwriting</td>
<td>117</td>
<td>2</td>
</tr>
<tr>
<td>Panel Beating</td>
<td>55</td>
<td></td>
</tr>
<tr>
<td>Plumbing</td>
<td>101</td>
<td></td>
</tr>
<tr>
<td>Printing Presswork (Letterpress)</td>
<td>19</td>
<td></td>
</tr>
<tr>
<td>Printing Presswork (Lithographic)</td>
<td>18</td>
<td></td>
</tr>
<tr>
<td>Refrigeration &amp; Air Conditioning Mech.</td>
<td>76</td>
<td></td>
</tr>
<tr>
<td>Sheetmetal Working</td>
<td>24</td>
<td></td>
</tr>
<tr>
<td>Toolroom &amp; Production</td>
<td>30</td>
<td></td>
</tr>
<tr>
<td>Tractor Mechanics</td>
<td>24</td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>3 194</td>
<td>6</td>
</tr>
</tbody>
</table>
The apprenticeship training area is outlined in detail over the 1971-76 period in Table 24, because it is recognized as a particularly sex-typed training area. This data from the South Australian Apprenticeship Commission reveals the lack of progress in: one, presenting secondary school girls with the full range of occupational opportunities and encouraging their participation; and two, the failure of trade unions and employers to actively involve women in their occupational areas.

Although the number of apprenticeships offered has dropped in the last two years, one might expect a growing proportion of apprenticeships to be offered to school leaver women, given their level of unemployment.

Table 24

<table>
<thead>
<tr>
<th>FEMALE/MALE RATIOS IN APPRENTICESHIP TRAINING (10) 1971-1976</th>
</tr>
</thead>
<tbody>
<tr>
<td>FEMALE</td>
</tr>
<tr>
<td>---------</td>
</tr>
<tr>
<td>Indentures completed as at 31/12/71 (TERM EXPIRED)</td>
</tr>
<tr>
<td>Clothing</td>
</tr>
<tr>
<td>Hairdressing</td>
</tr>
<tr>
<td>All Other Trades</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>Indentures completed as at 31/12/72 (TERM EXPIRED)</td>
</tr>
<tr>
<td>Clothing</td>
</tr>
<tr>
<td>Cooking and Food Trades</td>
</tr>
<tr>
<td>Hairdressing</td>
</tr>
<tr>
<td>All Other Trades</td>
</tr>
<tr>
<td></td>
</tr>
</tbody>
</table>
Table 24 Cont.

<table>
<thead>
<tr>
<th></th>
<th>FEMALE</th>
<th>MALE</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Indentures completed as at 31/12/73</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(TERM EXPIRED)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Clothing</td>
<td></td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>Food and Cooking</td>
<td>1</td>
<td>120</td>
<td>120</td>
</tr>
<tr>
<td>Hairdressing</td>
<td>186</td>
<td>32</td>
<td>218</td>
</tr>
<tr>
<td>All Other Trades</td>
<td>-</td>
<td>1889</td>
<td>1889</td>
</tr>
<tr>
<td></td>
<td>187</td>
<td>2043</td>
<td>2229</td>
</tr>
<tr>
<td><strong>Indentures completed as at 31/12/74</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(TERM EXPIRED)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Clothing</td>
<td>1</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Food and Cooking</td>
<td>2</td>
<td>155</td>
<td>157</td>
</tr>
<tr>
<td>Hairdressing</td>
<td>216</td>
<td>38</td>
<td>254</td>
</tr>
<tr>
<td>All Other Trades</td>
<td>-</td>
<td>2064</td>
<td>2064</td>
</tr>
<tr>
<td></td>
<td>219</td>
<td>2258</td>
<td>2477</td>
</tr>
<tr>
<td><strong>Indentures completed as at 31/12/75</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(TERM EXPIRED)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Clothing</td>
<td>1</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Hairdressing</td>
<td>357</td>
<td>58</td>
<td>415</td>
</tr>
<tr>
<td>Metal Trades</td>
<td>1</td>
<td>1484</td>
<td>1485</td>
</tr>
<tr>
<td>Building Trades</td>
<td>1</td>
<td>480</td>
<td>481</td>
</tr>
<tr>
<td>All Other Trades</td>
<td>-</td>
<td>1080</td>
<td>1080</td>
</tr>
<tr>
<td></td>
<td>360</td>
<td>3103</td>
<td>3463</td>
</tr>
</tbody>
</table>
Table 24 Cont.

<table>
<thead>
<tr>
<th>FEMALE</th>
<th>MALE</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Indentures completed as at 31/12/76</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(TERM EXPIRED)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Clothing</td>
<td>1</td>
<td>-</td>
</tr>
<tr>
<td>Food and Cooking</td>
<td>3</td>
<td>139</td>
</tr>
<tr>
<td>Hairdressing</td>
<td>215</td>
<td>20</td>
</tr>
<tr>
<td>Building</td>
<td>2</td>
<td>329</td>
</tr>
<tr>
<td>Metal Trades</td>
<td>4</td>
<td>922</td>
</tr>
<tr>
<td>All Other Trades</td>
<td>-</td>
<td>683</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>225</td>
<td>2093</td>
</tr>
</tbody>
</table>

3.21 To summarize the situation of women students in the Department of Further Education, it is interesting to see the female/male ratio by stream, on the basis of subject enrolments. This is shown in Table 25.

Table 25

FEMALE/MALE ENROLMENTS BY STREAM D.F.E. 1975/76

<table>
<thead>
<tr>
<th>TAFE Stream</th>
<th>1975</th>
<th>1976</th>
<th>Comparison 75/76 Totals</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Male</td>
<td>Female</td>
<td>Male</td>
</tr>
<tr>
<td>Degree &amp; Diploma</td>
<td>470</td>
<td>115</td>
<td>1 968</td>
</tr>
<tr>
<td>Certificate</td>
<td>28 037</td>
<td>8 048</td>
<td>34 038</td>
</tr>
<tr>
<td>Basic Trade</td>
<td>22 250</td>
<td>2 122</td>
<td>22 583</td>
</tr>
<tr>
<td>All Other Skilled Trade</td>
<td>9 210</td>
<td>8 354</td>
<td>14 971</td>
</tr>
<tr>
<td>&amp; Vocational</td>
<td>9 170</td>
<td>9 058</td>
<td>10 175</td>
</tr>
<tr>
<td>General Education</td>
<td>9 517</td>
<td>27 232</td>
<td>12 998</td>
</tr>
<tr>
<td>General Interest &amp; Enrichment</td>
<td>9 517</td>
<td>27 232</td>
<td>12 998</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>78 654</td>
<td>54 929</td>
<td>96 733</td>
</tr>
</tbody>
</table>
The preceding tables give a clear picture of the location of women students, who form approximately half the enrolments in the Department of Further Education courses. The picture indicates that the problem expressed in the T.A.F.E. report of 1974 is still of equivalent urgency in 1977 in South Australia:

"There is a wide scope for women of all ages to gain formal qualifications in both the technological and non-technological fields...and enhance their occupational standing... Special attention should be given to the facilities in technical colleges for married/re-entry women to gain formal vocational qualifications." (11) The Department of Further Education is succeeding in attracting women to its courses, as evidenced by the total enrolment figures. It is, however, not succeeding in involving women across the range of T.A.F.E.C. streams.

Women's current disadvantages as workers, e.g. comparatively lower educational and training levels than men, occupational segregation in areas of low pay and low status, remain. It is to the removal of such disadvantages that the Department must now look.

**SUMMARY**

1. T.A.F.E. teaching has traditionally been an area staffed and administered by men.

2. Given the female/male staff ratio in D.F.E. women are greatly under-represented in areas of high pay, high status and high responsibility.

3. There is a severe female/male imbalance in staffing in country areas, if staffing structures of individual colleges are examined.
4. When female and male professional staff are compared by level and type of qualification, marked differences emerge. Further research is necessary if comparisons on the basis of work experience are to be made.

5. Over a third of the women students enrolled in D.F.E. are located in the enrichment course area.

6. Women students are scarce or non-existent in many of the business and trade training areas.

7. Where women are training in D.F.E. they are mainly located in traditionally "female" occupational areas.

8. The need to involve women in a wider range of training courses should be of top priority if T.A.F.E. and D.F.E. policy is to be implemented, and women's potential in the workforce realized.
REFERENCES

(1) Department of Further Education Submission to the Committee of Enquiry into Post-Secondary Education 1977 Part 2 Section B (pp. 8-13).


(4) ibid.


(6) Management Services D.F.E. op. cit.


(9) Adult Literacy Project Report. Department of Further Education South Australia 1976/77.


CHAPTER 4: "BREAKING DOWN THE BARRIERS TO ACCESS"

INTRODUCTION

4.1 This section will be largely descriptive, but it is helpful by way of introduction to discuss several of the issues involved in "breaking down the barriers". As we saw in Chapter 2 "change" is an immensely complex process and Australia is a technologically but not emotionally, adaptive society (1). Change is encouraged but often without sufficient attention being given to the necessity of changing norms and behaviour if adaption is to be complete.

4.2 Leaving aside the external factors which are involved in access to educational institutions; which will be examined in detail later in this report, let us consider the institution itself. The college is a living organization and as such its responses to changes induced from within or outside are not completely predictable. In terms of Department of Further Education policy the college is viewed partially at least as an institution through which further education is taken out into the community (2).

4.3 Part of its function is to provide conditions in which previously uninterested and/or disadvantaged people will be encouraged to use the services of Further Education for educational/vocational or enrichment purposes. If the society of which the college is a part, is conservative, authoritarian, with entrenched traditional values, it follows that the college may reflect this state of being.

4.4 Innovative, flexible educational institutions operate only in similar social contexts. In a case study on educational change Brickell reported, "Most changes involved an alteration in subject content (ordinarily different information and more of it) or in the grouping of pupils (most commonly class size reduced or varied). Few programmes embodied changes in the kind of people employed, in the way they were organized to work with students, in the nature of the instructional materials they used, or in the times and places at which they taught. The programmes which did embody such changes often
touched the work of only two or three teachers". These characteristics of change are clearly discernible in D.F.E. and the other educational institutions in South Australia. This does not imply any sort of value judgement, it is simply to be expected given the structure and relative stability of our society. In considering the implications of open access for women, their equal opportunity and participation in all facets of Further Education the key is "commitment". Given the commitment by staff who have the authority to implement this policy, given high priority as an objective in research, planning, appropriate staff training and development, achievement is possible.

4.5 Because the consideration of women as students in other than enrichment, academic and several "traditional" training areas is recent, the most commonly encountered response to the concept is rejection. With reference to this it may be interesting to look at the problem in terms of the framework for the identification of rejection responses devised by Eicholz and Rodgers (4). This is presented in table 26, adapted for the purposes of this topic.
<table>
<thead>
<tr>
<th>Form of rejection</th>
<th>Cause of rejection</th>
<th>State of subject</th>
<th>Anticipated rejection responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Ignorance</td>
<td>Lack of dissemination</td>
<td>Uninformed</td>
<td>&quot;The information is not easily available&quot;</td>
</tr>
<tr>
<td>2. Suspended judgement</td>
<td>Data not logically compelling</td>
<td>Doubtful</td>
<td>&quot;I want to see if the conclusions of this research, are really accurate&quot;.</td>
</tr>
<tr>
<td>3. Situational</td>
<td>Data not materially compelling</td>
<td>1. Comparing. 2. Defensive 3. Deprived</td>
<td>&quot;Other groups (migrants/aborigines etc.) are just as badly off.&quot; &quot;The authorities will not endorse it&quot;. &quot;Those programmes/courses/facilities cost too much in time and money.&quot;</td>
</tr>
<tr>
<td>4. Personal</td>
<td>Data not psychologically compelling</td>
<td>1. Anxious 2. Guilty 3. Alienated or estranged</td>
<td>&quot;I don't think our staff can handle those programmes/courses/situations&quot;. &quot;I know we should make an effort but we don't have time&quot;. &quot;Why are you pushing this, the women don't want it or need it&quot;.</td>
</tr>
<tr>
<td>5. Experimental</td>
<td>Present or past trials</td>
<td>Convinced</td>
<td>&quot;We tried that once, it was a flop&quot;.</td>
</tr>
</tbody>
</table>
4.6 If a new idea or emphasis is introduced to an educational institution and is perceived by the policy-makers as justifying adoption and implementation i.e. a new subject, teaching approach, group of students; it has been given impetus. That impetus will be short-lived and adoption unsatisfactory if the colleges have not the capacity to implement the change. Organizational health which includes a capacity to receive evaluate and adopt new ideas, emphases and policy is a necessity if change is to retain that initial momentum.

4.7 M. Miles has given us ten dimensions of organizational health (5), briefly they are as follows:

(i) **Clarity and acceptance of goals** - in a healthy organization members are reasonably clear about goals and their acceptability.

(ii) **Adequacy of communication** - distortion free communication vertically, horizontally and across the boundary of the system to and from the surrounding environment.

(iii) **Optimal power equalization** - subordinates can influence upwards and can perceive that their superiors do the same with their superiors. Units stand in an interdependent relationship to one another.

(iv) **Resource utilization** - People are working to their potential and have a sense of learning and developing while in the process of making their contribution to the organization.

(v) **Cohesiveness** - The organization knows "who it is", its members feel attracted to membership. They want to stay with the organization, be influenced by it and have an influence upon it.
(vi) **Morale** - Colleges with qualities of trust and openness - as measured by the interpersonal relations and norms perceived to exist in the system by college personnel - tend to create a psychological climate favouring change and innovation.

(vii) **Innovativeness** - College systems with innovative characteristics devote time, space and money for personal career and organizational development programmes; to set up change generating and experimental units with a research and development function; to provide rewards for innovators; to install "environmental scanning" mechanisms whereby new developments in neighbouring colleges, in community agencies and in ministerial policy are applied to the school itself.

(viii) **Autonomy** - A healthy organization is independent from the environment in the sense that it does not respond passively to demands from without, nor destructively or rebelliously to perceived demands.

(ix) **Adaption** - The idea is, that of being in realistic effective contact with the organization's surroundings. Its ability to bring about corrective change should be faster than the change cycle in the community.

(x) **Problem-solving adequacy** - "The issue is not the presence or absence of problems, but the manner in which the organization copes with problems ... in an effective system, problems are solved with minimal energy; they stay solved; and the problem-solving mechanisms used are not weakened, but maintained or strengthened" (6). Conflicts are treated as an indicator that changes are needed.
It would be difficult if not impossible, to identify an organization which meets all of these criteria, yet they are a useful yardstick by which to measure organizational health.

4.8 If an educational organization, as represented by a college, does not possess an acceptable level of organizational health, is resistant to change, and isolated from its community; or merely continues to meet the traditional and limited educational demands, it is not fulfilling its function effectively. In such a community "difficult" needs, however justifiable, may be ignored, patronized, or private organizations and/or groups may attempt to respond to the need.

4.9 There is considerable weight to the argument that small flexible, autonomous groups may have far more success than bureaucracies in sensitively responding to new/minority needs. Many of the most successful programmes designed to equalize opportunities for women and provide the chance for entry and training in "pioneering" fields have been run by private/community groups. There appears to be a strong need to clarify departmental policy in this area on the following bases:

a. - recognition of developed skills and programmes possessed by non-government agencies in South Australia.

b. - awareness of such skills and programmes when development of D.F.E. curriculum occurs, in order to reduce duplication.

c. - a policy of co-operation, information and ideas sharing with non-government agencies an interest/involvement in further education whether in academic, vocational or enrichment areas.

d. - guidelines as to support (financial, facilities, personnel) for non-government agencies performing relevant educative functions.
4.10 It is easily forgotten or overlooked by educators in large government departments, that small private organizations/groups can have valuable expertise and commitment to the same goals and that their skills should be acknowledged and their autonomy respected. Conversely, the staff member or volunteer in a private organization in the process of meeting an educative need is often overwhelmed with the size, the financial and human resources of a government department. They may see the government department as unaware of their dedication, experience and achievement, or even as intent upon taking over the function which they have been and are performing capably.

PROGRAMMES

4.11 The following programme examples have been selected on the basis of their success and their relevance to the South Australian situation.

They can be broadly categorized under these headings:

- Educational - qualification or non-qualification oriented.
- Vocational - training, retraining, inservice.
- General - including bridging programmes.

Each example will be described with reference to its name, location, aims, organization, comments, and a contact for further information. From paragraphs 4.26 to 4.39 the South Australian situation is briefly reviewed.
Educational - qualification and non-qualification oriented.

4.12 **Name:** Nunawading North Neighbourhood Centre  
**Location:** Nunawading, Melbourne, Victoria.  
**Aims:** The house is one of over 30 similar structures which have been established in the Melbourne suburbs. These houses are an alternative to formal education systems and institutions; initial vision and energy for their establishment is owed to Gwen Wesson of La Trobe University. As a newsletter explains, this house "is about communication, community, sharing and caring. Its about building a community for all ages and all people". The emphasis is upon providing a sensitive and flexible community service which meets the needs of people in the area, particularly isolated women at home.

4.13 **Organization**  
The house is a converted manse, a comfortable old wooden building near a shopping centre. Women attending classes can leave their child (children) in the creche at the house for a $1 a session fee. Two paid staff members coordinate the varied activities of the centre, and the considerable voluntary teaching efforts which occur there. Classes in formal subjects (i.e. Higher School Certificate, English, Australian History, Politics) are run in addition to a wide range of non-qualification subjects (i.e. Genetics, Prejudice, French, German, Maths, World Events) and enrichment courses. Funding is very limited, small fees for classes and some support from the community, local council, church and government sources, enables the Centre to maintain its services.

4.14 **Comments**  
This learning situation embodies the principal of open access, and allows opportunity for women to overcome problems of isolation, lack of child care facilities, alienating surroundings, and low self-esteem.
Contact: Nunawading North Neighbourhood Centre,
25 Mountain View Road,
Nunawading, Victoria (Phone (03) 878 7631).

Vocational - training, retraining, inservice.

4.15 Name: "Better jobs for Women"
Location: Denver, Colorado, U.S.A.
Aims: To open and extend opportunities in "blue-collar occupations", to women. Places in the B.J.W. scheme are reserved for women who are looking for full-time, permanent employment in a skilled trade field. (7) The programme organizers are specifically interested in women who are "under-employed" (women who have accepted jobs far below their potential) and women who are currently unemployed or are otherwise economically disadvantaged. The prime focus for recruitment are minority women and female heads of households.

4.16 Organization:
The outreach programme is organized by the Denver Y.W.C.A. and was developed at the regional office of the Bureau of Apprenticeship and Training. It has been in operation since 1971 and at July 1976 had trained and placed over 350 women into different skilled trade occupations. The programme follows these steps:

a. Orientation meeting - an introduction for the applicant to work conditions, requirements, and some of the problems encountered by women in non-traditional jobs.

b. Work with a job specialist who explores the specific situation involved in her occupational choice.
c. Tutoring (if required) for trade entrance exams, aptitude tests, preparation for and interviews.

d. Placement and follow-up. The B.J.W. programme organizes bona fide placements of women into the trades by co-operation with employers, unions, contractors and Joint Apprenticeship Committees. The programme places women into four main occupational categories ....

- the building trades - carpentry, bricklaying, plumbing, painting.
- mechanical/technical - repair of office equipment, installation and repair of telephones, maintenance work.
- industrial - warehouse work, machine operation foundry work, welding.
- driving - operation of all kinds of heavy equipment; cranes, hoists, loaders, semi's and smaller trucks.

Funding is by Department of Labour on a yearly contract.

4.17 Comments

The situation of women in the U.S. labour force is similar to that of women in Australia. In the U.S. women constitute 40% of all workers, but hold only 5% of the skilled jobs and are concentrated in low-paying dead end jobs. The U.S. Department of Labour in a paper entitled "Steps to Opening the Skilled Trades to Women", (8) pointed out that in a war situation women proved themselves capable of working in the skilled trades area (i.e. ship fitters, welders, machine operators.) It is noted that during the years 1942-1944 some 6.7 million women entered the U.S. labour force and of these 2.9 million were first time entrants in the occupational category of "craftsmen, foremen, operatives and non-farm labourers" (U.S. Bureau of Census figures).

4.18 There should be no need for women to prove their capabilities in any of the skilled trade areas in South Australia, and if "equal opportunities" policy is to become reality, positive action is needed by
schools career guidance officers, trade training institutions, employers, unions and the Apprenticeship Commission.

**Contact:** "Better Jobs for Women"
1545 Tremont Place,
Denver, Colorado 80202
303 - 893 - 3534.

**4.19 Name:** NZ Vocational Trade Training Council special pilot course - female apprenticeships in Radio and T.V. Service Persons Certificate.

**Location:** Auckland Technical Institute NZ

**Aims:** To improve the current imbalance in the NZ apprenticeship situation (i.e. in NZ in the year up to March 1975 33.5% of the male school leavers entered apprenticeships, in the same period less than 2% of female school leavers had entered apprenticeships. Of the female apprenticeships a majority were and are, in the hairdressing trade). To provide more opportunities for female school leavers and some role-models for young women attempting to enter a previously "male" trade field.(9)

**4.20 Organization:**
Initial impetus for this programme came from a recommendation for a women-in-trades pilot scheme, passed by the Conference on Education and Equality of the Sexes in 1975. The Vocational Training Councils, Women's Advisory Committee led by Ms. J. Lynch, designed the programme which drew on the Maori Pre-Apprenticeship trade scheme and courses run at Technical Institutes. Cooperation was sought and gained from the Electrician's Registration Board, the Apprenticeship Committee on Radio and T.V. Servicing, The Trades Certification Board, the Technical Directorate (Department of Education), Electrical Workers' Union, and a large number of employers in the Auckland area.
4.21 **Comments**

This programme is in its early stages as the female students have begun their apprenticeships only this year. It does have considerable relevance to the South Australian situation, and would be worth monitoring for the duration of the programme.

**Contact:** Vocational Training Council,
P.O. Box 11 - 361,
Wellington,
New Zealand.

**General** - including bridging programmes

4.22 **Name:** Women's Programmes

**Location:** Whitehorse, Footscray and Moorabin Technical Colleges, Melbourne Victoria.

**Aims:** To provide:

i. Information and counselling about returning to learning and options which may be open to women - particularly in the Technical and Further Education area.

ii. Information and basic skills for seeking employment.

iii. An environment which participants can model to their own needs in order to assist confidence building and to meet i. and ii. above (10).

4.23 **Organization:**

The programmes are coordinated by a seconded teacher (from the Education Department) and drawn upon existing resources as far as possible, i.e. the Box Hill Community Centre and volunteers.

The programmes run for eight weeks and the majority of participants have taken the initiative to gain further education to acquire or renew skills in the T.A.F.E. area or to obtain employment. The demand
for these courses far exceeds the existing resources and the Co-ordinator sees a need to establish a
formal structure with appropriate autonomy and funding to effectively overcome barriers to access in
T.A.F.E. for women in Victoria. Such a structure would:

cordinate and document new programmes and structures developed in colleges;
provide short term and long term evaluation of women’s programmes;
raise the awareness of women’s needs, in colleges;
advise colleges on staffing profiles;
advise secondary schools about curriculum and careers guidance for females among other functions.

4.24 Comments:
These programmes, although lightly funded ($11,000 for this financial year) are providing a limited
but coherent approach to the needs of women, via the Technical Division of the Victorian Department of
Education. Like the previous programme example, they have direct relevance to the South Australian
situation.

Contact:
Ms. A. McCallum
Whitehorse Technical College, Melbourne, Victoria.

Note:
The above programmes are an indication of the work being done to reduce the educational and vocational
disadvantages of women, the selection is a personal one, and not intended to be representative.

4.25 The South Australian situation:
i. Non-government programmes principally or exclusively designed for women.
The Y.W.C.A.: This organization has traditionally played a major role in providing services and opportunities for women. In Adelaide it continues to do so, the following Y.W.C.A. activities give an idea of its scope.

**Y-Women's Clubs** are open to all women, and activities ranging from discussion on social issues to keep-fit programmes are self-directed by group members.

**Lifeskills for Women** a 10 session programme designed to help women realise their potential as human beings and to utilize the resources and support of other women.

**Assertiveness Training** This course is designed to help women improve their self-confidence, independence and decision-making skills. The Y.W.C.A. also deals with women's health education, community projects and many other areas of relevance to women.

**Contact:** Y.W.C.A.
16 Pennington Terrace, North Adelaide, 5006.

The W.E.A.

**Women's Bodies - Women's Health** - a 12 week course run in conjunction with the Women's Community Health Centre in Hindmarsh. The course is free and creche facilities are available - topics include sexuality, pregnancy and birth, menopause, contraception, emotional health.

**Coping as a Working Housewife** - an 8 session course designed to help women "budget time and energy, understand family attitudes, changing life styles, self-help."

For men and women, courses such as "Preparing for Marriage", "About Children", "Job-Hunting Skills" are offered.
Contact: W.E.A. Office,
University of Adelaide Grounds,
North Terrace,
Adelaide.

4.28 Trade Union Training Authority
"Women Shop Stewards" course. A three day inservice course dealing with topics such as "The shop stewards job" "Problems at Work - Health, Discrimination" "Handling a Member's Grievance" Workmen's Compensation" "Meeting Procedure".

Contact: T.U.T.A.,
82 Gilbert Street,
Adelaide. 5000.

ii. Several of the Courses for Women provided by the Department of Further Education, South Australia.

4.29 Name: "Opportunities for Women" - Panorama Community College of Further Education
Aims: To help meet the needs of women who had been out of the workforce who are:
1. considering re-entering the workforce;
2. assuming a voluntary work role;
3. seeking study opportunities;
4. wishing to gain skills for self-employment.

4.30 Organization
Twelve sessions of three hours or similar periods are arranged. The organizer uses a variety of outside speakers to provide information and stimulate discussion and the growth of self-awareness and self-confidence is seen as an important facet of the course.
4.31 **Comments**

These courses have been and are very popular and a large measure of adaptability has been maintained in the organization. With a number of successful courses completed the organizer has found interesting changes in direction from herself and the participants occurring.

**Contact:** Ms. L. Hooper,
Panorama Community College of Further Education,
Goodwood Road,
Daw Park, 5041

4.32 In addition to the Opportunities for Women courses, Ms. Hooper and Ms. K. Madigan of Panorama Community College of Further Education have run short courses or "sessions" for women at the Women's Emergency Shelter (Childers St. North Adelaide), Lutheran City Mission, Supporting Mothers Association, Migrant Education Centre, and at several primary schools in Goodwood. These courses have involved both skills (in areas of parenting and home management) and encouragement of personal development for women isolated by limited language, and/or family situations. Further details can be gained from either of the lecturers mentioned above.

4.33 **Name:** "Opportunities for Women" - Croydon Park College of Further Education

**Aims:** To help women gain confidence in their own abilities as persons, to examine their role in relation to home and family. To meet and communicate with other women to examine possibilities for further education, training, employment or voluntary work.

4.34 **Organization:**

Run over six weeks with two sessions per week. Visiting speakers are used to inform participants about such topics as "changing roles of women", "retraining and returning to study", "children", "support systems for women".
4.35 **Comment:**
Like the "Opportunities" courses at Panorama. These have been popular, adaptable and aimed at helping women help themselves.

**Contact:**
Ms. P. Davey,
Croydon Park College of Further Education,
Goodall Avenue,
Croydon Park, 5008.

4.36 **Name:** "Women in Organizations Course" - Training & Development Branch, D.F.E.
**Aim:** The aim is to reach women at work and to provide them with a course which encourages their self-development as workers and people, and offers a support base for other women.
(This course arose out of a training and development situation which was marked by a very low participation rate of women - 10% or less overall).

A "segregated" course, with its opportunities for raising confidence and awareness among women is a necessary step in the process of equalizing opportunities. A discussion of this rationale is to be found in Chapter 5 of the report.

4.37 **Organization:**
Most of the courses have been geared to women in the Public Service. They run for three days at the Training and Development Branch, and the three lecturers responsible for the courses use a wide variety of resource people. The women attending are involved in a range of activities, and the design of each course is deliberately kept flexible so it can meet the needs of different people. Follow up meetings are also provided.
4.38 **Comments:**

Although these courses started with the tentative support of the department they have proven to be highly successful. Demand for the courses is increasing and their existence, has revealed the weakness of the open entry to courses approach. Most women workers do need encouragement, especially designed programmes, and role models, in order to participate in the training and development process. Until equality at work exists, merely opening courses to women or men, means maintenance of the status quo.

Contact: D.F.E. Training and Development Branch,
46 Greenhill Road,
Wayville,
Adelaide, 5034.

4.39 **SUMMARY** (With regard to D.F.E. programmes for women).

The progress towards equalizing opportunities for women in the Department of Further Education has been and is tentative and uncoordinated. The reasons for this appear to be:

1) a low level of recognition of the existence and/or extent of women's disadvantages in South Australia, by departmental staff.

2) insufficient endorsement of the policy guidelines laid down by the T.A.F.E. reports 1974 and onwards. The verbal and written endorsement has not been accompanied by placement of open access and equal opportunities for women as a departmental priority - with the appropriate financial and staffing allocations.

3) reliance on a few isolated staff members to try to meet women's needs in their localities with the proviso that their Principal is willing to provide endorsement.
4) use of this spontaneous activity as evidence that policy on open access and equal opportunities is in fact occurring.

5) the lack of a structure within the department designed to: identify and articulate the educational/training needs of South Australian women, encourage, initiate and evaluate programmes for women, formulate and implement a departmental policy on women in coordination with existing structures in other government departments. Recommendations relating to this are to be found in Chapter 6 of the report.
REFERENCES


(4) Eichholz, G., Rodger, E. In Miles, M. ed "Innovation in Education" 1964 (p.299-316).


(6) ibid. (pp.11-36).


CHAPTER 5: OVERVIEW AND CONCLUSIONS

INTRODUCTION

The conclusions presented here under the general headings: Women in Society, Women as Workers, Women and Education, The Role of D.F.E., do not arise solely out of material presented in the first four parts of this report. These conclusions aim to:

(a) draw out the most important points from the preceding part of the report;
(b) to amplify the situation of women workers, by reviewing relevant empirical and theoretical material.

The coverage does not presume to be definitive but does provide a broad, realistic foundation in which the recommendations are logically based.

"The very social visibility of the distinction between the sexes makes it a prime candidate for role prejudice which creates a huge reservoir of false knowledge, false education and false learning process. All are costly to society in exactly the same sense that an unknown and unutilized natural resource is costly in the sense of opportunity foregone. We can surprisingly enough, think of role prejudice as a large natural resource which can be mined by the development of true knowledge and better learning processes to the benefit of the whole society".


WOMEN IN SOCIETY

5.1.1 Australian society in contrast with other "industrial democracies".
5.1.2 The opinion that Australian women are in a more under-privileged position than women in comparable countries has emerged in the work of many writers.

5.1.3 Encel, MacKenzie and Tebbut, Mercer, Summers, and Dixson have been among the commentators outlining the origins and structure of female inequality in Australia. The very low historical status of women, (1) their low level of participation in politics, private management, and the public sector, (2) their financial dependence, (3) the higher rate of women admitted to psychiatric hospitals, and suffering from non-prescription drug abuse, (4) are recurring themes. It is important in the consideration of women from the viewpoint of further education that their position in society be understood.

5.1.4 Changes in the nature and extent of women's domestic roles are acknowledged within educational circles, but, positive responses to these changes are uncommon. J. Blackburn (5) comments on the outcome of this approach "in my view to confine action to reflecting change does little, if anything, to change the concentration of women workers in lower paid, less skilled occupations. Nor does it touch the majority of women who have had a poor basic education".

5.2.1 Leisure and Work — inappropriate concepts for Women?
In an interesting report on a survey conducted for the YWCA (6) R. Anderson explored the possibility that the concepts of leisure upon which government and private planning are based may be inappropriate for women, on the grounds that they do not recognise female life styles and aspirations. It is reasonable to suggest that any concept of leisure derived from the present concept of work will be of doubtful relevance to women. A. Oakley (7) identifies the general set of axioms which are responsible for the place of women in the areas of family and work.
"i. women belong in the family while men belong 'at work',
ii. therefore men work while women do not work,
iii. therefore housework is not a form of work."

Oakley goes on to outline the fictional nature of the dichotomy between family and work, and the reasons why housework lacks conceptualization as work.

5.2.2 Basic to the argument that current concepts of work are not entirely applicable to women are the following two factors: Firstly: that analysis and definition of work has usually been based upon the full-time male worker. Few writers have acknowledged this factor, which inevitably reduces the applicability of their concepts. One of the exceptions, S. Parker, writing in "The Future of Work and Leisure" (8) recognized the danger of presuming that definitions are all-encompassing.
Secondly: the life experience of women is different from the life experience of men, and work and leisure are perceived of and experienced differently. The socially endorsed concept of work in Australian society involves an economic aspect. It can be stated that "in market oriented economies few activities are esteemed unless they are validated by the sort of transaction which establishes a seller's merit by a buyer's eagerness to surrender cash for the service or product which is offered", (9). As a marked proportion of most women's lives are involved with the sort of "work" that is not "validated" in this way, the accepted concepts of work are hardly compatible with their experience.

5.3 Families and Sex-Role Stereotyping
Although the child bearing and child rearing role of Australian women has been changing and most women now spend a far smaller proportion of their lives involved with this activity than did their mothers or grandmothers, socialization is not in step. Gradually social attitudes to women and employment are altering, but it appears that most parents are still, unintentionally or otherwise, channelling girls and boys along traditional, restrictive paths. The responsibility for socialization in the early years is still seen as resting primarily with the mother. When this responsibility is
associated with what has been described as the "impoverished self-concept of Australian women" (10), it is not surprising that secondary school girls are found to exhibit the stereotypic characteristics of "dependence, inferiority and self doubt" (11). Furthermore, there is a large body of research which indicates that stereotypically "masculine" traits are more often perceived of as socially desirable than "feminine" traits, and that with regard to clinical judgements of mental health a double standard may exist (12). It is not appropriate to extend these comments in this report, they are mentioned because the harmful effects of sex-role stereotyping are being increasingly acknowledged and educators can ill-afford to remain ignorant of or aloof from, such research.

5.4 The Importance of Role-Models
If we believe that it is important for individual and societal reasons that the oppression of sex role stereotyping be broken down and that people should have the opportunity to participate in all work activities, paid or voluntary, we must acknowledge the importance of female role models. Occupational segregation of women has arisen out of complex historical factors and is expressed in a role system which has given men a more highly valued set of roles than women. (Note: highly valued insofar as they have given men almost exclusive access to the range of resources available within society). Because males have controlled economic, educational, occupational, legal, and social resources, they have identified with and sought help from other men. Men commonly derive satisfaction for their intellectual, political, economic, occupational, social power and status needs from other men. There is no value judgement being made here, but there is an important consideration arising out of this traditionally male control of resources and the accompanying role systems. If women are to move from a secondary status to a position where they share control of economic, educational, occupational, legal and social resources, they must be able to identify with and seek help from other women. At present in every important occupational area women are unrepresented or under-represented. As stated in the Schools Commission report of 1975, "at least in the short run there are good grounds for taking special steps to improve the view girls have of themselves as people able to make significant choices, and as people able to occupy any position. There are also good
grounds for acting directly and urgently on the social realities themselves by taking extraordinary steps to promote women to positions of responsibility for assisting them in special ways to gain the qualifications and confidence to fill those positions, and for exposing and ending remaining discriminations against them" (13).

5.5 Feminism in Australia
"Feminism can be viewed as a perspective rather than a set of prescriptive values. A feminist perspective consists of keeping in the forefront of one's mind the lifestyles, activities and interests of more than half of humanity - women. Many different arguments or blueprints for a sexually egalitarian society can be and have been constructed on this basis" (14). This is one way to approach feminism and it is important to stress that the concept of feminism has been, and is, capable of varied interpretation. Feminism has clarified the fact that being a woman has meant having a particular kind of social and historical experience. Feminism is returning women's history to them, and encouraging women to value their sex and their female identity. The impact of contemporary feminism in Australia is difficult to estimate. Because the feminist perspective involves a group in our society which cuts across class systems and ethnic groupings and renounces many widely held norms and values, it is subject to considerable hostility and misinterpretation. The tangible achievements of the 1970's have included the setting up of Women's Health Centres, Rape Crisis Centres, Emergency Shelters, Sex Discrimination Boards, Women's Advisory Units, political activism in the fields of social legislation, and pressure group activity in areas concerning migrants, aboriginals and low income groups. Much of the reaction to demands from feminist groups in Australia has seemed out of proportion to those demands. "Equal pay, child care, equal educational training, employment and promotion opportunities and legal equality are not in themselves revolutionary demands. They are not political acts which will inevitably lead to the restructuring of our society: they will merely help women gain a bigger slice of the existing economic resources" (15).
5.6 Women in Society - the future?

In an article reviewing the Borrie Report, C. Selby-Smith noted the changing status and role of women, especially with reference to the family and the labour force. Among points relevant to this topic are the following:

* "in the last thirty years the proportion of women marrying has greatly increased, thus employment of married women would have increased even without any change in the stock of available jobs.

* there is an increasing stock of jobs considered suitable for female employment; skills are replacing manual labour, clerical and service occupations have expanded more rapidly than the traditionally male dominated sectors.

* the Borrie Report anticipates a continuing increase in the labour force participation of married women, particularly in the young (aged 20-24) married women.

* without immigration the greatest potential for increase in the labour force appears to be from females, at least in the short term.

* the change in the age composition of the Australian population (the aged dependency burden is expected to increase while the juvenile dependency burden is expected to decrease) will probably have wide-ranging implications both directly and indirectly, for females' aspirations and achievements in education, their family preferences and life styles, and their labour force participation over the life cycle." (16)
WOMEN AS WORKERS

5.7 Concepts of Work
In the previous section some attention was given to the hypothesis that currently accepted concepts of work and leisure are of limited appropriateness to women. In an examination of Work and Society W. Neff (17) notes that the term "worker" is implicitly male, and points out that it is only recently that we "have conceived of work as a primary obligation for males but as a secondary activity for females". Neff sees the idea that work is principally a male responsibility as an accompaniment of the industrial revolution, and the belief today that work is incidental and temporary for women, as widespread but illusory. Coupled with the myth of work for women being incidental and temporary is the parallel problem of sexual divisions in the labour force. In Chapter 1 of this report the restriction of women to a small proportion of occupations, and the predominance of women in areas of low pay, low status and low responsibility was outlined. It would be naïve to expect equal opportunities legislation to change attitudes towards women as workers. One approach to the problem of women being stereotyped as workers has been found in a management training programme run in the United Kingdom (18). The programme starts with the questions:

(a) What are the career paths for women and how do they compare with those of men?
(b) What personal, organizational and management obstacles contribute to a limited range of opportunities and extent of development for women?
(c) What assumptions are embodied in the jobs typically open to women and those open to men?

Such questions are basic for consideration by any industry, organization or department which aims to fully equalise opportunities for women.

The sex-typing of occupations

5.8.1 "What most noticeably distinguishes "men's work" from "women's work" is first the difference in prestige, and second the difference in pay. This also applies when men and women are doing
substantially the same job. Jobs habitually performed by women are not only poorer paid than those usually chosen by men, but are also worth less in terms of social recognition" (19).

5.8.2 The sex typing of occupations is documented: the Australian labour market has two parts, a male labour market and a female labour market. (20)(21)(22) As M. Power (23) noted "neither the extent of sex segregation in the labour market nor its persistence is commonly recognized". In this paper these areas are explored: the extent and persistence of sex segregation in occupations during the period 1911-1971, the suggestion that female occupations are those which replicate women's household functions and/or household relationships, an explanation of sex segregation, and policy implications of the analysis.

5.8.3 The paper offers some interesting facts with regard to sex segregation in the labour force and the persistence of this characteristic. It is noted that for the whole of the period 1911-1971 the great majority of female workers were employed in occupations that were disproportionately female. This is shown in Table 27.
### Table 27

**WOMEN IN DISPROPORTIONATELY FEMALE OCCUPATIONS, AUSTRALIA 1911 - 1971**

<table>
<thead>
<tr>
<th>Year</th>
<th>Females as a Percentage of Total Labour Force</th>
<th>Disproportionately Female Occupations+</th>
<th>Percentage of Female Labour Force Expected in These Occupations</th>
<th>Percentage of Female Labour Force Observed in These Occupations</th>
</tr>
</thead>
<tbody>
<tr>
<td>1911</td>
<td>20</td>
<td>23</td>
<td>84</td>
<td>84</td>
</tr>
<tr>
<td>1921</td>
<td>20</td>
<td>26</td>
<td>83</td>
<td>83</td>
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<tr>
<td>1933</td>
<td>23</td>
<td>22</td>
<td>74</td>
<td>74</td>
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<tr>
<td>1947</td>
<td>22§</td>
<td>33</td>
<td>78</td>
<td>78</td>
</tr>
<tr>
<td>1961</td>
<td>25</td>
<td>33</td>
<td>80</td>
<td>80</td>
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<tr>
<td>1966</td>
<td>30¶</td>
<td>34</td>
<td>80</td>
<td>80</td>
</tr>
<tr>
<td>1971</td>
<td>32</td>
<td>39</td>
<td>82</td>
<td>82</td>
</tr>
</tbody>
</table>

* Because of frequent changes in census definitions, problems of identifying occupations and of making comparisons between occupations are substantial. In particular, it should be noted that, up to 1933, industry and occupation were not clearly distinguished. The 1933 Census systematically distinguished industry and occupation. But a different classification was introduced in 1947, another classification in 1961 and a revised classification was used in 1971. For each year we have used the most detailed census classification available, in an attempt to minimize this interpretative problem. Occupations were not tabulated at the Census of June 30, 1954.

† An occupation is considered "disproportionately female" when women form a higher proportion of the workers in the occupation than they do in the total labour force.

‡ This is the percentage of the female labour force that would have been observed in these occupations if their sex classification had been the same as the sex composition of the labour force as a whole.

§ This proportion is understated compared with earlier Censuses due to a changed definition of the workforce.

¶ This proportion is overstated compared with 1947 and 1961 Censuses due to a changed definition of the labour force.

5.8.4 Women's occupations are defined as occupations where at least half the workers are women. Feminine occupations are described as ones where the majority of workers are women and where in addition, there is the associated normative expectation that this is as it should be.

The sort of characteristics other than the sex of workers which identify occupations can be summarized as follows:

"Female" occupations
- usually require men to be in authority over women
- the nature of the work is frequently derivative of housework; i.e. associated with food, clothing, cleaning, caring for the young and sick.
- very small range of occupational choice; i.e. in 1971 more than 1/3 of women worked in just three occupations clerk, sales person, steno/typist, and over half of all women worked in only nine occupations.
- segregation of women into "female" occupations has not changed, at the beginning of this century women were segregated in domestic service and clothing factories; they are now segregated in sales and clerical jobs.
- where segregation diminishes in "female" occupations it is to the detriment of women, i.e. men are increasingly taking high status positions in nursing, social work, libraries.
- "female" occupational areas have been useful for the economy; the female workforce has been expanded and contracted in order to modify the effects of cyclical changes.
- when occupations become "feminized", i.e., have an increasing number and finally a preponderance of women, working conditions, pay and status of the occupation decline.
- the most "feminine" of occupations, secretarial and nursing work, are the least well paid female occupations, relative to male occupations with comparable training.
- pay is generally low and opportunities for on-the-job training and promotion limited.
5.8.5 "Male" occupations
- usually require men to be in authority over men.
- usually effectively unionized, with adequate pay and good working conditions.
- very wide range of occupations, i.e. in 1971, 1/3 of all male workers employed in 16 occupations and half the male labour force employed in 41 occupations.
- men often reluctant to work under the supervision of women or to cooperate with them as colleagues, and therefore, there is a high level of resistance to female penetration of "male" occupations.
- female entry into "male occupations" is tolerated only as long as the representation remains "token", i.e. up to 10%.

5.8.6 Power concludes her paper with a strategy for change, but notes that "the elimination of occupational segregation by sex is essential if women are to attain economic equality with men. But the task of integrating the labour market is a task of enormous proportions" (24).

Women and Unemployment
5.9.1 "It is recognized the C.E.S. statistics consistently underestimate the number of unemployed females" (25). It is also interesting to note, from the same source, that the age groups covering the 15-24 years showed the highest unemployment rate and that the female unemployment rate is higher than that of males, and for persons born overseas. It can also be suggested that the rate of underemployment is far higher for females than for males.

5.9.2 Reasons for the higher unemployment rate of women include: differences in female occupational distribution, the higher proportion of entrants and re-entrants among adult women, higher turnover rates, less on-the-job training leading to placement in "dead-end" jobs which have higher layoff and turnover rates, and a greater tendency to be affected by changes in a spouse's job location.
5.9.3 An increase in the rate of female unemployment is inevitable where the rate of female participation is rising and women are crowding into relatively few occupations.

5.9.4 There is a substantial unregistered group of unemployed females (26), consisting of women who are seeking part-time employment or who are deterred from registering with C.E.S. because of their lack of skills (the small proportion of women registered for unskilled manual jobs supports this), or because marriage renders them ineligible for the unemployment benefit.

"The lack of education and job training forces women into semi-skilled jobs which are the worst hit in times of high unemployment. At present the highest rate of unemployment for women is in clerical and administrative jobs, followed by semi-skilled and service occupations. Those are the areas where women have traditionally sought employment. They are characterized by low pay with few opportunities for promotion" (27).

5.9.5 The unemployment situation of young women in South Australia seems difficult to improve. The Youth Work Unit in commenting on the findings of a special survey of unemployed young people found that:
- most unemployed young people wish to work and genuinely seek employment
- unemployment amongst junior females living in country areas is higher than for any other section of the population
- over 65% of unemployed female juniors are seeking clerical and sales work.
- young people tend to be staying at school longer and are entering the workforce at an older age, but around 50% of all unemployed youth have not attended school beyond Year 10 (28).

5.9.6 A report in the Melbourne Age early this year concluded that "the only area where there is still a demand for labour is in the technical field and women are almost entirely excluded from this area - partly because of the lengthy training period required, partly because some trade unions refuse to accept female apprentices - but mostly because the work is tough, dirty and unfeminine. Less than
9% of all technical students are female.... If parents and the education system continue to channel girls into occupations for which there is no demand, we shall be faced with the prospect of paying them unemployment benefits from the time they leave school until the time they marry." (29)

5.10.1 Women Workers and the Trade Unions
In the nineteenth century unionism did little to improve wages and conditions for the increasing number of women workers. Summers (30) writes of the Female Employer's Union being formed in Sydney in 1891 in response to the exploitation of their labour. Later in the text she amplifies the opinion that the trades unions did little to recognize or meet the needs of women in employment. Commentators have noted the slow progress towards recognition of women workers and their secondary status in the trade unions and the workforce generally. (31) (32) (33) (34).

5.10.2 Women questioned about not joining unions or not participating actively in unions frequently state that they feel unions are not genuinely interested in "women's" issues or women's working conditions (35).

5.10.3 During 1977 two of the issues of significance to women have been the acceptance of the Working Women's Charter by the A.C.T.U. (see Appendix B for a copy of the Charter) and the S.A. Government plan to introduce legislation to remove the age limit on apprentices (36). The latter issue has revealed a rift in S.A. Trade Unions. The Trades and Labour Council vote on the proposal was passed by only one vote.

5.10.4 The possibility of apprenticeships without age barriers would give women re-entering the workforce one less structural barrier, but other factors such as employers' attitudes and the effects of socialization, make the issue complex.
5.11.1 **Women Workers and Employers**

Employers' attitudes to women workers often do reflect a number of assumptions about the gender. It is often assumed that women are less efficient, less committed, more often absent, less capable of responsible and/or creative work activity. These assumptions are not generally borne out by statistics and "most findings indicate that absenteeism and turnover are functions of the job rather than the sex of the worker". (37)

5.11.2 The equal pay decision of 1973 was gained after strenuous opposition from Australian employers, but an O.E.C.D. report pointed out that "a standard set by a male rate, acknowledges an inherent difference in the value of women's work and seriously disadvantages the women working in traditionally female occupations where no male rate of pay is prescribed"... (38)

5.11.3 There is an interesting contradiction in the often stated employer's preference for adults, particularly women, who are seen as more stable employees generally requiring less training and cost; and the claims of some employers representatives, e.g. "married women are taking the jobs that one time would have gone to juniors" (39)

5.11.4 The Employers' Federation in South Australia take guidance for their role with women workers from the I.L.O. conventions and have no specific "local" policy on issues involving women in employment. (40)

5.12.1 **Training and Re-training**

In a paper entitled "Vocational Training for Women: Changing Patterns and Demands" (41) R. Pert outlined some of the issues involved in vocational training with regard to women. The paper noted the wide state variation in provisions for training and the national characteristics for vocational training to be part-time, supplementing practical experience gained on the job. The latter factor was seen as causing "women to be severely disadvantaged in competing for vocational training and employment in areas which are traditionally regarded as the preserve of men" (42). Restrictive
attitudes to the vocational training of girls were mentioned as contributing to the under utilization of women workers. It is worth noting that although this paper was written almost a decade ago, the dangers of confining women to a limited range of occupations (notably the changing commercial/secretarial field) are clearly outlined.

5.12.2 A recent comparison of training in Australia does not indicate much improvement. In 1971 7.6% of all males over 15 were studying for qualifications (54% in trade and technician courses), 2.9% of all females over 15 were studying for qualifications (34% in trade and technician courses, including nursing and hairdressing (43).

5.12.3 The possibility of clarification of responsibility for off-the-job training in S.A. and the development of co-ordinated effort towards equalizing training opportunities on and off the job, would be instrumental in achieving change.

5.12.4 The increasing need for retraining is widely accepted, both for female and male workers in general changing occupations and for women particularly, after an absence from the workforce. The T.A.F.E. reports, the Cochrane Report on Labour Market Training and others, have emphasized the need for appropriate and accessible forms of retraining.

5.12.5 The ways in which retraining can be a reality for women who have been disadvantaged by inadequate or inappropriate prior education and training include: flexible instruction times, limited course loads, financial aid grants, neighbourhood classes, on-the-job retraining, child care facilities and job placement assistance.

5.12.6 Recurrent education, a tenet of the Department of Further Education's philosophy, is a concept closely linked with the issues of training and retraining of women. It is "important to women for three reasons; firstly if their basic education was defective and does not permit them to improve their skills on the job; secondly, if they are engaged in a so-called female occupation for which
they have neither liking nor talent and which is perhaps, without interesting openings on the labour market; and thirdly, if interruptions in employment require them to bring qualifications up to date or to learn a new craft before resuming gainful activities" (44).

5.13.1 "Segregated" Training for Women Workers - is it desirable?
It is accepted amongst men that other men can be sources of interest, support and identification in the work situation. In Australian society male bonding or mateship is an enduring and valued form of companionship. The potential for women to gain personally and professionally from association with other women workers is not widely recognized or encouraged.

5.13.2 Training programmes run by women for women are usually geared to women already employed with the opportunity and/or the desire for progression in work. Programmes such as the "Women in Organizations" Course in the Department of Further Education are rare in Australia, and are often subject to suspicion, derision or hostility. The question must be asked - why should women have "special" training programmes?

5.13.3 There is considerable material dealing with this question, the article referred to here provides a clear justification for the management training programme under review. To illustrate:

- Women in the past were not given the special educational advantages that were offered to men in like positions. They have to catch up. They need more exposure to management concepts because they have never been exposed to them before.
- Women have as great a prejudice against other women as do men. It is necessary to expose them to all types of women in business. They gain strength and knowledge from one another. Men have many colleagues and friends with whom they can discuss job problems; women have not had this opportunity.
- Women have often under-estimated the importance of the job they were doing, for their own self-perspective forced them to demean their position, not honour it. Respect for job with women
cannot be assumed. Women's training programmes stress self-respect, pride in job development for even greater job success. (45)

WOMEN AND EDUCATION

5.14.1 Introduction:
There are global differences in education for females and males, differences based upon gender in addition to the disparity between "democratic" and "non-democratic" nations, the "developing" and the "industrialized" world. When the African, Asian and Arab states are grouped, there are found to be 50% more boys than girls at primary schools, and 100% more boys in secondary schools. Estimates of world illiteracy figures by U.N.E.S.C.O. show some 40% of women to be illiterate as compared with 28% of men (46). As long ago as 1792 Wollstonecraft wrote of the limitations of education in this way, "Men and women must be educated in a great degree, by the opinions and manners of the society they live in...It may...fairly be inferred that till society be differently constituted, much can be expected from education" (47). She saw that it was necessary to have a change of society rather than simply a change in society, and her approach is worthy of consideration today (48).

5.14.2 The History of Women's Education in Australia
Mercer (49), Summers (50), Dixson (51) and others offer interesting comments upon the relationship of education to Australian girls and women. The historical relationship between women's role and status, and their education is the theme of an article by Zainu'ddin (52). The restrictions of sex segregation both for students and teachers, the difficulties in most states in allowing admission for women at universities, the alienation of women from nearly all forms of technical education, and the exploitation of women teachers at all levels, is well documented.
5.14.3 Primary and Secondary Education
"There have been few attempts to examine whether Australian schools have changed to reflect the recent upsurge of concern for sexual equality or to take into account other social changes affecting the lives of women, men and the family as a social unit... social realities beyond the school and social changes going on in the society clearly have relevance for schools" (53).

5.14.4 Strategies to combat sexism in the school system in the Girls, School and Society report, include examination of the functioning and improvements to teacher training, curricula, and vocational guidance. The aim of such strategies is to promote sex equality in the schools so that girls and women should have "an appreciation of their capacities including their capacity to make significant choices in all areas of their lives" (54). The relationship of sex-role stereotyping and the absence of role models in schools, to the restricted and often subservient nature of women's employment has been convincingly outlined.

5.14.5 The Role of the Women's Advisor in the S.A. Education Department
In recognition of the fact that "our schools are clearly not succeeding in meeting the needs of Australian women in the 1970's, much less moving towards more appropriate roles in a society with changing emphases on family size, employment skills, ecological needs and complex technological advances... mere consciousness of the situation must now be translated into action by teachers and authorities to ensure that the school does not reinforce dysfunction in roles or aspirations..."(55) the S.A. Education Department has appointed a Women's Advisor. The appointment was made on 16 June, 1977 at a level of Education Officer Class 3 for a period of 3 years. Duties of the Women's Advisor as outlined in the initial press statement include:
"the assumption of responsibility for the welfare of women teachers in the department; the encouragement of women to take positions of higher responsibility; the planning and conducting of appropriate in-service education courses for women teachers; participation in curricular activities associated
with the education of girls, initiation of moves to change the attitude of girls to the role of women in society and to liaise with appropriate groups and individuals." (56)

5.15.1 Female Participation in Tertiary Education
It has been evident for a considerable time in Australia that women do not participate in tertiary education to the same extent as men. Although the rate of female participation has improved, most women are found in sex-typed areas. Women are heavily represented in the arts, teacher education, liberal studies, paramedical and business studies areas, and very lightly represented in trade and technical training, engineering, architecture, and dentistry.

5.15.2 The patterns of participation in university education show marked sex differences between enrolment numbers, course selection, and level of attainment. In 1976 36.2% of bachelor degree students were female while only 15.7% of higher degree students were female (57).

5.15.3 Women have comprised a substantial proportion of total enrolments at universities for decades (i.e. in 1961 23.2% of total, in 1971 31.5% of total, 1976 37.7% of total) (58) but are markedly under-represented in the higher levels of university staffing. For example "in 1970 only 7 chairs out of a total of 639 (or less than 1%) were occupied by women. By contrast in 1975 in the United States 10% of full professors were women". (59)

5.15.4 Female participation in the C.A.E. area shows yet another example of sex-typing in field of study. Women predominated in 1976 in Teacher Education (68% of total), Paramedical Training (70.3%) Music (51.7%) Liberal Studies (56.1%) and Art and Design (54.4%). Conversely they were found to form a very small proportion of enrolments in Engineering and Technical training (1.3% of total), Building, Surveying and Architecture (12.1%) and Applied Science (19.6%). (60)
5.15.5 Female participation in the T.A.F.E. area. The distribution of women students by stream and field outlined in Part 3 of this report parallels the national trends in technical and further education. That is, women form 30% or less of total enrolments in stream 2 (para professional) and less than 10% of total enrolments in stream 3 (trades) throughout Australia. (61)

As the number of enrolments in this area outnumbers the other tertiary sectors of education, the mal-distribution of women is particularly serious.

5.15.6 The first and second T.A.F.E. reports noted the limited nature of women's participation especially in the area of vocational training, and made a number of practical suggestions towards improving the situation. (62) 63)

5.15.7 A study entitled "Women and Technical Education" centred on the Newcastle and Hunter Region, has analysed the problems of women's access and provided comments on the technical education scene, the effects of girls'socialization, and the nature of employment for women; which are of relevance and value to T.A.F.E. in all states. McCalden and Gordon in concluding this important study point out that "while more women are enrolling at technical colleges each year, the continuation of effective segregation can be seen in the courses they choose and in the overall lower utilization by women of technical and further education programmes" (64). They go on to recommend changes in T.A.F.E. information to women; recognition of logistical problems of women, i.e. timetabling, course structures; upgrading in traditionally female qualifications, developments in country community colleges, communication with employers with a view to promoting equal opportunity, communication and coordination with the secondary school system, and increased provision of counselling, child care and guidance services for women.
Community or non-government initiatives in the education of women

Some of the directions in which non-government education of women is moving are presented in Chapter 4 of this report. It is widely recognized that any group of "disadvantaged" people are unlikely to improve their status, without having a greater sense of self-worth, self-determination and fulfilment. Bruner in discussing ways of rising above the condition of poverty stated, "Rather the issue is to make it possible for the poor to gain a sense of their own power through jobs, through community activation, through creating a sense of project in the future... But just as crucial is a sense of the change in the times, the insistence of the powerless that their plight is not a visitation of fate but a remediable condition"...(65).

A parallel can be drawn with women, a group generally exhibiting a poverty of self-esteem, education, training, work satisfaction and aspiration. To some measure, perhaps a large measure, ridding women of that "poverty" is possible through institutionalized forms of learning. However, valuable educational services are provided for women via such agencies in South Australia as the Y.W.C.A., W.E.L., National Council of Women, W.E.A., Family Planning, The Women's Health Centre, the Women's Studies Resource Centre (Adelaide High School), The Women's Studies group (based at Flinders University), the Women's Liberation Centre, (Bloor House) and voluntary counselling and assertiveness training groups. To deny the validity of such forms of non-government education, or to press for a reduction or removal of support from public funding for them, would betray a limited understanding of the functions and merits of such groups and an over-estimation of the scope of government based education.

In the context of the workforce a majority of women are disadvantaged. The following groups, emerge as some of the areas of particular need.
* Aboriginal Women:
The most recent statistics available, 1971 Census figures, show that 57% of aboriginal girls were still attending school at 15, and only 3% were remaining at school until they reached the age of 18. "Women comprised nearly two thirds of award holders under the Aboriginal Study Grants Scheme from 1970 to 1974. Most of these women undertook shorthand, typing and commercial courses, but now more are selecting teacher training and other tertiary courses. Even so, the proportion of aboriginal women to men at tertiary institutions is still quite low". (66)

* "Breadwinner" Women
Women who are responsible for the maintenance, partially or wholly of themselves and dependent(s) form a large proportion of women in the workforce. They include single women; some widowed, separated, divorced women; women with partners unable to provide a subsistence income; women caring for an aged parent or parents. The needs of this group reflect the disadvantages of women as workers generally; they tend to be less educated, less trained and trapped in low status, low reward occupational areas. The combination of "breadwinner" responsibilities and occupational restrictions make opportunities for participation in further education particularly difficult.

* Migrant Women
The participation rate of married migrant women in the workforce is much higher than that of Australian born women. The migrant women tend to have low educational levels and to be found in service occupations and the manufacturing sector.

In a paper prepared for the A.A.A.E. Conference in 1976, some of the implications of recent documents relating to women were outlined (67). The Jackson Report, the study "But I wouldn't want my wife to work here", "We can not talk our rights", and "Bilingualism of the Elderly" stressed the isolation, deprivation and vulnerability of the migrant women. The proportion of women who are not functionally literate in their own language or English, and the problem of obtaining satisfactory childcare emerge
as major difficulties. A significant proportion of migrant women are over-educated for the jobs they can obtain, lack of fluency in English is a barrier again, here.

* Young Unemployed Women

"A special survey of unemployed young people conducted in September 1975 by the Department of Labour and Immigration revealed that they were predominantly the less educationally qualified, the low skilled and the inexperienced" (68). Furthermore, over two thirds of the unemployed young females were registered for clerical and administrative occupations, and one third of the females had no previous work experience.

The Schools Commission report 1975 (69) outlined the way in which daughters of semi-skilled and unskilled workers were influenced by sex and social class to become the most educationally disadvantaged of all groups. It could be assumed that many young unemployed women are caught in a trap of inadequate preparation and unrealistic work aspiration. For them the occupational horizon narrowed by sex-typing, presents an even more depressing prospect than that faced by their male counterparts.

* Country Women

Women in country areas face two major limitations: a small range of post-secondary educational and training opportunities and very restricted employment opportunities. The increase in the "two breadwinner" family situation in Australia may mean for many country people, economic hardship or a shift to the urban situation. Recent and extensive publicity on hardship in the rural sector highlights the need for research and appropriate supply of further education services.
THE ROLE OF THE DEPARTMENT OF FURTHER EDUCATION

5.16.1 Introduction:
The prospect of real progress towards equal opportunity for women in education and employment, presents the Department of Further Education with important opportunities for growth and development.

Courses which offer equal access alone,tend to perpetuate social inequalities. Expansion based upon passive "open door" policies will encourage a greater number of the same sort of clients. "The general level of instruction and of occupational training for women is still strongly influenced by:

* the traditional conception of feminine and masculine roles which is still often reflected today in the design of curricula and textbooks at all educational levels
* the almost total 'feminization of certain so-called feminine professions and vice versa and
* the segregation of the labour market which is likely to downgrade marginal activities and relegate them to women" (70).

5.16.2 It would be unrealistic to suggest that changed commitment and policies by a single sector of post-secondary education would be sufficient to implement equality of opportunity and participation. A coordinated effort by authorities responsible for social, educational and workforce planning is crucial if the Department of Further Education is to fulfil its task of "providing the means whereby the disadvantaged women, country people, those with only minimal education etc. - are able to gain vocational skills and acquire further learning (71).

5.16.3 Planning on the basis of manpower forecasting is not being suggested here; neither is reliance on projection of past trends. Both bases have weaknesses which are well known; to paraphrase an argument of Burgess (72) the numbers getting into further education, do not represent a demand for further education but a satisfied demand. Even the numbers applying for further education do not
represent a neutral demand, but the demand under certain conditions of supply (the kind of courses available, of grants and services for students etc.).

5.16.4 The recognition by the Department of Further Education that "Educational needs as yet not fully, or not properly catered for within post-compulsory education are also a pervasive influence on the Department's priorities" (73) is the key to its role in relation to women as workers. The present situation in which the disadvantages of women in education and in work are randomly and superficially acknowledged is not merely inequitable but also represents a neglected opportunity on the part of the Department of Further Education. The Department could, with recognition of the nature and extent of these disadvantages and a serious commitment made through research, planning and resource allocation, come closer to implementing its expressed policies regarding further education.

5.16.5 The Need for Planned Change

Concepts of change and their implications for educational institutions are dealt with in some detail in Chapter 2 of this report. The idea of "planned" change in education is a recent one and one which is in some conflict with the view of the education system as one which reinforces and perpetuates traditional behaviour and values. The three paradigms associated with educational change: 'the 'research and development' model which proceeds from theory to practice... the 'social interaction' model which follows the diffusion of innovation among members of a group or institution... the 'problem solving' model which interprets change from the viewpoint of the individual adopter" (74) all have flaws and reflect the disparity between our knowledge of structural processes and personnel processes. For equalizing of opportunities in education and work to occur, a change in the existing norms, among educators, workers, trade union officials and employers must be achieved. In other words the values involved in achievement of equal opportunity and participation must come to be seen as compatible with the values of those concerned with implementing the change.
D.F.E. as the "Main Trainer" of South Australia's Workforce

The role of Technical and Further Education in Australia can be broadly defined into two areas: one "the establishment and extension of vocational competence; two, the provision of a wide variety of programmes contributing to the development of the individual" (75). There are marked differences in the participation of men and women in vocational and pre-vocational areas of T.A.F.E. Recognition of this problem is clearly stated in a recent D.F.E. submission. "Because of the significance of female participation for the future of the Australian labour force, there will be a growing need to come to terms with the apparent disparity between women's aspirations and the existing realities of the labour market. In the educational aspects of this process, the role of T.A.F.E. institutions are of major importance" (76). This submission goes on to acknowledge the need for the department not merely to reflect the community norms but also to prepare people for a wide range of occupations by anticipating their needs. The obvious implication of the training role of D.F.E. and the need to improve and diversify the training of around 40% of the workforce, is the necessity for an increased national investment in the T.A.F.E. area.

There are two areas of particular relevance to women workers. One is the broken pattern of employment for most women which eventuates in their return to the workforce in a disadvantaged position. Many women interested in further education and/or retraining are handicapped by insufficient childcare facilities, a lack of financial support, lack of information and guidance, and the limited self-esteem and aspirations endowed by their childhood and compulsory education. For such women, only positive encouragement and support organized as a departmental priority, will ensure that their latent skills fully benefit the community. The second, the acute problem of young unemployed women, is a clear responsibility for D.F.E. as a trainer. Kirby (77) has forcefully outlined the role of T.A.F.E. institutions as bridges between school and work for young people not destined to participate in higher education. The provision of extensive off-the-job training, link courses, literacy/numeracy skills programmes, learning to learn adaption courses, are suggested. Courses designed for young unemployed women which reinforce their limited and often unrealistic expectations of work (i.e. in the
clerical/secretarial/service areas) are the easy alternatives, and should be viewed with caution by programme planners. The granting of unsaleable or hard-to-sell skills with their almost inevitable accompaniment of disappointment and continuing unemployment, can hardly be viewed as a laudable and sensitive service to such students.

5.16.8 Another cautionary reminder is provided by a C.E.R.I. publication on Recurrent Education (78) which mentions recent developments such as reduction of working hours, flexitime, industrial democracy, and the growth of manpower training programmes. The tendency for a growth in educational opportunities at work may very easily accentuate existing imbalances. Re-entry women and the young unemployed, are groups often in a marginal or untenable position when it comes to opportunities for further training.

5.16.9 The Co-ordination, Communication and Information functions of the Department of Further Education

Co-ordination in the context of equalization of opportunities for and participation of women in the workforce involves cooperation and effective use of resources. Cooperation and shared goals and commitment with other organizations of relevance to women and work, will be essential if equalization is to be a reality. Two-tiered coordination of state and federal bodies with the Department of Further Education is a necessary aspect of a cohesive, joint long-term policy towards equalization of opportunity and participation for women.

5.16.10 The communication function of the Department of Further Education is one already well developed in terms of the publicity supplied in general to the public of South Australia. Considerable advantage is presently taken of the media, to publicise the scope of the Department's educational offerings and the variety of new undertakings, particularly in the enrichment area. The acute need for women to be approached via the media and by personal contact, has been repeatedly stressed by T.A.F.E. reports and research projects into the T.A.F.E. area. The Newcastle and Hunter Region report (79) referred to earlier, asserted this need. In view of this factor, it was decided in the early stages of the
project reported here to initiate an information giving programme designed to inform women and encourage them to participate more fully in the range of vocational training courses presented by the Department of Further Education.

5.16.11 An interested group of people with awareness of the limiting effects of sex-role stereotyping and the need to broaden the work horizons of women, first met in April 1977. Initial work has paralleled the preparation of this report. The voluntary group with the support of the Educational Resources Branch (D.F.E.) and several staff members of the Education Section of the A.B.C. has begun preparatory work for multi-media material. Currently the group is working towards the production of

* a series of video tapes for secondary school girls.
* slide/tape sets on the workforce from a non-sexist perspective, for school resource centres, C.E.S. offices, D.F.E. resource centres.
* a series of radio programmes to be made available to secondary school students in school time.

The proposals for this multi-media approach are to be found in Appendix (C) of this report.

5.16.12 The information function of the Department of Further Education, with regard to women workers, is one which is still to be properly developed. The colleges record enrolments with female/male ratios, but the major documents, i.e. annual reports, submissions, of the department do not present female/male ratios in detail.

5.16.13 An O.E.C.D. document notes that "although statistical data required for charting the position of women in the labour force and in education already exists for most countries ... it is frequently unexploited ... exploitation and analysis of the data is needed ... statistics must be the starting point, especially in an area of such fundamental change as the changing role of women in our societies". (80)
5.16.14 It is not suggested here that statistics be the total information function. Quantitative data is always subject to error. It is useful, but should not be uncritically accepted.

5.16.15 As the Department of Further Education has the largest task in the provision of post-compulsory educational services, its responsibility as a "supplier" or "data bank" of information is obvious. Detailed recommendations for the development of this function are outlined in Chapter 6 of the report.

5.16.16 The Department of Further Education as a Factor in Community and State Development

Development of a country or a community is very often measured by economic indicators. The fact that a high average income in a given area is not necessarily paralleled by a high standard of "living", is often overlooked. The social development process of any area is partly manifested in its educational system, whether formal or informal. An educational system or institution which is irrelevant or of limited relevance to the social needs for community development and to individual aspirations, is in need of reform. Unless that system or institution confines its charter to the needs of a limited group of people or to highly specialised functions, i.e. the university, it has a responsibility to regard the whole community as potential students (81).

5.16.17 The concept of an educational institution as an active component of community development implies an openness, a two way system in which planning, evaluation and resources are shared. If the institution is to integrate itself fully in the community and to develop the autonomy of individuals who use the institution rather than the autonomy of the institution itself, it must consciously develop an approach or philosophy. Several colleges in the department are involved in the "community process" but many have given limited consideration to their "community" role.

5.16.18 This is unfortunate as the Department of Further Education is in a privileged position, as the only sector of post-compulsory education with an open charter to involve the South Australian community.
Community development is an instrument of social change. Any such instrument has to be considered in the light of economic and social structural rigidities, the conflict of interest groups, the domination of some interest groups, the absence of development oriented leadership and the acutely disadvantaged state of some segments of the population (82). The meeting of such a concept and the processes involved with it, and the educational institution is not always simple. A number of social scientists have hypothesized as to the stability and conservatism of educational institutions and linked this to an incapacity to innovate. Similarly the teacher has been portrayed as a person characteristically conformist and reluctant to innovate or adapt to external change. It is not the function of this report to comment upon such theorizing, but to stress the need for the professional staff of the Department of Further Education to both understand the community development process and to have some degree of personal skill as community developers.

Just as T.A.F.E. is a part of governmental planning at the federal level, D.F.E. is integrated into the state development policies. The S.A. Government is committed to removing all forms of discrimination faced by women and to encouraging their full participation in education, training and employment.
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(61) Commonwealth Support for T.A.F.E. 1977-79 A.G.P.S. Figure 5.


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(77) Kirby. op. cit. (pp.12-13).


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CHAPTER 6: RECOMMENDATIONS

It is RECOMMENDED at the Departmental (centralized) level:

6.1.1 that a public commitment in the form of a policy statement be issued with regard to equalization of opportunity and participation for women in D.F.E.

6.1.2 that this commitment be expressed as a departmental priority requiring endorsement and action by all colleges and branches of the Department.

6.2.1 that the statement of commitment to change clearly outline aims including:

- removal of structural barriers to women's participation, e.g. lack of childcare facilities, prohibitive fees, insufficient financial support, inflexible timetabling, lack of bridging, re-entry and refresher courses designed to meet the needs of women.

- participation targets, e.g. targets of women as a percentage of total students in all of the courses offered by the department. (Appropriate guidelines are available from the Public Service Board, S.A.).

6.2.2 that co-ordination with other relevant individuals, groups and organizations including:

The Women's Advisor (Education Department)
The Women's Advisor (Premier's Department)
Women's Representative (S.A.I.T.)
The Youth Work Unit
The Trades and Labour Council
The Employers' Federation
The Apprenticeship Commission
The Commonwealth Employment Service

be a matter of urgency in order that equalization of opportunities for women in education, training and employment proceed on a rational, representative basis.

6.2.3 that allocation of resources (staffing budget, proportion of College budgets assigned to "catch-up" programming) be decided on before the end of the 1977-78 financial year.

6.2.4 that prompt consideration be given to the need for improving competency of teaching staff (initially full time teaching staff) in the community development role.

6.2.5 that training in community development and teaching skills (particularly with regard to the educational/vocational/attitudinal handicaps encountered by women) be incorporated as modules in both entry and inservice training programmes for D.F.E. teachers.

6.3.1 that information services to women in the community be evaluated and extended, particularly information on link, bridging, refresher, courses and all vocational courses.

6.3.2 that the multi-media work presently being undertaken be given continued support, and that the availability of the finished material throughout all colleges and branches of the Department be assured.

6.4.1 that the role of the Department of Further Education as an information source on women as workers be developed, primarily through the Research Branch.
6.4.2 that hereafter female student distribution by stream and field be stated in departmental submissions.
   - that females as a proportion of the total students in every course be recorded and changes in participation charted.
   - that tables for participation by location, by age and stream invariably indicate female/male ratios.
   - that female/male ratios in link courses, external studies courses, remedial and refresher courses, literacy programmes, aboriginal programmes and migrant education programmes be regularly charted.
   - that approval be given to the preparation and wide distribution of yearly statistical "progress" bulletins on women students in the Department of Further Education.

6.4.3 that funding be made available for research projects into women's use of the Department of Further Education, particularly:
   - barriers to access as perceived by women in the community; childcare facilities/financial support/bridging and/or remedial needs/transport familial and/or employer attitudes/time limits of courses.
   - further education needs of priority groups of women, i.e. migrants, aboriginals, young unemployed women, unskilled re-entry women, "breadwinner" women.

6.5.1 that consideration be given to the educative role of D.F.E. in relation to employers and trade unions.

6.5.2 that the educative role in relation to employers be approached with reference to an NZ Vocational Training Council Programme "Women and Training - An Action Plan for Employers" which provides guidelines Organizational/Occupational/Individual/for change and other functioning programmes overseas.

6.5.3 that close liaison with the Trades and Labour Council and Trade Union Training Authority be established, with the aim of breaking down the sex-typing of occupations.
that a feminist based programme of affirmative action be established with reference to the Department of Further Education. The aims of such a programme include:
- detailed analysis of the present status of women staff in the organization
- review and recommendations with regard to current personnel policies (selection procedures)
- review and recommendations with regard to training and development programmes
- review of promotion practices
- review of decision-making processes, the implications of the "informal organization", for women staff
- recommendations for participation targets at all levels of D.F.E. staffing.

that the role of D.F.E. with regard to the support of existing resource groups, e.g. (Women's Studies, Flinders) (Women's Studies, Resource Centre Adelaide High School) be given prompt consideration.

that the role of coordination of the previous recommendations be given immediate consideration. That a specialist unit with authority and resources commensurate to the size of the task, be appointed, and be directly responsible to the Director-General.

that the specialist group's tasks be centred around initiation, coordination and evaluation of the activities involved in equalization of opportunities and participation for women.

that the specialist group be set up for a limited period (2 years) and subject to self and departmental review in terms of progress.

It is also RECOMMENDED at the collegial (decentralized) Level:

that contribution to the departmental policy on equalization be actively sought, particularly from Principals and college working parties.
6.9.2 that colleges set up working parties (of limited size and duration) to review and report on their present situation with regard to women as students (in country areas regional working parties may be more appropriate).

6.9.3 that priorities for college working parties include:
- close consultation with the specialist unit
- analysis of current female staff participation and status
- information to all staff full-time and part-time, on departmental priorities with regard to women
- familiarization with specialist role, e.g. Women's Studies Lecturer, Elizabeth Community College, in Colleges
- awareness of and support for community initiatives for women's education, e.g. Y.W.C.A., Women's Health Centre, W.E.L., National Council of Women, Women's Studies Flinders University, Women's Studies Resource Centre Adelaide High School
- development of group mechanisms to deal with hostility/misunderstanding of equalization aims and procedures in the staff situation.
- exploration of barriers to women's access at the local level, structural and attitudinal, and practicable suggestions for improvement
- location of high priority groups of women in the community and response to their training/educational needs with emphasis upon adjusting or creating courses for particular groups, rather than vice versa.

6.10.1 that every College in consultation with the specialist unit set up its own programme with localized targets and time limits.
6.10.2 that every college programme involve regular contact with all staff and checklist the following areas for review and appropriate action.

**Services**
- vocational guidance
- counselling
- flexible timetabling
- toilet facilities
- childcare facilities

**Programming**
- Addition of, or changes to?
  - Link Courses
  - Bridging Courses
  - Vocational Guidance Courses
  - Re-entry Courses
  - Opportunities for Women Courses
  - Remedial Classes
  - Literacy Classes
  - Maths Preparatory Classes
  - Science Preparatory Classes
  - Pre-Apprenticeship and Apprenticeship Courses
  - Other Vocational Courses

6.10.3 **Outreach**
- new or increased contact with, or changes to contact with?
  - local secondary schools
  - neighbourhood "voluntary" educational services for women
  - research methods used for ascertaining local needs for women.
6.10.4 that within one year of policy commitment at the departmental level, all working parties or representatives of all working parties meet to review progress, evaluate aims and suggest modifications as necessary.

CONCLUSION

"Sex-role stereotypes are harmful to society and its development; not only do they stultify the lives of individuals and of women in particular, but they deprive political life and the economy of an immense reserve of human resources and qualities. The sex-typing of roles in industrial society can no longer be justified by reference to the alleged immutability of human nature." (1)

This report serves two purposes; it outlines the nature and scope of women's disadvantages as workers, and it provides an assessment of the functioning of the Department of Further Education in relation to women.

The responsibility of the Department to South Australians has been clearly acknowledged by the Director-General. "We in further education have been entrusted with a substantial part of the State's resources; many of our activities are crucial to the State's economy, most of all we provide the major range of educational opportunities for adults in South Australia." (2)

That range of educational opportunities is not reaching all adults at present, most of that range is barely touching the lives of South Australian women. The evidence gathered in this report indicates the necessity for the formation of a Department of Further Education policy, which will initiate a development programme designed to operate throughout all Colleges and Branches of the Department, and to correct present inequalities in the education, training and employment of women.

If the abilities and potential skills of South Australian women are to be utilized, tangible commitment accompanied by a range of positive steps towards equalization of opportunity and participation are essential.
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Dear

As you may know I am at present working on a research project on women and the workforce.

The overall purpose of the project is to identify the problems facing women as workers and in particular, their re-entry and retraining needs. Through this identification of needs and proposals for change, it is hoped that the Department can more effectively implement the policy of open access. This in turn will help women reach equality of preparation, entry, promotion and mobility with men in the workforce.

Given that there are now more than 2 female workers for every 3 male workers in the labour force and that almost 7 out of 8 female workers have no qualifications, we are facing a complex problem.

I hope to have personal contact with all staff in as many of the Department's institutions as possible in the course of this project, but in addition it seems appropriate to contact women staff individually. My reasons for doing this are to give you a voice in this project – should you wish to have one, and to gain the benefit of many women's experiences within the Department and with students.

If you have an interest in and/or opinion on any of the following topics ...

(a) the status of and opportunities for female staff in the Department of Further Education;

(b) particular areas of need in relation to women students, i.e. counselling, bridging courses, opportunities groups, childcare, flexible class hours;

(c) cases of disadvantaged women related to: geographical location, ethnic grouping, socio-economic situation, age, employers, family pressures, etc.;

(d) involvement of women students in particular stream/field areas within the Department;

(e) attitudinal handicaps within and outside the Department of Further Education, by men and women; to the involvement of women across the spectrum of occupational opportunities;

(f) the effectiveness of Department of Further Education publicity with regard to awareness by women of the range of educational opportunities we offer, and encouragement of their participation;

(g) any other related topic;
... I would be very pleased to hear from you. Your reply will be treated with complete confidentiality.
If you have any doubts about expressing candid opinions on any of the topics simply mark your letter "personal", and identify only your subject area, your school (General Studies, Business Studies, Technical Studies) and whether you are situated in an urban or rural area.

Thank you for your attention.

Yours sincerely,

MARY CORICH
APPENDIX B

The Working Women's Charter for 1977
(as adopted by the WWC Campaign
Conference held in August 1977)

* Unemployment benefits for all workers who register as unemployed.

* Active development and defence of workers' organisations and the right to organize against attacks from
governments, the courts, the media and employers.

* The right to paid work for everyone who wishes to do so.

* An end to all discrimination on the basis of sex, race, country of origin, age, religious or political
belief, appearance, marital status or sexual preference.

* One rate for the job, meaning the same total wage plus other benefits, particularly over-award payments:
an adequate living wage and an end to piece rates.

* Equal opportunity of entry into occupations, and of promotion.

* Free education with equal opportunity for all.

* Equal access to vocational guidance and paid training and re-training, including on-the-job training and
study leave.

* A maximum 35-hour week without loss of pay, flexible working hours, part-time work, no compulsory overtime,
and reasonable shift work conditions for all workers.

* Protective legislation to cover both men and women in order to safeguard the health of all workers.

* No downgrading of job conditions or classifications where work is done mainly by women.

* Removal of legal and other barriers to equality of social security benefits, credit, finance, taxation,
tenancies, superannuation, etc.

* Special attention to the needs of migrant women workers, e.g. industry to provide English classes at work,
in work time, at the bosses' expense.
* Quality child care, including before and after school and holiday care, readily available on a round-the-clock basis. These facilities to be controlled by those who work in, and use, them.

* Adequate, paid maternity leave, without loss of job security, benefits, promotion prospects or superannuation.

* Paid leave to enable time off for personal and family emergencies.

* All workers to have access to health and medical services, preventive health care and safety education on the job.

* Comprehensive research into women's health and occupational health hazards.

* Comprehensive sex education and birth control advice; free and freely available contraception; free, safe, legal abortion on demand, but no forced sterilisation or abortion.
APPENDIX C

PROPOSALS RELATED TO THE EXPANSION OF NON-SEXIST AND COUNTER SEXIST INFORMATION FOR WOMEN AS WORKERS

TO THE SUPERINTENDENT (EDUCATIONAL RESOURCES) DEPARTMENT OF FURTHER EDUCATION

(1) PURCHASE OF B.B.C. T.V. SERIES "WOMEN AT WORK" BY S.A. FILM CORPORATION ON BEHALF OF D.F.E.

(2) PRODUCTION OF FILM BY S.A. FILM CORPORATION ON WOMEN AND THE WORKFORCE

I have been seconded into Head Office for a period of six months to research opportunities for women in the Department of Further Education.

I have found that resource materials in this area are very limited.

Recent research shows that a majority of people accept the existing pattern of sex roles which categorise "girls" courses and "women's" work but at the same time female school leavers show a high level of work aspiration (i.e. interest in finding a responsible job and obtaining promotion). Traditionally "female" occupations offer a decreasing number of places to an increasing number of applicants and manpower forecasts indicate many skilled trade/technical areas will suffer from a lack of qualified personnel in the near future. Societal loss resulting from under-utilization of half of the population must be considered.

In order to inform and encourage intending and current women workers to look beyond traditional "female" occupations, it is important to have relevant and up-to-date resource materials available for use of personnel involved in this area of education.

I RECOMMEND, therefore, that the Educational Resources Branch request the S.A. Film Corporation to:

(1) purchase the B.B.C. T.V. series "Women at Work" (5B/W films of 25 minutes duration) for use as reference material for possible local production and as a visual aid in schools and in the workplace;

(2) produce a film for the D.F.E. looking at the current extent and variety of women's disadvantages as workers, and the opportunities for improvement via further education; for T.V. and cinema, and aimed to reach the maximum audience with high impact information.

(MARY CORICH) (On behalf of the Multi-Media Group)
27/7/77
TO THE SUPERINTENDENT (CURRICULUM DEVELOPMENT)

REQUEST THROUGH D.F.E. REPRESENTATIVE ON A.B.C. EDUCATIONAL BROADCASTS COMMITTEE FOR PRODUCTION OF A SERIES OF RADIO PROGRAMMES

I am at present on secondment in Head Office to research opportunities for women in the Department of Further Education.

Recent research shows that a majority of people accept the existing pattern of sex roles which categorize "girls" courses and "women's" work but at the same time female school leavers show a high level of work aspiration (i.e. interest in finding a responsible job and obtaining promotion). Traditionally "female" occupations, offer a decreasing number of places to an increasing number of applicants. On the other hand, manpower forecasts indicate many skilled trade/technical areas will suffer from a lack of qualified labour in the near future. In addition, the personal and societal loss resulting from under-utilization of half of the population must be considered.

I have found that appropriate resource materials in this area are very limited.

A group comprising the following members have looked at this question and feel that one target group for such materials are high school girls particularly those in the process of choosing courses and those at Year 10 and Matric level.

Members:

- Mary Corich  Convener, D.F.E.
- Anne Carrick  Youth Work Unit
- Devera Hewson  Le Fevre College of Further Education working with the Youth Work Unit
- Jillian Tidswell  Youth Consultant (Department for Community Welfare)
- Lou Denley  Neighbourhood Youth Worker (Department for Community Welfare)
- Denise Bradley  Women's Advisor Education Department
- Andi Sebastian  Women's Advisor's Unit Premier's Department
- Gail Munro  D.F.E.
- Joan Tucker  D.F.E.
- Sue Bettison  Senior Psychologist - Mental Health Services
I RECOMMEND that the representative from your Branch on the A.B.C. Educational Broadcasts Committee present for the consideration of the A.B.C. Education Section a proposal for the production of a series of radio programmes aimed at Years 10 – 12 female students.

The programmes should look at the myths and attitudes surrounding "women's" work and present "role models" for girls who may wish to enter traditionally male, or male-dominated, occupations.

I further RECOMMEND that if the A.B.C. Education Section is unable to produce this series, a request be made through the Education Section for the Media Women's Co-operative to consider the above proposal.

The members of the group mentioned above are willing to act as script consultants.

(MARY CORICH)
27.7.77
TO THE SUPERINTENDENT (EDUCATIONAL RESOURCES)

RE: PROPOSAL FOR COMMITMENTS PANEL

To provide relevant, non-sexist media material about training and work opportunities for women with particular reference to Technical and Further Education.

Background

Recent research shows that a majority of people accept the existing pattern of sex-roles which categorize girls' courses and women's work, but at the same time, female school leavers show a high level of work aspiration (interest in finding a responsible job and obtaining promotion). Traditionally, "female" occupations offer a decreasing number of places to an increasing number of applicants and manpower forecasts indicate many skilled trade/technical areas will suffer from a lack of qualified labour in the near future. In addition the personal and societal loss resulting from under-utilization of half of the population must be considered.

In order to inform and encourage intending and current women workers we feel D.F.E. must take prompt and enlightened action to provide relevant multi-media material.

Target Groups

We felt that two groups merited priority:

(1) high school girls, particularly those in the process of choosing courses and those at Year 10 and Matric level;

(2) women in the workforce or intending to re-enter the workforce, particularly those in unskilled or semi-skilled occupations.

Type of Media


N.B. We are aware that this area cuts across Education Department responsibilities but envisage the whole project as a combined effort along the lines of the co-operative effort between the two Departments and other government departments (Community Welfare and Labour and Industry) in the Youth Work Unit.
2. A videotape (including filmed inserts) examining myths and attitudes surrounding "women's" work and presentation of "role models" for women intending to enter previously "male" occupations.

The videotape to be used for small meetings and group discussions in schools and work-place.

Advisers for Script Consultation and Production

Members of the group (outlined below) who have met with regard to this proposal, or their representatives, will serve as an advisory group for production teams. We wish to maintain the function of determining the content and aims of material produced.

Mary Corich, Department of Further Education (Convener) on behalf of a group including:

Anne Carrick
Devera Hewson
Jillian Tidswell
Lou Denley
Denise Bradley
Andi Sebastian
Helen Mills
Gail Munro
Joan Tucker
Sue Bettison

Youth Work Unit
Lecturer, General Studies (Port Adelaide Community College working with Youth Work Unit)
Youth Consultant (Department for Community Welfare)
Neighbourhood Youth Worker (D.C.W.)
Women's Advisor, Education Department
Women's Advisor's Unit (Premier's Department)
The Sex Discrimination Board
Department of Further Education
Department of Further Education
Senior Psychologist - Mental Health Services

(MARY CORICH)
27/7/77
TO THE SUPERINTENDENT (EDUCATIONAL RESOURCES)

PROPOSAL FOR COMMITMENTS PANEL

"To provide relevant, non-sexist media material about training and work opportunities for women with reference to technical and further education".

Background

The non-sexist multi-media group has met several times since we forwarded our first proposals to you. Progress has been made in determining the priorities in topics, aims, target groups etc. We see an acute need for young women to look at their futures and be equipped to make realistic and fulfilling choices about their lives as "workers". The necessity for non-sexist material, for role models and for de-mythologizing women as workers is clear. Accordingly we recommend that:

i. approval be given for the production of three video's during the next twelve months.

ii. the video's will be based on these themes,
   a. **Myths and Attitudes** - aimed at exposing some of the myths and attitudes about women and providing an alternative approach.
   b. **Role models** - aimed at providing young women with the full range of occupational and educational opportunities. By using examples of women employed in all kinds of occupations to make work more valid than the transitory step between school and marriage it has been hitherto, therefore widening young women's life options.
   c. **Work Realities** - aimed at informing women of the facts of training and work in both their harsh and pleasant aspects, and to look at some of the appropriate and viable alternatives to the present restricted occupational opportunities for women.

iii. Kay Hannaford (of Kilkenny Media Resources Centre) be given responsibility for the technical production of these videos. Kay has attended a multi-media group meeting and has expressed an interest in these productions. The group is committed to the principle of role-models for women in the production of material where possible, as well as the subject matter, and are enthusiastic about her involvement at this level.
Conclusion

Obviously there are vast areas of women's lives which cannot be covered in three short video programmes. The multi-media group is concerned that as many of those areas which influence choices young women make about lifestyles and work, be presented to them. The attached sheet lists some of the areas integral to the production of the three films outlined, and some other areas of relevance to future productions.

(MARY CORICH)
DEPARTMENT OF FURTHER EDUCATION
(ON BEHALF OF THE NON-SEXIST MULTI-MEDIA GROUP)

22/11/77