Open Tertiary Education in Australia

Final Report of the Committee on Open University to the Universities Commission

December 1974
Open Tertiary Education in Australia

FINAL REPORT OF THE COMMITTEE ON OPEN UNIVERSITY TO THE UNIVERSITIES COMMISSION DECEMBER 1974

Australian Government Publishing Service Canberra 1975
Dear Minister,

On 7 March 1973 you appointed, under section 17 of the *Australian Universities Commission Act 1959-1971*, a Committee to advise the Commission on open university type education.

With your agreement, the Committee issued a draft report on 9 April 1974 and invited public comment. It received one hundred comments and has given consideration to them. The Committee has now completed its final report, which it has conveyed to the Commission. The Commission will be considering the Committee's recommendations early in 1975. Meanwhile, I have the honour to submit the report to you.

The Commission wishes to place on record its thanks to the members of the Committee for the work undertaken by them in the preparation of the report.

Yours sincerely,

Peter Karmel

*Chairman*

The Hon. Kim E. Beazley, M.P.,
Minister for Education,
Parliament House,
Canberra A.C.T. 2600
Dear Chairman,

On 7 March 1973 the Minister for Education (the Hon. Kim E. Beazley) appointed us, under section 17 of the Australian Universities Commission Act 1959-1971, as a Committee to advise the Commission on open university type education.

On 9 April 1974 the Committee, with the agreement of the Minister for Education, published a draft report entitled Open Tertiary Education, and invited public comment on it. The Committee received one hundred comments and has re-considered its draft report in the light of these comments.

The Committee has now completed its deliberations and has the honour to submit to the Commission its final and unanimous report.

Yours sincerely,

Peter Karmel,
Chairman

Maurice Brown,
Executive Member

J. C. Bannon
G. A. Barclay
John Birman
Martyn Cove
Joan L. Flint
Max Hopper
Monty Morris
Prudence Myer
P. H. Partridge
H. C. Sheath
T. B. Swanson
Frank Watts

The Chairman,
Universities Commission,
Reserve Bank Building,
London Circuit,
Canberra A.C.T. 2601
CHAPTER 1. INTRODUCTION
Terms of Reference ........................................ 1
Procedure .................................................. 2
Form of Report ............................................. 4

CHAPTER 2. VALUES AND AIMS
Educational Context ......................................... 5
   The Labour Market ....................................... 5
   The Individual Student .................................. 6
   The Educational Institution ............................. 7
   The Wider Society ...................................... 8
Objectives of the Committee ............................... 11
   Entry ..................................................... 11
   Accessibility ........................................... 13
   Courses .................................................. 15
   Modes of Learning ..................................... 15
   Diversity of Institutions ............................... 15
   Transferability ......................................... 16
   Information ............................................ 16
   Student Finance ......................................... 16

CHAPTER 3. DEMAND FOR OPEN TERTIARY EDUCATION
General Demand ............................................ 18
Demand for Extra-Mural Tertiary Education .............. 22

CHAPTER 4. PRESENT POSITION AND TRENDS
External Studies ............................................ 29
   University of Queensland .............................. 30
   University of New England ............................ 31
   Macquarie University .................................. 33
   Royal Melbourne Institute of Technology ........... 34
   Western Australian Institute of Technology .......... 35
   Mitchell College of Advanced Education ............ 35
   Adelaide College of Advanced Education ............ 36
   Availability of External Courses ...................... 37
   Age Distribution of External Students at Universities .... 37
   Distance of Residence from Universities .............. 39
   Residential Qualifications ............................ 39
   Means of Communication with External Students ....... 40
   Occupational Distribution of External Students ........ 41
   Success Rates of External Students .................... 42
Part-time Studies .......................... 43
Availability of Part-time Courses ........... 43
Pass Rates of Part-time Students .......... 43
Evening Classes ............................ 45
Miscellaneous Subjects ..................... 46
Entry Requirements .......................... 47
Transferability .............................. 49
Financial Assistance for Students ........... 50

CHAPTER 5. EXPERIENCE ABROAD
The British Open University .................. 52
United States of America ...................... 57
University Without Walls ..................... 57
Empire State College ........................ 59
The Board of Regents of the University of the State of New York 59
The City University of New York ............. 60
Common Characteristics ...................... 60

CHAPTER 6. VIEWS PUT TO THE COMMITTEE
Who Will Benefit? ........................... 62
What Should be Offered? ...................... 63
How Should it be Done? ....................... 64

CHAPTER 7. EDUCATIONAL TECHNOLOGY
Definition of Educational Technology ........ 71
Application to Off-Campus Education .......... 72
Educational Media ........................... 73

CHAPTER 8. CONCLUSIONS
Promoting Open Tertiary Education .......... 80
A Network of Opportunities for Off-Campus Tertiary Education . 85
The Financing of Part-time and External Studies ... 92
Timing ........................................ 94
Costs .......................................... 95
The Future ................................... 95

CHAPTER 9. SUMMARY AND RECOMMENDATIONS

APPENDIXES
A. Advertisement ................................ 101
B. Organisations and Individuals who Made Written Submissions to the Committee ........ 102
C. Organisations and Individuals with whom the Committee had Discussions .................. 107
D. Persons Present at the Seminar held on 5 December 1973 .......................... 109
E. Organisations and Individuals who made Written Comments on the Draft Report .... 110
F. Alterations to Draft Report in the Light of Comments .......................... 113
Tables

CHAPTER 4

4.1 Full-time, Part-time and External Students in Universities 1961 to 1974, and Colleges of Advanced Education 1968 to 1974 27

4.2 Age Distribution of Students in Universities and Colleges of Advanced Education, 1973 28

4.3 External Enrolments in Tertiary Institutions by State, 1974 29

4.4 Enrolments at the University of Queensland, 1950 to 1974 30

4.5 External Bachelor Degree Students by Faculty, University of Queensland, 1969 to 1974 31

4.6 Enrolments at the University of New England, 1955 to 1974 32

4.7 External Bachelor Degree Students by Faculty, University of New England, 1969 to 1974 33

4.8 Enrolments at Macquarie University, 1967 to 1974 34

4.9 Enrolments at Royal Melbourne Institute of Technology, 1970 to 1974 34

4.10 Enrolments at the Western Australian Institute of Technology, 1969 to 1974 35

4.11 Enrolments at the Mitchell College of Advanced Education, 1971 to 1974 36


4.13 External Courses Available at Australian Universities, 1973 38

4.14 Age Distribution of External Students at the University of Queensland, University of New England and Macquarie University, 1973 39

4.15 Distance of Residence of External Students from Universities, 1973 39

4.16 Occupations of all External Students by Faculty, University of Queensland 41

4.17 Academic Performance of External Students at University of New England, University of Queensland and Royal Melbourne Institute of Technology, 1972 42

4.18 Examination Pass Rates in the Faculty of Arts at the University of New England, 1955 to 1973 42

4.19 Students in Courses Available on a Part-time Internal Basis in Universities, 1974 44

4.20 Pass Rates of Part-time and Full-time Students in Selected Universities, 1972 43

4.21 Proportion of 1961 Entry which had Discontinued Study Through Failure or Withdrawal by 1967 45

4.22 Classes Commencing After 5.00 p.m. as a Proportion of Total Classes, by University, 1973 46
CHAPTER 4

4.23 Highest Qualifications of Students Commencing Their First University Bachelor Degree Course, 1974 48
4.24 New Students Admitted to Bachelor Degree Courses in Universities who Did Not Meet Normal Admission Requirements, 1973 48
4.25 Numbers of Students Commencing Higher Degree Study at Universities on the Basis of a Qualifying Degree Gained at a College of Advanced Education, 1974 50

CHAPTER 5

5.1 Age Distribution of New Students, 1971 and 1972, British Open University 55
5.2 Sex Distribution of Students in Foundation Courses, 1971 and 1972, British Open University 55
5.3 Occupational Distribution of New Students, 1971 and 1972, British Open University 56
5.4 Staff Numbers 1970 to 1973, British Open University 57
CHAPTER 1
Introduction

TERMS OF REFERENCE

1.1 On 7 March 1973 the Minister for Education (the Hon. Kim E. Beazley, M.P.) announced the appointment of a Committee to advise the Universities Commission on open university type education. The terms of reference of the Committee were:

(1) To enquire into the desirability and means of expanding opportunities in Australia for extra-mural degree courses of university standard and to make recommendations to the Australian Universities Commission.

(2) The Committee should conduct its enquiry having regard to the aims and methods of the Open University in the United Kingdom and to the position of persons who are unable to meet the normal entry requirements of universities.

The Minister stated that the enquiry would be a major one into open tertiary education. The Committee's advice would guide the Universities Commission in recommending the allocation of funds for the 1976-78 triennium, and the Committee might recommend allocations in 1974 and 1975 to accelerate open university type development.

1.2 As its work proceeded, it became clear to the Committee that its terms of reference inhibited a sufficiently broad consideration of the concerns which the Committee understood to be felt by the Australian Government. These inhibitions related in the main to three limitations which a strict reading of the terms appeared to place on the Committee's discussions: extra-mural, degree courses of university standard, and aims and methods of the Open University in the United Kingdom. On the first point, the Committee felt that if it were in fact to look broadly at how people at present deprived of opportunities for tertiary education could be enabled to have them, there would be a need to look at the availability and quality not only of extra-mural programs, but also of part-time and indeed certain aspects of full-time study in present universities. As to the second point, degree courses of university standard, however important, are only part of tertiary education. It seemed to the Committee desirable to examine facilities and opportunities over a field which, while it would not include general adult education, would include work done by colleges of advanced education. Thirdly, experiments designed to open and liberalise higher education are being made in many countries, and the Committee felt that it should, in the comparative part of its work, gain insights wherever it could, rather than confine itself to examining the aims and methods of the Open University in the United Kingdom. On 4 October 1973 the Committee sought the Minister's approval to its taking these wider views of its functions. On 9 October the Minister agreed, and at the Committee's suggestion appointed two further members with special knowledge of the work of colleges of advanced education.
1.3 At the same time the Committee suggested to the Minister that initially the Committee should prepare a draft report; that the draft report should be published and a period allowed for public discussion and comment; and that the Committee should then consider written comment made to it and settle the final form of the report for submission to the Minister through the Universities Commission. This sequence had been used successfully on several educational issues in the Australian Capital Territory and in some other countries, and in particular in connection with the Report into Post-Secondary Education in the Province of Ontario. The Minister agreed to the suggestion and a draft report was published in April 1974.

1.4 The members of the Committee, including the two additional members mentioned in paragraph 1.2, were:

Emeritus Professor P. H. Karmel, C.B.E., Chairman of the Universities Commission (Chairman)

Mr J. C. Bannon, (then) Industrial Officer, South Australian Branch, Australian Workers’ Union

Emeritus Professor G. A. Barclay, Deputy Vice-Chancellor, Macquarie University

Mr J. Birman, Director of the Extension Service, University of Western Australia

Mr Maurice Brown, former Principal of the Australian Administrative Staff College (Executive Member)

Mr M. V. Cove, Superintendent of In-service Education, Tasmanian Department of Education

Mrs Joan L. Flint, Alderman of Dubbo City Council and Deputy Chairman of Council of Mitchell College of Advanced Education

Mr M. W. Hopper, Director, Gippsland Institute of Advanced Education

Mr Monty Morris, (then) Co-ordinator of Television and Radio Services, Queensland Education Department

Mrs Prudence Myer, Adult Education Tutor, Melbourne

Professor P. H. Partridge, Professor of Social Philosophy, Australian National University and a member of the Universities Commission

Mr H. C. Sheath, former Director of the Department of External Studies, University of New England

Mr T. B. Swanson, Chairman, Commission on Advanced Education

Mr Frank Watts, Director of Education, Australian Broadcasting Commission

PROCEDURE

1.5 Up to the time of the publication of the draft report the Committee held ten meetings, two in Sydney, one in Adelaide and the others in Canberra. The first was held on 6 April 1973 and the last on 8 and 9 April 1974. After the publication of the draft report the Committee held two more meetings, the latter on 7 and 8 December 1974. The Committee met for a total of 22 days.

1.6 At the outset, the Committee decided to call publicly for submissions on matters related to its work. Advertisements for this purpose were placed in a wide range of newspapers and magazines throughout Australia, mostly in late April and early May 1973. The form of the advertisement is set out in Appendix A.
missions were received from 91 organisations and from 81 individuals: their names are listed in Appendix B. The Committee also asked all Australian universities, through their Vice-Chancellors, to provide information about a number of matters, including the facilities they offer, or have in contemplation, for external and part-time study and their admission practices. Information about colleges of advanced education was obtained from the Commission on Advanced Education and from submissions made by certain colleges.

1.7 The Committee visited the University of New England on 29 August 1973 and Macquarie University on 30 August 1973. The purpose of these visits was to enable members to meet academic and administrative staff members concerned with external studies in those universities, to see at first hand residential schools for external students, which were being held in both places, and most importantly, to meet and talk with external students themselves.

1.8 On 4 October 1973 the Committee had the advantage of discussions with Mr John Robinson, Chief Assistant to the Controller of Educational Broadcasting at the British Broadcasting Corporation, who was visiting Australia under the auspices of the Department of Adult Education in the University of Adelaide and as a guest of the British Council. Mr Robinson has been closely concerned with the partnership between the British Open University and the British Broadcasting Corporation.

1.9 After the Committee had reviewed the submissions mentioned in paragraph 1.6 it held discussions, in November and December 1973 and February 1974, with representatives of a number of organisations: their names are set out in Appendix C.

1.10 On 5 December 1973 the Committee held a seminar in Canberra, to which it invited a representative group of individuals who had made substantial submissions on the Committee's work. The names of those present are listed in Appendix D.

1.11 At the Committee's suggestion the Executive Member conducted, in June, July and August 1973, a small pilot survey of the demand for higher education in a country town. Horsham, Victoria, was selected for this purpose.

1.12 The Committee's draft report was widely circulated in May and June 1974, and comments were invited by 31 July 1974. This date proved too early. A number of institutions and societies decided to arrange conferences on the draft report, and other people and organisations who wished to comment were unable to do so before the end of July. In the event, comments were received up to about the end of September 1974. There were 100 comments, and the names of the organisations and individuals who submitted them are listed in Appendix E. At two further meetings the Committee considered the comments and prepared its final report, which is set out in this document. In the interests of clarity, the final report is set out as though there had been no draft report. An appendix has however been included, Appendix F, setting out the main points made in the comments, and indicating the major alterations which the Committee made to the draft report in response to the comments and as a result of its own further discussions. In addition, a large number of minor amendments (some to update information) and corrections has been made.
1.13 During the period of the Committee's work, various members have attended the following conferences:

- A student symposium on the Open University project, University of Melbourne, 18 April 1973.
- A forum — 'The University is Open' — arranged by the Council of Adult Education, Victoria, Melbourne, 28 May 1973.
- Conference on Open Tertiary Education Report, Department of Adult Education, University of Sydney, 5 July 1974.
- Conference on Open Tertiary Education, Committee on University Education, University of Western Australia, 8 July 1974.
- National Conference of the Australian Association of Adult Education, La Trobe University, Melbourne, 18 — 23 August 1974.
- UNESCO Seminar on 'Learning To Be', Australian National University, Canberra, 26 — 30 August 1974.

FORM OF REPORT

1.14 In Chapter 2, the Committee has outlined the educational context in which it has seen its work taking place and has set out the educational values to which it adheres and the objectives towards which its proposals are aimed. Chapter 3 attempts to assess the demand from individuals for greater access to tertiary education. Chapter 4 deals with the present situation of open tertiary education in Australia and recent trends. Developments overseas are discussed in Chapter 5, and some of the views expressed in submissions to the Committee are set out in Chapter 6. Chapter 7 analyses the role of educational technology in opening up higher education. In Chapter 8 the Committee discusses the options open to it, reaches its conclusions and makes its recommendations. The final chapter briefly summarises the whole report.
CHAPTER 2

Values and Aims

2.1 In undertaking its task, the Committee has kept in mind the structure of tertiary education as a whole in Australia, the way in which the structure has been altering and will continue to alter, and the changes in educational philosophy that have been taking place in the last decade. This Chapter is devoted to setting out the context in which the Committee has carried out its deliberations, and the values and aims which have informed its discussions.

EDUCATIONAL CONTEXT

2.2 The conventional view of formal education has been to regard it as a preparation for adult life, both in the general sense of a preparation for 'living' as well as in the specific sense of a preparation for a vocation. This view of education has emphasised its sequential aspects; and it is customary to refer to the various stages of education as pre-school, primary, secondary, tertiary and so on.

2.3 Over the past twenty years there has been a continuous increase in the average time spent by young people in educational institutions. More and more have persisted to the upper years of secondary school; and more have carried on to universities and colleges. For example, at present in Australia about one-third of the relevant age group completes secondary school; 20 years ago the proportion was only one-tenth. Similarly the proportion of the age group that enrols in tertiary institutions has risen three-fold over the same period. Since it has become relatively common practice for young men and women to complete secondary schooling and seek higher education, the pressures on young people to conform to this trend have become considerable. These pressures impinge on some groups more than on others: more on boys than on girls, more on some migrant groups than on others, more on higher socio-economic classes than on lower. The pressures come not only from the young people themselves but also from their parents and from employers. The trend towards more and more-staying-longer and longer in full-time education has produced many social tensions and conflicts. These relate to the labour market, the individuals themselves, the educational institutions and society generally.

2.4 The Labour Market. With a rising supply of recruits with high formal qualifications to the labour market employers tend to demand these qualifications for an increasing range of jobs. The nature of the jobs to be done may not demand high qualifications. However, if more able young people have tertiary degrees or diplomas, employers require these qualifications even though they are not essential for particular jobs, merely so that they can continue to select the people they believe to be more talented. This puts pressure on secondary school students to stay at school even though they prefer to obtain jobs. Juvenile employment becomes
increasingly difficult to obtain and there is a tendency for unemployment to be concentrated among the less skilled young.¹ Employers in their quite natural desire to obtain the best people offering for jobs demand higher and higher paper qualifications and place more and more emphasis on formal assessment. Relatively unskilled juveniles are prejudiced in the labour market to an increasing degree. Since the children of those in the lower socio-economic groups (including certain ethnic groups) tend to persist less with their education and acquire fewer skills, the labour market, in effect, increasingly discriminates against them.

2.5 Secondly, in an environment of rapid technological progress many people change their occupations a number of times during their working lives, and regardless of their previous education, may require re-training. Quite apart from this, skilled and professional workers need continuous refreshment to update their skills. These requirements of the modern economy conflict with the traditional view of formal education as a preparation for working life, accomplished once and for all in the classroom. The now well-recognised need for re-training² and refreshment for periods extending over weeks and often months and the desirability of extending educational opportunities to adults will almost certainly require significant changes in conditions of employment; for example, by the provision of paid educational leave.

2.6 Thirdly, in a world in which the structure of the labour market is changing, the matching of the qualifications required of new recruits to the workforce with the qualifications earned by new graduates of educational institutions becomes increasingly difficult. The dynamic changes in society may result in a conflict arising between manpower requirements, the preferences of students and the offerings of institutions.

2.7 The Individual Student. The growing pressures and opportunities to remain in full-time education have, in recent years, produced many secondary and tertiary students who do not find continuous full-time study congenial.³ Many students stay in upper secondary school because they believe that there is a lack of job opportunities.⁴ This imposes on the schools a custodial role which has unfortunate repercussions on them, while the students themselves sometimes resent the institutions which they describe as prison-like in their functions. Moreover, many students who stay on at secondary school willingly may find themselves in universities and

¹ This tendency is clearly visible in the United States of America. See L. E. Gallaway & Z. Dyckman: 'The Full Employment-Unemployment Rate: 1953-1980', in The Journal of Human Resources, Volume V, Number 4, Fall 1970, p. 496. In Australia, where conditions of virtually full employment have generally prevailed for the past thirty years, unemployment is usually low, and all but 1-2 per cent of the workforce is normally employed. However, the incidence of the unemployment that exists is more severe among young people and the incidence of longer term unemployment is more severe among those with low educational standards. See Department of Labour and National Service: An Analysis of Full Employment in Australia, Labour Market Studies No. 2, Melbourne 1970.


colleges before they have discovered their real interests and aptitudes, and consequently may be poorly motivated.

2.8 Another consequence of the lengthening of the period of full-time education is the conflict that arises from the dependent status of the student while moving into adulthood. It is a strange paradox that the age of physical maturity has been declining and the age of majority has been reduced at the very time that the period of financial dependence of the average adolescent has been extended. Whether the student is dependent on his parents or on the public purse, he is certainly not obliged to take on the responsibilities that have been normally associated with adulthood.

2.9 As the flow of more highly qualified men and women increases, the power of a given qualification to secure an interesting and rewarding job is likely to diminish. University graduates are today available in much greater numbers than in the past and many of them now occupy jobs for which in former years much lower qualifications were required. Thus the expectations of students are frequently unfulfilled, and pressures towards obtaining higher and higher qualifications mount. On the other hand, while a university or college qualification may no longer guarantee prestigious employment or employment that provides opportunities to exercise initiative and responsibility, those who have not had the opportunity to gain such qualifications (or, at a lower level, to have completed secondary education) are placed at a considerable disadvantage. Thus, while the rewards for persisting with education are not necessarily as great as they once were, the penalties for not doing so are considerable. This means that as the trend towards more and more education persists the importance of providing access to education for all people grows. The deprivation of the have-nots becomes patent as the proportion of the have-haves rises. As a consequence, there has recently emerged in Australia a considerable public concern about equality of opportunity.

2.10 The Educational Institutions. The massive increase in enrolments in tertiary institutions has created problems which are especially acute, perhaps, for the universities. A central role of the university is that of conserving, transmitting and extending knowledge. Furthermore, the universities are expected to maintain high intellectual standards in their teaching and in scholarship. Indeed, they are usually looked upon as the community's guardians of high standards of intellectual rigour and excellence in scholarship, in research and in the training of young people for entry into important and exacting professions. It cannot be denied that there is some difficulty in reconciling these requirements with the modern task of dealing with large numbers of students who come into the universities with diverse backgrounds and different interests. Moreover, in the case of a significant number of students, their aspirations and values do not coincide with those that are supposed to animate the universities as institutions. There is a danger that conflict may develop between the traditional requirement that universities should seek high levels of intellectual and professional excellence and the social aspiration that much wider opportunities should be provided for an ever increasing number to gain

---

the benefits of a university education with the possibility of entry into the more
prestigious and highly rewarded professions. Apart from questions related to the
values and motivations of a certain proportion of students, or their mental and
emotional 'readiness' for the disciplined study that a university education requires,
the universities inevitably experience difficulties in always maintaining high and
rigorous standards of teaching and learning wherever they are under the necessity
of teaching large bodies of students. These are considerations that must be taken
into account in an examination of ways and means by which tertiary education
can be made more 'open' or more widely accessible.

2.11 Moreover, the diversity of the student body is likely to create a demand for a
wide range of course offerings. This may conflict with the values, objectives and
practices of what are cautious and conservative institutions. In recent years tensions
have occurred between academic institutions and their student bodies over the
'relevance' of curricula and the modes of learning employed. Similarly, the importance
placed by employers on qualifications and formal assessment mentioned in
paragraph 2.4 has contributed to conflicts between students and institutions over
methods of assessment and certification.

2.12 It is conceivable, of course, that if the numbers of mature, extra-mural students
grow considerably, further problems and tensions will manifest themselves within
tertiary institutions. Yet some at least of the tensions referred to in the preceding
paragraphs are undoubtedly connected with the fact that a proportion of students
who now pass directly from school to university or college feel that they are
required to do so by prevailing social or economic pressures. Some of them appear
to be increasingly restless within an educational system which tends to preclude
them from participation in wider social contacts and from economic interests and
activities during a period of their lives when they feel themselves to have achieved
adulthood. An educational system which provides wider access for mature students,
and especially one which encourages many more students to combine work and
tertiary study or to alternate periods of full-time study and periods of employment,
might be expected, by allowing postponement of entry, to alleviate some of the
existing tensions. The experience of those Australian institutions which have been
engaged in the extra-mural or part-time teaching of mature age students does
suggest that some of the difficulties which have manifested themselves in the case of
a minority of younger students do not arise to the same extent with the older
students.

2.13 The Wider Society. The trend towards more and more education has imposed
substantial costs on society in the form of the resources used for educational
purposes. The costs of additional provision in education involve foregoing alterna-
tives in the form of other social services or public and private expenditure. It
would, of course, always be possible to expand educational provision quantitatively
without imposing additional costs on society if its quality were permitted to fall. In
the light of the competing demands for society's resources some compromise has to
be reached on the quantity and quality of educational provision; education cannot
be given an absolute priority over society's other needs.

2.14 The massive expansion of educational opportunities at the upper secondary
and tertiary levels over the past twenty years has served Australia well by raising the
general educational standards of the community and by providing it with increasing
proportions of highly qualified manpower. However, the previous paragraphs
indicate the problems which are developing as greater proportions of young people
persist with their full-time education. These problems raise fundamental questions
concerning the desirability of the continuation of this trend. The Centre for
Educational Research and Innovation (CERI), an agency of the Organisation for
Economic Co-operation and Development, has posed these questions:

Is a continuous process of schooling, from pre-primary through primary, secondary,
and higher education, the best way to prepare all individuals for their future role in
society and to provide optimal opportunities for self-development; and secondly, is
a continuous lengthening of the schooling period, and hence a continuous further
expansion of the conventional educational system, the best way to respond to the
increasingly important role of knowledge and abilities in modern society?

2.15 Whether the prescription should be simply more of the same or should involve
new approaches to the expansion of educational opportunities has been the subject
of wide-spread debate in recent years. The question has been canvassed thoroughly
in a number of major reports. None has argued merely for more of the same. The
consensus is that merely to follow the existing trend would exacerbate the tensions
which at present exist and which are producing undesirable consequences. Formal
education should no longer be regarded as a preparation for life but, at least beyond
the compulsory level, it should be integral with life itself. Educational experiences
could then extend over a person's lifetime with the individual moving back and
forth between educational programs and work, or operating concurrently in both
spheres, according to desire and need. In such a society education would be
recurrent, in the sense that education opportunities would be spread out over the
individual's lifetime.

2.16 The main characteristics of a recurrent education system have been stated as
follows:

(a) the last years of compulsory education should provide a curriculum that gives
to each pupil a real choice between further study and work;
(b) after leaving compulsory school, access to post-compulsory education should
be guaranteed to the individual at appropriate times over his total life-cycle;
(c) distribution of facilities should be such as to make education as far as possible
available to all individuals, wherever and whenever they need it;
(d) work and other social experience should be regarded as a basic element in
admission rules and curricular design;
(e) it should be possible and important to pursue any career in an intermittent
way, meaning an alternation between study and work;
(f) curricular design and content and teaching methodology should be designed in
co-operation with the different interest groups involved (students, teachers,
administrators, etc.) and adapted to the interests and motivation of different
age and social groups;

---

* Centre for Educational Research and Innovation: Recurrent Education: A Strategy for Lifelong
Learning, OECD 1973, pages 10 and 11.
* See: The Learning Society, Report of the Commission on Post-Secondary Education in Ontario,
1973; Learning to Be, UNESCO, Paris, 1972; Towards a Learning Society, A Report and
Recommendations by the Carnegie Commission on Higher Education, October 1973; Recurrent Education:
A Strategy for Lifelong Learning, Centre for Educational Research and Innovation, 1973; Priorities
(g) degrees and certificates should not be looked upon as an 'end result' of an educational career but rather as steps and guides towards a process of lifelong education and lifelong career and personality development; and

(h) on completion of compulsory school, each individual should be given a right to periods of educational leave of absence with necessary provisions for job and social security.°

2.17 The Committee would not wish to limit its conception of recurrent education in this way. Although it accepts that full-time on-campus education, where it is feasible, offers great advantages to students, it is of the view that the concurrence of work and study is an important option available within the framework of the new approach to formal education outlined above. This option is of particular relevance in Australian tertiary education, where there has been a long tradition of part-time studies. In terms of social costs, part-time study, like external study, has the advantage that it obviates the withdrawal of the student from productive employment.

2.18 There are many students for whom the activity of learning is more enjoyable and has greater point when it can be seen to be closely related to the practical activities in which they are engaged or have had experience. Some persons welcome the opportunity to study in their own way, in their own time and at their own pace; for some mature students especially, the regimen of the formal lecture and the lecture room is not the most stimulating or intellectually rewarding form of study. Some students can approach books and other materials of study in a more critical and interactive way when they can bring their own problems and experience to bear on what is presented to them. There is evidence to suggest that the association of study with work and with other adult social activity is a factor in creating habits of intellectual application and a taste for learning that survive throughout life. These arguments suggest that, apart from justifications for recurrent education derived from the needs of the economy and the requirements of social justice, there is a powerful educational justification as well: viz., that recurrent education may well be a form of education with its own distinctive value and effectiveness. And if it is a form of education that is invigorated by the interaction of the student's interests and experience with the subject-matter he studies, this implies that there is a special obligation on a system of 'open' education (including extra-mural education) to respond to the needs, interests and experience of students of mature age. This responsiveness must express itself in the range, diversity, specificity and flexibility of courses provided within the system.

2.19 It is important to emphasise that even under a system of recurrent education many students who enrol in tertiary institutions (indeed almost certainly the majority) would continue to proceed directly from secondary school to university or college as at present. But the recurrent system would provide alternatives to this route and make possible the continuing education of adults over their life-times. As far as higher education is concerned, expanded opportunities would be offered by a greater diversity in courses, modes of learning, types of institutions and the values pursued by those institutions, and by making possible alternative time-patterns of educational activity (for example, by interposing a period of work or community

service between secondary school and tertiary courses or between undergraduate and post-graduate courses, or by enabling periods of study and work to be sandwiched).

2.20 A society in which education and living have become integrated in this way is a strategic goal for the future. There will be many difficulties to overcome in reaching it because its implementation will be dependent on major changes in the social and economic fabric, in particular in the community's attitudes to education, in the conditions operating in the labour market and in the customary terms of employment.9

2.21 The Committee accepts that the concept of such a society should guide its deliberations as a long-term goal. In this context it sees as its main contribution the removal of barriers to access to tertiary education and the 'opening up' of tertiary education generally, both for career purposes and for personal enrichment.

2.22 In promoting the opening-up of tertiary education the Committee wishes to emphasise that it is not implying that the current Australian system is a closed one. In fact, Australian universities and colleges are a great deal more open than their counterparts in many European countries. At the same time, the Committee believes that there is considerable room for a further expansion of educational opportunities at the tertiary level, especially for those who do not proceed to tertiary study immediately after leaving school, whether or not they have completed their secondary schooling. The Committee believes moreover that throughout Australia there is a considerable unsatisfied demand for opportunities for recurrent, including extra-mural, tertiary study; and that, given the economic, social and educational considerations that strongly support these forms of education, the provision of additional opportunities ought to have high priority in national educational policy. The question of demand is considered in the following Chapter.

OBJECTIONS OF THE COMMITTEE

2.23 The Committee believes its objective of expanding opportunities for higher education can be achieved by action on a number of fronts. These relate to entry, accessibility, courses, modes of learning, diversity of institutions, transferability between institutions and courses, the flow of information and student finance. The present situation in Australia with respect to most of these matters is discussed in Chapter 4.

ENTRY

2.24 All tertiary institutions in Australian have regulations which require students to meet certain entry criteria. For the most part these criteria relate to examination achievements at the completion of secondary school, and they may well be appropriate for students proceeding directly from school to tertiary institutions. However, entry is very difficult for students who have not completed secondary schooling or who, having completed it, have failed to pass the necessary examinations. Many students fall into these categories not because of lack of innate capacity to under-

---

take courses in higher education, but because of lack of educational opportunities at the school level or lack of motivation stemming from socio-economic and cultural backgrounds, or because they are slow to develop or to become conscious of their interests, aspirations and capacities. The Committee believes that provision should be made for such people both by the offering of bridging and threshold courses especially designed for early school leavers and by more liberal regulations with respect to mature age entry for those whose post-school experience has provided a basis for advanced study. Deferment of entry for those who wish to work or give community service for one or more years after the successful completion of secondary schooling should also be readily available. Some provision along these lines is made in existing institutions but it has been relatively limited; a great deal more flexibility is desirable.

2.25 It would, of course, be misleading to imply that such a liberalisation of entry will greatly increase the representation at universities and colleges of the lowest socio-economic groups; the disadvantages suffered by these groups operate well below the threshold to tertiary education, and any amelioration of their handicaps will require reform not only in primary and secondary schooling, but more particularly in society as a whole. Moreover, concentration of effort on expanding opportunities for higher education may divert resources from the very areas of education which are likely to be most effective in offering wider options to the disadvantaged individuals and groups in our society. In this connection, the development of educational activity which is post compulsory school but below tertiary level (generally designated as 'further education') is of great importance.

2.26 The Committee does not wish to be interpreted as advocating a system in which there are no entry requirements at all. Students should not be admitted to advanced courses unless they have a prospect of coping with them, partly because the demonstration of inability to cope may have ill effects on the students themselves, and partly because it will affect the general quality of the institutions. Moreover, unrestricted entry to a system of high quality tertiary education may be so expensive as to prejudice other educational or social objectives. In any event, it is impossible to guarantee places in particular faculties of particular institutions to all students who seek them; some rationing is inevitable. The Committee is aware of the difficulty of avoiding these problems within a system of open education. Nevertheless, it is also aware of the evils that could result both for the individuals concerned and the institutions if significant numbers of students were encouraged to enrol who had very poor prospects of meeting the requirements of the courses which they entered. Thus, the Committee believes that it will be necessary for institutions to tackle this problem in two ways; by designing, wherever possible, courses that do not depend on a prior study of the subject at secondary level and by devising ways of evaluating the capacity and motivation of students who lack formal entry qualifications. No doubt such methods of evaluation will differ greatly from the formal scholastic examinations which until now have constituted the normal basis of selection.

2.27 Although Australian universities and colleges enrol many older students, the present selection arrangements favour the young man or woman coming direct from
school. Indeed, opening-up tertiary education merely by increasing the number of places under existing conditions would lead to the admission of more students direct from secondary school with poor prospects of academic success. This would exacerbate the trends referred to in paragraphs 2.3 to 2.14 and, in any event, would not improve access for the very groups of the population that an opening-up of higher education is intended to assist. On the other hand, procedures which facilitate the entry of mature age students will result in a somewhat different mix of students. In the Committee's view the person with strong motivation and greater maturity, although with lesser formal qualifications, has a stronger immediate claim on a tertiary place than those younger students fresh from school who have poor prospects of academic success; thus, the opening-up of tertiary education is concerned critically with the mix of students. The categories of mature students that the Committee has in mind would include:

(a) persons who have not completed a full secondary course but who, after some years of employment, wish to enrol for tertiary courses;
(b) persons who have completed a secondary course but have not immediately entered a tertiary institution;
(c) persons who have been employed for some years but wish to change their occupation and thus to gain different qualifications (some of whom may already be graduates);
(d) women with domestic responsibilities, who wish to gain, complete, refresh, enhance or modify their qualifications with a view to entering suitable employment;
(e) persons who wish to improve their prospects of advancement by updating their qualifications, or adding to them by studying more advanced courses or additional courses related to ones originally taken;
(f) persons who have dropped out of university or college without completing a degree or diploma, and after being employed for some years wish to resume and complete studies for a qualification, either in their original field or in a different one suggested to them by their subsequent experience;
(g) persons who wish simply to extend their education without vocational intent;
(h) persons who, as mature students, are not firmly committed to a particular area of study but seek some exploratory work to guide them into something acceptable.

ACCESSIBILITY

2.28 Tertiary institutions may not be accessible to particular students for three reasons:

(a) geographical;
(b) temporal;
(c) physical.

2.29 Many students live in areas which are not conveniently located to a university or college campus. Tertiary education which requires regular attendance at an institution is not accessible to these students. In Australia, particularly in New South Wales and Queensland, such students have been extensively catered for by
external studies programs; and in these two States, university education at least can be said to be more accessible than in the rest of Australia.

2.30 There are also many students who wish to undertake university and college courses by part-time attendance. Institutions are not accessible to these students if they do not permit courses to be taken part-time or if their timetables are such as to make it difficult for employed students to attend classes. Part-time study has always been a major feature of Australian universities and colleges, particularly in arts, education, economics and law in universities, and in engineering and business studies in colleges of advanced education. In 1964 the Martin Report recommended that the numbers of part-time students at universities should be reduced. This recommendation was unacceptable to the government of the day. Notwithstanding this, there has, in recent years, been a decline in the proportion of students studying part-time (see Table 4.1). The Committee attaches importance to the maintenance and extension of opportunities for part-time study. It is well known that part-time students suffer many obstacles in their efforts to pursue tertiary studies. The Committee suggests that it is desirable that universities and colleges of advanced education should investigate the problems associated with part-time studies. These include the constraints imposed by conditions of employment, and the special difficulties under which part-time students may suffer in accommodating themselves to procedures and forms of study which have become established in tertiary institutions mainly with regard to the capacities and circumstances of younger full-time students. The Committee believes that there is much scope for experiment and innovation in the education of part-time students; and also that tertiary institutions might be able to take the initiative in exploring with employers possible ways of making part-time study a less difficult enterprise. Australian universities and colleges have a long and often impressive record in educating the part-time student, and the Committee believes that continuous improvement of this method of further education is one important way of pursuing a greater openness within the Australian system.

2.31 Accessibility may also be inhibited by physical factors. Even if a student is located conveniently to a tertiary institution and the tertiary institution provides opportunities for part-time study, he or she may be unable to attend for a variety of reasons, for example, because of physical handicap or for some domestic reason as in the case of many housewives with young children. For these students the possibility of external studies would facilitate access.

2.32 The Committee believes that tertiary courses should be available to Australians wherever they live and in whatever circumstances they are placed. It would be impracticable to make all courses available either by external or part-time study, but present arrangements for external study are grossly inadequate in four of the States, and even in New South Wales and Queensland there is evidence that the demand for external places may exceed existing capacity. Moreover, there are some students, especially mature ones, living in areas accessible to universities or colleges

---

for whom external study may be more appropriate than internal part-time enrolment.

COURSES
2.33 The Committee places a high value on a diversity of tertiary courses for Australia. In the design of curricula, the conflict between a set-piece course of study and the free choice of the student to accumulate at will credits towards a degree can never be resolved. In fact many tertiary courses are a compromise between these two approaches. Nevertheless, opportunities for higher education will be expanded if students are given a greater choice; and this is particularly the case as the range of capacities and interests of the student body widens with increases in the proportion of the age group and the range of ages of students attending tertiary institutions. Diversification of courses includes not only the provision of a greater variety of subjects and a greater flexibility in their combination, but may also embrace the provision of courses tailor-made to the individual student's requirements. This occurs in the 'learning contracts' which are a feature of the academic programs in a number of American colleges (for example, the University Without Walls, see paragraph 5.21), and the design of courses for groups with special interests. The Committee would also see advantages in permitting students to undertake component subjects of a degree or diploma course without necessarily aiming at the completion of the degree or diploma. In particular, there are many students, some already graduates, who would value undertaking systematic advanced courses in particular disciplines; this category of students is not at present well catered for in universities and colleges.

MODES OF LEARNING
2.34 The typical mode of learning in Australian tertiary institutions is the expository lecture combined with tutorial classes and/or practical sessions in courses extending over a number of years in a particular institution. There has, of course, been some experimentation in teaching methods and in external studies programs which do not employ classroom teaching methods, and this has been encouraged by the establishment of teaching and learning units at many universities and colleges. There is clearly room for diversification in modes of learning and the Committee believes that innovation and experimentation in this work, including the training of tertiary teachers in the appropriate skills, are most desirable. Quite apart from the use of modern educational media, there are such modes as independent study, experiential learning, and work study programs. There is also the possibility of discontinuous courses, sandwich courses, courses undertaken at more than one institution and so on.

DIVERSITY OF INSTITUTIONS
2.35 Australian universities are relatively homogeneous, although colleges of advanced education show greater variety and certainly differ in important characteristics from universities.\(^{11}\) The Committee values a diversity of tertiary institutions. It believes that it is desirable for different institutions to have different educational objectives. This is not to advocate a hierarchy of institutional objectives and values,

\(^{11}\) See Australian Universities Commission: Report on the Proposal of the Government of Victoria for a Fourth University in Geelong, Ballarat and Bendigo, paragraphs 3.3 and 3.4.
with university objectives and values at the peak of the pyramid; rather it is a pluralistic approach with an emphasis on difference and not on rank. Such a pluralistic approach does, however, argue against an acceptance by a particular institution of responsibilities which can be better undertaken by other institutions with their own missions, values and skills.

2.36 As far as universities are concerned, the Committee believes that it is of the first importance that they should continue to maintain high intellectual standards in teaching and scholarship. This is not to argue that universities should resist change; on the contrary, there is much room for innovation and diversification in university activities and in their methods of teaching and for liberalising arrangements for entry and the transferability of credits. However, some universities are already so heavily committed in full-time and part-time undergraduate teaching and in post-graduate teaching and research that it might be inadvisable for them to add further commitments by expanding into such fields as off-campus teaching.

TRANSFERABILITY

2.37 The expansion of opportunities for higher education within the context of recurrent education implies that the movement of students between institutions and the acceptance of credits of one institution by another institution should be facilitated. The Committee believes that movement from one level at one institution to a higher level in another institution and portability of credits should be liberalised within the Australian tertiary system, particularly as many students are obliged to move from one place to another. There are already some signs that such liberalisation is beginning.

INFORMATION

2.38 The present system of tertiary education in Australia comprises 17 universities and 77 colleges of advanced education. These offer a variety of courses, some of which are available externally and some by part-time study. This system, together with its relationship with upper-secondary schools and institutions of further education, is itself a complex arrangement. If opportunities for tertiary education are further expanded by pursuing the objectives outlined in this chapter, the system will become more complicated. To avail themselves of the opportunities for higher education, people will need much more information and advice on the options which are open to them. The Committee therefore regards as a crucial factor in providing greater access to higher education the ready availability of information and advisory services on the activities and practices of tertiary institutions, the methods of entry, the modes of learning, and the possibility of transfer between them.

STUDENT FINANCE

2.39 Fees are no longer a serious barrier to tertiary education. However, from the student's point of view the main costs of full-time attendance at a university or college are the earnings foregone. These are, to some extent, offset by the Australian Government's Tertiary Education Assistance Scheme for financial assistance to all full-time unbonded Australian tertiary students who gain entry to universities and colleges. This assistance is means tested. The levels of student allowances, while generous for school leavers in comparison with other welfare benefits, are scarcely
adequate for the older full-time student with family responsibilities, for whom the costs of earnings foregone are a real barrier. For the part-time student, there may be costs of travel as well as expenditure on books. For the external student, the costs of travel to and residence at compulsory vacation schools may impose substantial burdens. The Committee would not wish to advocate that no costs of tertiary education should be borne by the student, but clearly the costs weigh more heavily on those from the lower income groups, particularly those with large families, and erect barriers to educational opportunities for them in particular. The Committee would see merit in the extension of the present scheme to take account of these difficulties.\textsuperscript{12}

2.40 The preceding paragraphs 2.23 to 2.39 indicate those matters to which the Committee attaches importance in the execution of its task. The policies favoured by the Committee amount to an ‘opening up’ of options in tertiary education. It was precisely this, although perhaps on a more limited basis than that envisaged by this Committee, that was the aim of the establishment of the British Open University. In the words of the Report of the Planning Committee:

\begin{quote}
... the objects of the Open University are to provide opportunities, at both undergraduate and post-graduate level, of higher education to all those who, for any reason, have been or are being precluded from achieving their aims through an existing institution of higher education.\textsuperscript{13}
\end{quote}

2.41 The use of the adjective ‘open’ in the title of the Open University was deliberate. Its significance was emphasised by Lord Crowther, the first Chancellor, in his inaugural address in 1969,\textsuperscript{14} when he referred to the university’s being ‘open’ as to \textit{people, places, methods} and \textit{ideas}. The concept of ‘openness’ has now passed into the language of educational philosophy, and it is in the spirit of this concept that the Committee has attempted to carry out its responsibilities.

\textsuperscript{12} A committee under the chairmanship of Dr H. S. Williams is at present reviewing the Tertiary Education Assistance Scheme.

\textsuperscript{13} \textit{The Open University}, Report of the Planning Committee to the Secretary of State for Education and Science, London (HMSO 1969) page 5.

\textsuperscript{14} See the \textit{Open University: Prospectus 1971}, pages 17 and 18.
CHAPTER 3
Demand for Open Tertiary Education

3.1 In this Chapter the Committee discusses first the ways in which more open practices in tertiary education generally would meet a demand which is at present unfulfilled: and secondly the potential demand for more ample opportunities for extra-mural tertiary education.

GENERAL DEMAND

3.2 In the preceding Chapter mention was made of barriers which make it difficult for people in various categories to undertake higher education. It seems clear that if these barriers can be lowered or removed, an additional number of students would in fact elect to take tertiary courses, and the total demand for higher education would increase. A number of ways in which this result might come about is discussed in the following paragraphs.

3.3 Entry requirements form an effective barrier to tertiary education. Tertiary institutions normally prescribe minimum qualifications based on examinations or tests taken at the completion of secondary education. In the submissions made to it, the Committee received evidence that there are many persons who have not completed a full secondary education but who, after some years of employment, wish strongly to enrol for tertiary courses. Some of these students may not be adequately prepared for advanced work, but, in the case of many, work experience and maturity may make up for lack of formal academic qualifications. Although a limited number of these students may be in blue collar occupations, most of them would have been practising professional skills (for example, clergymen, primary school teachers, accountants), or have had clerical occupations (for example, government or local administration, managerial responsibilities).

3.4 There are also persons who completed secondary schooling but did not immediately enter a tertiary institution. Such persons may be formally qualified to enter a university or college but some, because of a poorer academic background, may have difficulty in competing with younger students direct from school in obtaining a place within a university or college quota. This applies equally whether they wish to study full-time or part-time. Nevertheless, these persons may turn out to be worthwhile students, their maturity and experience offsetting an indifferent school record which, as it becomes more remote, is increasingly irrelevant to their capacity in advanced courses.

3.5 The two preceding paragraphs do not cover the situation of educationally, socially and economically deprived groups in the community, although no doubt the persons in the two categories referred to in the preceding paragraphs tend to
come from somewhat lower socio-economic groups than 'typical' university and college students. There is ample evidence that within the tertiary student body, the lower socio-economic groups are under-represented.\textsuperscript{1} There is also evidence to indicate that, while the more modest aspirations and the financial difficulties of members of the lower socio-economic groups erect barriers at the threshold of entry to tertiary institutions, the principal cause of the under-representation of these groups in institutions of higher education is their lower retention through the school system.\textsuperscript{2} It is true that the barriers to entry after the completion of secondary schooling might be lowered by improvements in counselling and careers guidance and in the provision of financial assistance, but the main problems of educational disadvantage will have to be tackled much earlier. This will almost certainly involve major changes in social attitudes and institutions, and in the kind and scale of formal and other educational facilities available to and used by the groups at present under-represented.

3.6 Notwithstanding the above, there is a considerable number of able people from disadvantaged groups who left school at an early age; with encouragement and suitable preparation, many of these would succeed in higher studies. Close attention needs to be given to making it possible for such people to enter tertiary courses with reasonable prospects of success. The provision of preparatory or bridging courses for disadvantaged and perhaps other under-prepared students will have to be considerably expanded throughout the country. An examination of this matter would raise questions such as whether technical colleges and adult education organisations should play a larger part, whether an expansion of evening school teaching would be desirable, and whether some tertiary institutions might themselves provide preparatory courses.

3.7 Some persons from disadvantaged groups develop an interest for advanced educational work themselves and have the necessary motivation. But many are not interested, partly because they are not aware of what higher education can offer them and partly because it has never occurred to them that higher education was an area in which they might be involved. Some of these may prove to be excellent students and may obtain both pleasure and profit from entering courses of higher education, but they may have to be sought out and given special stimulation and encouragement. Effective information, guidance and counselling services and the mounting of publicity campaigns are important means of offering educational opportunities to more of the educationally disadvantaged, and of detecting pools of hidden demand. These efforts will be effective, however, only if they are imaginatively related to the particular group or clientele concerned. For example, the groups might well include women, and particularly women who left school at a time when prejudices against the secondary and higher education of girls were stronger than they are now; Aborigines, urban and rural itinerant workers, such as shearsers, miners, transport workers, seamen and members of the armed services; and migrants, many of whom have language as well as social handicaps. Different means

\textsuperscript{1} See \textit{Schools in Australia}, Report of the Interim Committee for the Australian Schools Commission, May 1973, paragraphs 3.5 to 3.8.

of publicity are appropriate to each group. It would be necessary to employ the media which each group uses, to work through unions and other associations which include members of the groups, and to use personal contact to explain both the opportunities and the support available to enable members of the groups to take advantage of them.

3.8 Another development of openness in higher education which would, in the Committee's opinion, increase demand relates to the availability of part-time studies in universities and colleges. It has already been pointed out that part-time study has played an important part in Australian higher education but it is shown in Chapter 4 that part-time students form a lessening proportion of the tertiary student body. This falling away may be partly due to the increasing availability of living allowances for full-time study, but some tertiary institutions appear to be catering less effectively than previously for part-time students. The Committee feels that there is a strong case for maintaining and improving facilities for part-time study. The introduction of shorter working hours and the growing adoption of 'flexitime' arrangements should increase the opportunities for part-time study.

3.9 Some students who wish to take advantage of higher education are deterred from doing so simply because they are not attracted by the courses available, or the forms in which they are available. The Committee feels that if universities and colleges were encouraged to experiment with new courses in emerging areas of study, including interdisciplinary fields, and with new methods of presentation and teaching, additional students would be attracted to tertiary institutions. In this connection the Committee does not wish to emphasise exclusively courses designed to enable students to gain vocational qualifications. No doubt most tertiary students have in mind the gaining of a formal qualification of vocational value. However, the Committee wishes to stress the needs of those who seek opportunities for further education not because they wish to gain or enhance vocational qualifications, but because they wish to acquire a knowledge of some area of study which has aroused their interest. Students of this kind, including many of mature age, may not wish to complete the full number or the combination of subjects which tertiary institutions require for the award of a formal qualification such as a diploma or degree, but may wish rather to study in depth a single subject. Tertiary institutions naturally concentrate mainly on students intending to follow full degree or diploma courses. The Committee, however, believes that in a community characterised by increasing leisure, by growing intellectual curiosity and by a widening desire to share in intellectual, cultural and social movements, there may be many students, especially among certain classes of adults, such as housewives and older people, who are not so much concerned to gain academic awards as to widen their understanding of the world in which they live. A developing system of higher education should not overlook the demand represented by students of this kind.

3.10 Although this is outside its terms of reference, the Committee feels that it should comment on what has traditionally been called adult education. Throughout Australia there are many well-established organisations which are vigorously conducting programs of adult education. These organisations cater for the type of student described in the preceding paragraph, and it is clear that they should
constitute an increasingly important part of the system of the education of the mature person. But the organisations concerned cannot be expected to meet the whole of the need referred to above. Adult education courses are normally informal in character; they enrol students of varying degrees of preparedness for the subjects they cover; it is not easy for them to provide progressive study of a subject over a period of years; and because of lack of facilities or for other reasons they cannot be expected to provide the more rigorous, systematic study of many subjects which is customary in universities and colleges of advanced education. For these reasons the Committee believes universities and colleges have an important place, alongside adult education organisations, in the education of students of the type now being discussed.

3.11 Another area of what is now becoming known as continuing education has a special relevance for universities and colleges. It is now widely recognised that if living and learning are to be seen as two aspects of the same process, and if learning is to continue throughout the individual's life, for many people there will be times when re-training and refresher training will be appropriate. This may be because the occupation which the person has hitherto followed has itself undergone substantial change; or because knowledge or techniques, which were not in existence when the person was originally trained, have been introduced; or because the person's original skills have become dulled over time. Continuing education in this sense has of course a special contribution to make to women as their domestic responsibilities decline. Continuing education of this kind is an activity in which universities and colleges are becoming increasingly involved, and many are setting up special units to do this work.

3.12 Access to higher education would be facilitated if more liberal granting of credits between institutions could be arranged. Students are increasingly mobile, both geographically in that they may decide or are obliged to move from place to place, and educationally in that they may wish to change the field or level of their studies. While the Committee recognises that some transfer of credits already occurs, it believes that there is need for a development of these practices and in particular for a mechanism by which students can be assured in advance that if they complete particular segments of work in particular institutions, they will qualify for the award they seek. There is little doubt that the geographically mobile are currently not well catered for. An interest which should be borne in mind here is that of dependent students who must move in response to changes in their families' places of residence.

3.13 As new tertiary institutions are established, and as the whole field of higher education becomes more complex, there is a growing need to make full and reliable information available to everyone concerned, and to develop centres where sound advice is available to students, parents, secondary and tertiary teachers, employers and institutions. The information and advice should relate to courses offered by various institutions, the availability of appropriate preparation for them, transferability of credits, financial assistance, and employment. Many instrumentalities, including university and college guidance units and appointments boards, government departments, schools and adult education organisations have parts to play
in the provision of these services: there is, however, a need for co-ordination and leadership, and the Committee has borne this in mind in making its recommendations. An improvement in information and guidance services would, in the Committee’s view, certainly make the demand for tertiary education more effective.

3.14 The willingness and ability of mature students to embark on tertiary courses, and particularly on the part-time pursuit of such courses, and their prospects of success, would be affected by the attitude of employers. Readiness to allow time off to attend classes, vacation schools, excursions and the like can do much to encourage students and lessen their difficulties. In some cases it may be desirable for students to be enabled to intersperse periods of full-time and part-time study. If, as the Committee believes, it is desirable on both educational and social grounds that more mature-age students should undertake tertiary studies, employers can do much to stimulate this development. As paid educational leave becomes more common, an increasing demand for courses at universities and colleges will become apparent.

3.15 It was urged upon the Committee that the lack of adequate child care facilities is a powerful deterrent to many young adults who wish to undertake tertiary courses. It is a lack felt most seriously, but not only, by women; it affects the student mother whether she is a full-time, part-time or external student. In some cases it would be better to locate the child care facilities near the mother’s home, and in others near the educational institution concerned. The development of proper child care arrangements is not of course a special problem of students — many other sections of the young adult population feel it just as severely — but the student group and its needs should be borne in mind when child care projects are being considered.

DEMAND FOR EXTRA-MURAL TERTIARY EDUCATION

3.16 Having regard to its terms of reference, the Committee wishes to comment specifically on the potential demand which could be met by facilitating access to extra-mural tertiary education in Australia. The Committee is well aware of the progress which has been made by some Australian tertiary institutions over many years in offering courses externally, and has made a study of these developments. It nevertheless feels that much more can be done, and that the extension of extra-mural opportunities is perhaps the greatest single contribution which could be made to openness in Australian higher education.

3.17. Many people are prevented from pursuing higher studies by the attendance requirements normally imposed by the institutions concerned. People in this situation include, for example, people with domestic responsibilities which keep them at home; those with physical disabilities, including many elderly people; shift workers; those with itinerant occupations, such as seamen, aircrew members and service personnel; inmates of medical, penal and other institutions; and those who live too far from the educational institution concerned for attendance to be practicable. This last group, it should be noted, includes not only people living in the country, but also many city dwellers. In large cities the problems of attendance
at a university or college may be just as intractable as they are in the country. It is also true that some people's circumstances make it desirable that there should be arrangements whereby a student should be able to take part of his course externally and part internally.

3.18 The facilities for people such as these to enrol as external tertiary students (even if they are academically qualified to do so) vary greatly from State to State, and even where external enrolment is available it covers a limited range of courses. It is quite clear that if the existing facilities could be expanded, and made available throughout the country, the present demand for external study would show a large increase. At the outset of its work the Committee considered whether that potential increase could be estimated. The difficulties involved in making such an estimate are formidable. The most obvious way of finding out how many more people would be interested in becoming tertiary students if more ample opportunities were provided is by a questionnaire-type survey. But because the proportion of people in the population likely to be interested in higher education is in any case small (currently, fewer than two Australians in one hundred are tertiary students), that type of survey, if it were to yield any useful results, would need to be undertaken on a vast scale. Professional advice indicated that over one hundred thousand individuals would need to be approached in order to obtain a reasonably reliable profile of the potential students. Such an operation would be expensive, complex and time-consuming. It would also involve asking for responses to a set of opportunities which in the nature of the case could be only vaguely described and vaguely comprehended.

3.19 These difficulties were exemplified by the study which was in fact made during the planning stage of the British Open University. In that case the National Institute of Adult Education, on behalf of the Planning Committee, sent a questionnaire to 3,000 randomly selected adults. Respondents, having been presented with an outline of the opportunities which might be offered and the effort that would be required of students, were asked to express their degree of interest in the Open University. Seventy per cent replied. Five per cent said they were 'very interested', and 0.9 per cent said they would 'certainly be one of the first students'. When these proportions were applied to the whole adult population and allowance was made for sampling error, the best estimate that could be made was that between 170,000 and 450,000 would be 'very interested', and between 34,000 and 150,000 would enrol.

3.20 The pilot survey of a small country city conducted on behalf of the present Committee indicated similar problems of prediction, and the Committee decided against making a market survey.

3.21 It is possible to make an estimate of the potential demand for external study courses on the assumption that Australia as a whole is serviced with external facilities equivalent to those existing in the States currently best served. Some three-fifths of external students fall into the age group 20 and under 30 years. If external university enrolments in each of the six States are expressed as a ratio to the number in the 20 and under 30 years age group, Queensland is shown
to have the highest participation by a substantial margin. On the basis of enrolments for 1974, the ratio is approximately 1.1 per cent.

3.22 The present situation at the University of Queensland is that any qualified person is admitted to external studies with the proviso that applicants resident in the Brisbane metropolitan area are required to demonstrate that they are not able to attend lectures on a full-time or part-time basis. This implies that the demand for external studies in Queensland is reasonably well satisfied, subject to the limitations that external courses are presently offered only at the university level and that courses are generally restricted to arts type subjects.

3.23 As far as colleges of advanced education are concerned, South Australia and Western Australia have the highest participation rates for external students; in 1974 their rates are approximately 0.5 per cent. It is certainly not the case that the demand for external studies is saturated in these States. Since external studies in universities and colleges are to some extent substitutes for each other, it would probably imply double counting to assume that taking universities and colleges together, the participation rate would be likely to rise to 1.6 per cent in terms of the present range of offerings in the most favoured States. When external enrolments at universities and colleges are added together, New South Wales and Queensland have the greatest participation rate at between 0.9 and 1.2 per cent. The Committee considers that for Australia as a whole the participation rate might be between 1.0 and 1.5 per cent. On that basis, a generalisation of off-campus opportunities to a level provided in the State of Queensland in the case of universities, and the States of South Australia and Western Australia in the case of colleges of advanced education, would yield an estimated total of off-campus enrolments of between 24,000 and 36,000 compared with an enrolment of 15,500 in 1974 and about 16,800 projected in 1975.

3.24 It is important to emphasise that the above estimate does not make provision for additional students attracted by a diversification of courses beyond the present range of offerings represented by a pooling of the offerings of all Australian tertiary institutions. Nor does it provide for the increased enrolments which might result from more liberal entry requirements and from deliberate policies of publicity aimed at ‘marketing’ higher education to clienteles which have not customarily regarded themselves as potential tertiary students. Taking these considerations into account, the Committee’s judgement is that some 30,000 to 45,000 enrolments spread over a wide diversity of tertiary institutions and courses is a reasonable estimate. Such a number could not, of course, materialise within a short period but might be expected to build up over a five to ten year lapse of time. This number should not be taken to correspond with the 42,000 present undergraduate enrolments of the British Open University because the 42,000 covers a much more limited range of courses than is implied in the Australian estimate, and, in any event, is less than the known demand for places in the British Open University.

3.25 In several submissions to the Committee, the authors made estimates of potential demand for off-campus university courses using various methods. These estimates pointed to a total enrolment of about 20,000 external students at uni-
versities by 1980. When allowance is made for college students, this figure is consistent with the Committee's estimate.

3.26. In all Australian States there are significant programs to enable school teachers, by external study, to up-grade their qualifications and so improve their prospects of advancement. A scheme of this kind in Tasmania caters for some 800 teachers, and a single institution in Victoria, the Hawthorn Teachers' Centre, has an enrolment of nearly 7,000 primary teachers. These schemes are in general conducted under the aegis of State Education Departments and their enrolments are not directly included in the figures in paragraph 3.24 or in Chapter 4. However, there are indications that they will progressively be passed over to colleges of advanced education. If this were done, a significant additional demand for external teaching by the colleges would result.

3.27 The Committee is in no doubt that there is a substantial demand for higher education which present arrangements do not meet. The adoption of more open practices, both generally and in respect of off-campus courses, would meet real personal and social needs, and would encounter a large and continuing demand from groups of men and women who are at present excluded.
CHAPTER 4

Present Position and Trends

4.1 While Australian tertiary education caters predominantly for the young man or woman coming direct from secondary school to full-time tertiary study, it is by no means limited to this class of person. There has been in Australian universities and colleges a long tradition of part-time studies and external courses. Moreover, some universities have liberalised entry requirements to enable mature-age students to undertake bachelor degree courses. This Chapter outlines the present situation in tertiary institutions and draws attention to recent trends. As well as discussing external and part-time studies it outlines the situation with respect to miscellaneous enrolments, entry requirements, transferability of credits between institutions and student finance. Until comparatively recently, universities provided the bulk of tertiary educational opportunities and more detailed data are available for universities than for colleges; the emphasis in this Chapter therefore is necessarily on the universities.

4.2 Since 1960 there has been a major expansion in the number of people undertaking tertiary education in Australia. As Table 4.1 shows, in 1961 there were less than 60,000 students in universities; there was also an unknown, but relatively small, number of students of tertiary level, in institutions which were later to become colleges of advanced education. Expressed as a ratio of the population aged 17 to 22 years, the number of university students in 1961 represented 6.1 per cent of that age group. By 1974, there was a quarter of a million students, or 18.2 per cent of the 17 to 22 years age group, in 17 universities (increasing to 18 in 1975) and 77 colleges of advanced education (including 35 former teachers colleges).

4.3 One result of this rapid growth has been that many institutions, including almost all universities, have imposed some limits on the number of new students admitted to the institution each year. These limits, usually in the form of quotas for each faculty, are necessary to enable the institution to match its rate of growth with available resources, and, in some cases, to ensure that the institution does not become undesirably large. The development of a quota system has meant that unlimited access to any course, in any institution, has ceased to be available to Australian students. However, the provision of an increasing number of tertiary places in relation to the pool of potential students has ensured that, while some students have been unable to obtain entry to the course or institution of their choice, very few qualified students have been unable to obtain entry to a tertiary course of some kind. In the case of universities, despite the use of quotas, the number of undergraduate students expressed as a proportion of the 17 to 22 years age group has increased from 6.1 per cent in 1961 to 9.2 per cent in 1974.
**TABLE 4.1**

**FULL-TIME, PART-TIME AND EXTERNAL STUDENTS IN UNIVERSITIES 1961 TO 1974, AND COLLEGES OF ADVANCED EDUCATION 1968 TO 1974**

<table>
<thead>
<tr>
<th>Year</th>
<th>Full-time</th>
<th>Part-time</th>
<th>External</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Per Cent</td>
<td>Number</td>
<td>Per Cent</td>
</tr>
<tr>
<td></td>
<td>Universities</td>
<td></td>
<td>Colleges of Advanced Education(a)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>1961</td>
<td>30,811</td>
<td>21,071</td>
<td>5,790</td>
</tr>
<tr>
<td></td>
<td>1962</td>
<td>34,698</td>
<td>22,455</td>
<td>6,164</td>
</tr>
<tr>
<td></td>
<td>1963</td>
<td>38,900</td>
<td>23,783</td>
<td>6,391</td>
</tr>
<tr>
<td></td>
<td>1964</td>
<td>44,327</td>
<td>25,316</td>
<td>6,545</td>
</tr>
<tr>
<td></td>
<td>1965</td>
<td>49,916</td>
<td>26,492</td>
<td>6,912</td>
</tr>
<tr>
<td></td>
<td>1966</td>
<td>56,037</td>
<td>28,083</td>
<td>7,152</td>
</tr>
<tr>
<td></td>
<td>1967</td>
<td>58,325</td>
<td>29,798</td>
<td>7,257</td>
</tr>
<tr>
<td></td>
<td>1968</td>
<td>62,735</td>
<td>31,807</td>
<td>6,995</td>
</tr>
<tr>
<td></td>
<td>1969</td>
<td>68,348</td>
<td>34,297</td>
<td>7,017</td>
</tr>
<tr>
<td></td>
<td>1970</td>
<td>73,645</td>
<td>35,119</td>
<td>7,994</td>
</tr>
<tr>
<td></td>
<td>1971</td>
<td>79,437</td>
<td>36,022</td>
<td>8,317</td>
</tr>
<tr>
<td></td>
<td>1972</td>
<td>83,595</td>
<td>36,808</td>
<td>8,265</td>
</tr>
<tr>
<td></td>
<td>1973</td>
<td>86,116</td>
<td>38,481</td>
<td>8,529</td>
</tr>
<tr>
<td></td>
<td>1974</td>
<td>93,005</td>
<td>40,845</td>
<td>9,009</td>
</tr>
</tbody>
</table>

(a) These figures relate to students enrolled in courses approved by the Commission on Advanced Education for the purposes of the States Grants (Advanced Education) Acts.

(b) Includes students in teachers colleges which became colleges of advanced education in 1973.

4.4 Table 4.1 also shows the distribution of full-time, part-time and external students in universities since 1961 and colleges of advanced education since 1968. The table shows that, while the majority of students in tertiary institutions was studying on a full-time basis, in 1974 37 per cent of students were engaged in part-time or external study. In universities the proportion was 35 per cent and in colleges of advanced education 39 per cent. It should be noted that in total there is now little difference between universities and colleges in the distribution of students between full-time, part-time and external studies but this would not be the case by discipline. Table 4.1 also shows a continuing trend away from part-time study. The fall in the proportion of part-time students in universities was
greatest during the early 1960s and in the last four years the proportion has levelled out at approximately 29 per cent. The proportion of external students (who are concentrated in three universities) has also been fairly constant at between 6.3 per cent and 6.9 per cent since 1968. The proportion of part-time students in colleges of advanced education has fallen from 58.5 per cent in 1969 to 33.2 per cent in 1974. Part of this fall has been due to the increasing number of full-time teacher education programs being offered through colleges of advanced education. The addition of 35 former teachers colleges to the advanced education system in 1973 has contributed to the declining proportion as the courses offered by these colleges are also mainly full-time. External enrolments in colleges of advanced education have risen over the period 1968-74. Overall, since 1968, the proportion of full-time students in tertiary institutions has risen, the proportion of part-time students has fallen, while external students have remained a fairly constant proportion of total enrolments.

4.5 It is clear from these figures that opportunities for tertiary study in Australia are not restricted to students seeking to undertake full-time courses. There are considerable opportunities for part-time study and some opportunities for external study although, as pointed out in paragraph 4.9, these opportunities are not evenly distributed throughout Australia. It should not be overlooked that the 1974 total enrolment of 15,500 in external courses offered by Australian tertiary institutions represents a higher participation rate in off-campus education, on a population basis, than the 1973 enrolment of 42,000 students in the British Open University.

4.6 Opportunities for tertiary study are not restricted to students who have recently left school. Table 4.2 shows that while only 16 per cent of full-time students in universities are 23 years of age or more, 70 per cent of part-time students and almost 80 per cent of external students are 23 years of age or older. Over one-third of all university students are aged 23 years or more. The position in colleges of advanced education is similar with 10 per cent of full-time students 23 years of age or more and almost 60 per cent of part-time and external students in this age group. Overall, the students at colleges are somewhat younger than those at universities; this may be partly due to the incorporation of teachers colleges, with their high proportion of younger, full-time students, into the college system in 1973.

**TABLE 4.2**

**AGE DISTRIBUTION OF STUDENTS IN UNIVERSITIES AND COLLEGES OF ADVANCED EDUCATION, 1973**

<table>
<thead>
<tr>
<th>Age</th>
<th>Universities</th>
<th>Colleges of Advanced Education(a)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Full-time</td>
<td>Part-time</td>
</tr>
<tr>
<td>Under 23 years</td>
<td>83.5</td>
<td>29.3</td>
</tr>
<tr>
<td>23 to 29 years</td>
<td>13.1</td>
<td>42.9</td>
</tr>
<tr>
<td>30 years and over(b)</td>
<td>3.4</td>
<td>27.8</td>
</tr>
<tr>
<td>All students</td>
<td>100.0</td>
<td>100.0</td>
</tr>
</tbody>
</table>

(a) Excludes students at former South Australian teachers colleges.
(b) Includes 'age not stated'.
Another important trend in tertiary enrolments in Australia is the increasing proportion of female students undertaking tertiary courses. In 1963, female students comprised one-quarter of total students in universities but by 1973 this proportion had risen to more than one-third. This increase has been accompanied by a tendency for increased involvement by older women. In 1963 slightly more than 20 per cent of female enrolments were of women aged 23 years and over; by 1973 this proportion had risen to 30 per cent. In the advanced education sector, 40 per cent of all enrolments in 1973 were females and of these about one-seventh were aged 23 years and over.

EXTERNAL STUDIES

Most tertiary institutions provide courses which may be undertaken on a part-time basis. However, only eight universities and 28 colleges of advanced education offer part-time courses by correspondence and of these only three universities and four colleges enrolled more than 500 external students in 1974. These institutions and their 1974 external enrolments are:

- University of New England: 3,718
- University of Queensland: 3,478
- Mitchell College of Advanced Education: 889
- Western Australian Institute of Technology: 889
- Royal Melbourne Institute of Technology: 884
- Adelaide College of Advanced Education: 613
- Macquarie University: 610

In addition, the new Murdoch University in Western Australia which will enrol its first students in 1975 plans to develop external studies.

The numbers of external students in universities and colleges of advanced education in each State are shown in Table 4.3. It is obvious that opportunities for external study are not evenly distributed between the States. New South Wales and Queensland between them account for more than 70 per cent of tertiary external enrolments and almost 90 per cent of university external enrolments.

<table>
<thead>
<tr>
<th>State</th>
<th>Universities</th>
<th>Colleges of Advanced Education*</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Per Cent</td>
<td>Per Cent</td>
<td></td>
</tr>
<tr>
<td>New South Wales</td>
<td>4,604</td>
<td>2,804</td>
<td>7,408</td>
</tr>
<tr>
<td>Victoria</td>
<td>107</td>
<td>1,744</td>
<td>1,851</td>
</tr>
<tr>
<td>Queensland</td>
<td>3,479</td>
<td>84</td>
<td>3,563</td>
</tr>
<tr>
<td>South Australia</td>
<td>200</td>
<td>940</td>
<td>1,140</td>
</tr>
<tr>
<td>Western Australia</td>
<td>396</td>
<td>896</td>
<td>1,292</td>
</tr>
<tr>
<td>Tasmania</td>
<td>223</td>
<td>—</td>
<td>223</td>
</tr>
<tr>
<td>Australia</td>
<td>9,009</td>
<td>6,468</td>
<td>15,477</td>
</tr>
</tbody>
</table>

*Includes former teachers colleges.

Sources: Universities Commission and Commission on Advanced Education.

29
4.10 There are three universities with a major commitment to external studies. These are the University of Queensland in Brisbane, the University of New England in Armidale, New South Wales, and Macquarie University in Sydney.

4.11 University of Queensland. The first university in Australia to provide courses which did not require students to attend regular classes on the campus was the University of Queensland. Under the Act establishing the University, passed in 1909, provision was made for the teaching of university level subjects by correspondence; in 1911, three students out of a total of 83 were enrolled as the University's first external students. Since that time the University has maintained a significant commitment to external studies. For most of the period external students have represented one-third of total enrolments and for a short period at the end of the Second World War external enrolments rose to 44 per cent of total enrolments. Table 4.4 shows that since the mid-1950s the proportion has fallen from 35 per cent to slightly more than 18 per cent in 1974. Although external enrolments have fallen as a proportion of total enrolments, the number of such enrolments increased steadily until the 1960s when it became fairly constant at approximately 2,600; numbers rose again in 1970 reaching a peak of 3,479 in 1974. This rise has been partly due to a decision of the University in 1970 to liberalise its rules for the external enrolment of graduates of the University resident in the Brisbane metropolitan area and in other States.

**Table 4.4**

<table>
<thead>
<tr>
<th>Year</th>
<th>Full-time</th>
<th>Part-time</th>
<th>External</th>
<th>Total</th>
<th>Proportion of Total (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1950</td>
<td>1,832</td>
<td>1,180</td>
<td>1,233</td>
<td>4,245</td>
<td>29.1</td>
</tr>
<tr>
<td>1951</td>
<td>1,749</td>
<td>1,065</td>
<td>1,200</td>
<td>4,014</td>
<td>29.9</td>
</tr>
<tr>
<td>1952</td>
<td>1,673</td>
<td>1,005</td>
<td>1,172</td>
<td>3,850</td>
<td>30.4</td>
</tr>
<tr>
<td>1953</td>
<td>1,633</td>
<td>946</td>
<td>1,156</td>
<td>3,735</td>
<td>31.0</td>
</tr>
<tr>
<td>1954</td>
<td>1,692</td>
<td>1,014</td>
<td>1,406</td>
<td>4,112</td>
<td>34.2</td>
</tr>
<tr>
<td>1955</td>
<td>1,823</td>
<td>1,075</td>
<td>1,629</td>
<td>4,527</td>
<td>36.0</td>
</tr>
<tr>
<td>1956</td>
<td>2,077</td>
<td>1,356</td>
<td>1,896</td>
<td>5,329</td>
<td>35.6</td>
</tr>
<tr>
<td>1957</td>
<td>2,298</td>
<td>1,455</td>
<td>1,862</td>
<td>5,615</td>
<td>33.2</td>
</tr>
<tr>
<td>1958</td>
<td>2,607</td>
<td>1,874</td>
<td>2,237</td>
<td>6,718</td>
<td>33.3</td>
</tr>
<tr>
<td>1959</td>
<td>2,956</td>
<td>2,273</td>
<td>2,215</td>
<td>7,444</td>
<td>29.8</td>
</tr>
<tr>
<td>1960</td>
<td>3,489</td>
<td>2,684</td>
<td>2,527</td>
<td>8,700</td>
<td>29.1</td>
</tr>
<tr>
<td>1961</td>
<td>3,759</td>
<td>2,970</td>
<td>2,613</td>
<td>9,342</td>
<td>28.0</td>
</tr>
<tr>
<td>1962</td>
<td>4,237</td>
<td>3,429</td>
<td>2,530</td>
<td>10,196</td>
<td>24.8</td>
</tr>
<tr>
<td>1963</td>
<td>4,748</td>
<td>3,913</td>
<td>2,497</td>
<td>11,158</td>
<td>22.4</td>
</tr>
<tr>
<td>1964</td>
<td>5,383</td>
<td>4,157</td>
<td>2,488</td>
<td>12,028</td>
<td>20.7</td>
</tr>
<tr>
<td>1965</td>
<td>5,958</td>
<td>4,589</td>
<td>2,570</td>
<td>13,117</td>
<td>19.6</td>
</tr>
<tr>
<td>1966</td>
<td>6,416</td>
<td>5,125</td>
<td>2,714</td>
<td>14,315</td>
<td>19.0</td>
</tr>
<tr>
<td>1967</td>
<td>6,959</td>
<td>5,051</td>
<td>2,709</td>
<td>14,719</td>
<td>18.4</td>
</tr>
<tr>
<td>1968</td>
<td>6,938</td>
<td>5,145</td>
<td>2,643</td>
<td>14,726</td>
<td>18.0</td>
</tr>
<tr>
<td>1969</td>
<td>7,203</td>
<td>5,167</td>
<td>2,549</td>
<td>14,919</td>
<td>17.1</td>
</tr>
<tr>
<td>1970</td>
<td>7,610</td>
<td>5,482</td>
<td>3,281</td>
<td>16,373</td>
<td>20.0</td>
</tr>
<tr>
<td>1971</td>
<td>8,210</td>
<td>5,800</td>
<td>3,475</td>
<td>17,485</td>
<td>19.9</td>
</tr>
<tr>
<td>1972</td>
<td>8,248</td>
<td>5,757</td>
<td>3,125</td>
<td>17,130</td>
<td>18.2</td>
</tr>
<tr>
<td>1973</td>
<td>8,314</td>
<td>5,677</td>
<td>3,302</td>
<td>17,293</td>
<td>19.1</td>
</tr>
<tr>
<td>1974</td>
<td>9,353</td>
<td>6,080</td>
<td>3,479</td>
<td>18,912</td>
<td>18.4</td>
</tr>
</tbody>
</table>

4.12 A major change in the organisation of external studies occurred in 1949 when the University established a Department of External Studies to carry out teaching as well as administrative functions for external students. Under this system, academic staff are appointed to the Department of External Studies to handle the external teaching of courses in heavy demand. These staff members teach only external students. Teaching in smaller courses is, however, still carried out by staff in the relevant academic departments. The main reasons advanced by the University of Queensland for this change were

(a) the inadequacy of the service previously provided, which was in the form of verbatim reports of internal lectures;
(b) the inability of internal teaching staff to combine external teaching duties with the exercise of normal academic responsibilities;
(c) the necessity of adapting internal course material to meet the special needs of external students; and
(d) the desirability of providing supplementary services to offset the special disabilities under which the external student frequently labours.

4.13 Students at the University of Queensland may complete bachelor degrees in Arts, Commerce, Economics, Education and Law entirely through external study. The numbers of students enrolled in external bachelor degree courses over the last six years are shown in Table 4.5.

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Arts (incl. Arts/Law)</td>
<td>959</td>
<td>1,275</td>
<td>1,316</td>
<td>1,248</td>
<td>1,283</td>
<td>1,333</td>
</tr>
<tr>
<td>Economics and Commerce</td>
<td>490</td>
<td>713</td>
<td>866</td>
<td>756</td>
<td>724</td>
<td>721</td>
</tr>
<tr>
<td>Education</td>
<td>908</td>
<td>1,076</td>
<td>1,079</td>
<td>940</td>
<td>1,092</td>
<td>1,159</td>
</tr>
<tr>
<td>Law</td>
<td>55</td>
<td>57</td>
<td>91</td>
<td>87</td>
<td>101</td>
<td>149</td>
</tr>
<tr>
<td>Science(a)</td>
<td>39</td>
<td>57</td>
<td>71</td>
<td>52</td>
<td>50</td>
<td>47</td>
</tr>
<tr>
<td>Other(a)</td>
<td>1</td>
<td>1</td>
<td>3</td>
<td>3</td>
<td>5</td>
<td>8</td>
</tr>
<tr>
<td>Total</td>
<td>2,452</td>
<td>3,189</td>
<td>3,426</td>
<td>3,086</td>
<td>3,255</td>
<td>3,417</td>
</tr>
</tbody>
</table>

(a) Not wholly available externally.
Source: Universities Commission.

4.14 University of New England. The University of New England became autonomous in 1954. The Act establishing the University included a provision allowing it to establish within the University a Department of External Studies to enable students who could not attend lectures at the University to be given appropriate tuition. An external student at the University of New England may enrol for bachelor degrees in Arts, Economics, and Social Science and for a number of postgraduate qualifications. Under the University’s regulations external courses are available to students resident in New South Wales and the Australian Capital Territory. Since that date the number of external enrolments has risen steadily from 312 to 3,718 in 1974 despite the fact that enrolments are restricted to students in New South Wales and the Australian Capital Territory, and that the University does not advertise widely the availability of its external offerings. In addition, in
recent years the University has limited the number of external students as part of a general quota on enrolments.

4.15 As will be seen from Table 4.6 the University of New England has always had a major interest in external studies. In the late 1950s and early 1960s external students represented about two-thirds of total enrolments; more recently they have constituted about 54 per cent.

<table>
<thead>
<tr>
<th>Year</th>
<th>Full-time</th>
<th>Part-time</th>
<th>External</th>
<th>Total</th>
<th>External as Proportion of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1955</td>
<td>244</td>
<td>19</td>
<td>312</td>
<td>575</td>
<td>34.3</td>
</tr>
<tr>
<td>1956</td>
<td>335</td>
<td>9</td>
<td>608</td>
<td>952</td>
<td>63.9</td>
</tr>
<tr>
<td>1957</td>
<td>362</td>
<td>63</td>
<td>746</td>
<td>1,171</td>
<td>63.7</td>
</tr>
<tr>
<td>1958</td>
<td>470</td>
<td>68</td>
<td>1,029</td>
<td>1,567</td>
<td>65.7</td>
</tr>
<tr>
<td>1959</td>
<td>542</td>
<td>79</td>
<td>1,253</td>
<td>1,874</td>
<td>66.9</td>
</tr>
<tr>
<td>1960</td>
<td>578</td>
<td>151</td>
<td>1,505</td>
<td>2,234</td>
<td>67.4</td>
</tr>
<tr>
<td>1961</td>
<td>694</td>
<td>142</td>
<td>1,700</td>
<td>2,536</td>
<td>67.0</td>
</tr>
<tr>
<td>1962</td>
<td>823</td>
<td>167</td>
<td>1,961</td>
<td>2,951</td>
<td>66.5</td>
</tr>
<tr>
<td>1963</td>
<td>944</td>
<td>171</td>
<td>2,183</td>
<td>3,299</td>
<td>66.2</td>
</tr>
<tr>
<td>1964</td>
<td>1,143</td>
<td>123</td>
<td>2,247</td>
<td>3,513</td>
<td>64.0</td>
</tr>
<tr>
<td>1965</td>
<td>1,250</td>
<td>146</td>
<td>2,568</td>
<td>3,964</td>
<td>64.8</td>
</tr>
<tr>
<td>1966</td>
<td>1,380</td>
<td>173</td>
<td>2,716</td>
<td>4,269</td>
<td>63.6</td>
</tr>
<tr>
<td>1967</td>
<td>1,286</td>
<td>215</td>
<td>2,901</td>
<td>4,402</td>
<td>65.9</td>
</tr>
<tr>
<td>1968</td>
<td>1,484</td>
<td>354</td>
<td>3,015</td>
<td>4,853</td>
<td>62.1</td>
</tr>
<tr>
<td>1969</td>
<td>1,718</td>
<td>359</td>
<td>3,077</td>
<td>5,154</td>
<td>59.7</td>
</tr>
<tr>
<td>1970</td>
<td>1,886</td>
<td>300</td>
<td>3,191</td>
<td>5,377</td>
<td>59.3</td>
</tr>
<tr>
<td>1971</td>
<td>2,148</td>
<td>343</td>
<td>3,126</td>
<td>5,617</td>
<td>55.7</td>
</tr>
<tr>
<td>1972</td>
<td>2,419</td>
<td>362</td>
<td>3,417</td>
<td>6,198</td>
<td>55.1</td>
</tr>
<tr>
<td>1973</td>
<td>2,655</td>
<td>339</td>
<td>3,508</td>
<td>6,502</td>
<td>54.0</td>
</tr>
<tr>
<td>1974</td>
<td>2,891</td>
<td>392</td>
<td>3,718</td>
<td>7,001</td>
<td>53.1</td>
</tr>
</tbody>
</table>

Source: Universities Commission.

4.16 The organisation of external studies teaching at the University of New England differs from that at the University of Queensland. At New England, all teaching, including external teaching, is the responsibility of the academic head of each subject department. The University has laid down the following guidelines for the conduct of its external studies program:

(a) external students are taught and examined by the same staff as internal students;
(b) courses offered externally are the same in content as those offered internally;
(c) external students take the same examinations at the same time as internal students;
(d) there is a firm staff-student ratio by which enrolment numbers are regulated;
(e) provisions are made for frequent staff-student contact through compulsory residential schools, voluntary weekend schools and visits to students by the Director of External Studies;
(f) a special collection of library books and audio-visual materials is held, by the University for the use of external students who place orders for and receive materials by mail;

(g) the progress of students is carefully monitored; assignments are compulsory and must be submitted in accordance with a schedule set by teaching departments;

(h) academic and administrative functions are separated.

4.17 The numbers of students enrolled in bachelor degree courses over the last six years are shown in Table 4.7.

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Arts</td>
<td>2,531</td>
<td>2,639</td>
<td>2,566</td>
<td>2,776</td>
<td>2,525</td>
<td>2,435</td>
</tr>
<tr>
<td>Economics</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>199</td>
<td>279</td>
</tr>
<tr>
<td>Education(a)</td>
<td>24</td>
<td>26</td>
<td>43</td>
<td>65</td>
<td>40</td>
<td>22</td>
</tr>
<tr>
<td>Letters(a)</td>
<td>88</td>
<td>102</td>
<td>126</td>
<td>111</td>
<td>98</td>
<td>140</td>
</tr>
<tr>
<td>Social Science</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>135</td>
<td>208</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>2,643</td>
<td>2,767</td>
<td>2,735</td>
<td>2,952</td>
<td>2,997</td>
<td>3,084</td>
</tr>
</tbody>
</table>

(a) Post-graduate course.
Source: Universities Commission.

4.18 Macquarie University. Under its Act Macquarie University is required to provide courses for part-time and external students. From its inception in 1967, the University accepted this responsibility and has provided external courses in certain science disciplines to students from New South Wales, the Australian Capital Territory and Norfolk Island. It has been a pioneer in this method of teaching for science courses and a full science degree may be completed wholly externally. Neither the University of Queensland nor the University of New England offer science subjects in their external courses although the University of New England offers biology in its undergraduate humanities courses and the University of Queensland offers mathematics which may be taken externally as part of a science degree. Macquarie University proposes to offer a degree course in law externally in 1975.

4.19 Table 4.8 shows that external enrolments, while significant, do not constitute as high a proportion of total enrolments as they do at the University of Queensland and the University of New England. The University imposes an overall quota on student enrolments and the growth of the external component has necessarily been limited within the University's overall quota. Its relatively small enrolment is mainly due to the fact that its external studies program is restricted to science subjects, thus attracting only a limited clientele. Comparison of the University's performance with the growth of the University of New England's external enrolments in its earlier years or with the total external enrolments at the University of Queensland and the University of New England is therefore not valid. It is
understood that at present few applicants who meet matriculation and residential qualifications are refused entry.

**TABLE 4.8**

**ENROLMENTS AT MACQUARIE UNIVERSITY, 1967 TO 1974**

<table>
<thead>
<tr>
<th>Year</th>
<th>Full-time</th>
<th>Part-time</th>
<th>External</th>
<th>Total</th>
<th>Proportion of Total</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>1967</td>
<td>349</td>
<td>701</td>
<td>221</td>
<td>1,271</td>
<td></td>
<td>17.4</td>
</tr>
<tr>
<td>1968</td>
<td>673</td>
<td>991</td>
<td>383</td>
<td>2,047</td>
<td></td>
<td>18.7</td>
</tr>
<tr>
<td>1969</td>
<td>1,415</td>
<td>1,619</td>
<td>421</td>
<td>3,455</td>
<td></td>
<td>12.2</td>
</tr>
<tr>
<td>1970</td>
<td>2,016</td>
<td>1,744</td>
<td>469</td>
<td>4,229</td>
<td></td>
<td>11.1</td>
</tr>
<tr>
<td>1971</td>
<td>2,622</td>
<td>1,862</td>
<td>583</td>
<td>5,067</td>
<td></td>
<td>11.5</td>
</tr>
<tr>
<td>1972</td>
<td>3,025</td>
<td>2,199</td>
<td>561</td>
<td>5,785</td>
<td></td>
<td>9.7</td>
</tr>
<tr>
<td>1973</td>
<td>3,668</td>
<td>2,938</td>
<td>584</td>
<td>7,190</td>
<td></td>
<td>8.1</td>
</tr>
<tr>
<td>1974</td>
<td>4,038</td>
<td>3,350</td>
<td>610</td>
<td>7,998</td>
<td></td>
<td>7.6</td>
</tr>
</tbody>
</table>

*Source: Universities Commission.*

4.20 The University's Part-time Studies Centre administers the external studies program. Unlike the Departments of External Studies at the University of Queensland and the University of New England, it is concerned with the educational welfare of part-time students, both internal and external. Academic arrangements are however similar to those at the University of New England, all teaching of part-time and external students being carried out by staff in the relevant academic departments.

4.21 Information on external studies provided by the four main colleges of advanced education at present offering these facilities on a significant scale is set out in the following paragraphs.

4.22 Royal Melbourne Institute of Technology. External studies were first offered by the Royal Melbourne Institute of Technology in 1919. The Institute's Department of External Studies provides tuition in certain courses to students who are prevented from attending classes for geographical, occupational or personal reasons. In 1974, 884 students were enrolled in advanced education courses in the fields of Engineering, Applied Science, Paramedical Studies, Art and Design, Commercial and Business Studies, Town Planning, Architecture and Librarianship. Some diploma courses may be completed wholly externally. *Table 4.9* shows enrolments at the Institute in the period 1970 to 1974.

**TABLE 4.9**

**ENROLMENTS AT ROYAL MELBOURNE INSTITUTE OF TECHNOLOGY, 1970 TO 1974**

<table>
<thead>
<tr>
<th>Year</th>
<th>Full-time</th>
<th>Part-time</th>
<th>External</th>
<th>Total</th>
<th>Proportion of Total</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>1970</td>
<td>2,676</td>
<td>5,536</td>
<td>726</td>
<td>8,938</td>
<td></td>
<td>8.1</td>
</tr>
<tr>
<td>1971</td>
<td>3,376</td>
<td>5,731</td>
<td>716</td>
<td>9,823</td>
<td></td>
<td>7.3</td>
</tr>
<tr>
<td>1972</td>
<td>3,477</td>
<td>5,939</td>
<td>718</td>
<td>10,134</td>
<td></td>
<td>7.1</td>
</tr>
<tr>
<td>1973</td>
<td>3,669</td>
<td>5,713</td>
<td>705</td>
<td>10,087</td>
<td></td>
<td>7.0</td>
</tr>
<tr>
<td>1974</td>
<td>3,805</td>
<td>5,701</td>
<td>884</td>
<td>10,390</td>
<td></td>
<td>8.6</td>
</tr>
</tbody>
</table>

4.23 The Department of External Studies acts as an administrative body and is responsible for determining appropriate methods of course presentation, the general oversight and supervision of the progress of students, and the administrative functions and media production facilities required for the carrying out of the external studies program. It also arranges for the provision of part-time tutors and the transmission of assignments and library materials.

4.24 The Department is not responsible for teaching or the academic content of courses which are the responsibility of the relevant academic department. Courses and subjects offered externally are the same as those available in classes at the Institute and students follow the same syllabus, sit for the same examinations, and receive the same academic awards. Entrance requirements and pre-requisites are the same.

4.25 Western Australian Institute of Technology. External studies have been offered at the Western Australian Institute of Technology since 1968. By 1974 there were 889 students enrolled in courses in the fields of Agriculture, Engineering, Applied Science, Art and Design, Surveying, Town Planning, Commercial and Business Studies, and Liberal Studies. Two undergraduate degree courses and some postgraduate diplomas may be completed wholly externally. Enrolments in the period 1969 to 1974 are shown in Table 4.10.

<table>
<thead>
<tr>
<th>Year</th>
<th>Full-time</th>
<th>Part-time</th>
<th>External</th>
<th>Total</th>
<th>External as Proportion of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Per Cent</td>
</tr>
<tr>
<td>1969</td>
<td>1,680</td>
<td>2,506</td>
<td>334</td>
<td>4,520</td>
<td>7.4</td>
</tr>
<tr>
<td>1970</td>
<td>1,924</td>
<td>3,112</td>
<td>463</td>
<td>5,599</td>
<td>8.6</td>
</tr>
<tr>
<td>1971</td>
<td>2,202</td>
<td>3,498</td>
<td>608</td>
<td>6,308</td>
<td>9.6</td>
</tr>
<tr>
<td>1972</td>
<td>2,877</td>
<td>3,591</td>
<td>750</td>
<td>7,218</td>
<td>10.4</td>
</tr>
<tr>
<td>1973</td>
<td>3,178</td>
<td>4,271</td>
<td>967</td>
<td>8,416</td>
<td>11.5</td>
</tr>
<tr>
<td>1974</td>
<td>3,670</td>
<td>4,668</td>
<td>889</td>
<td>9,227</td>
<td>9.6</td>
</tr>
</tbody>
</table>


4.26 Responsibility for each external course rests with the relevant academic department and parity between all external and internal subjects is maintained. External students sit for the same examinations as internal students. Interstate students may enrol as external students with the Western Australian Institute of Technology if no comparable course is available in their own State. Residents of the Perth metropolitan area who are unable to attend courses on campus because of physical or personal difficulties may enrol as external students with the approval of the head of the teaching department concerned. In March 1973, the Bunbury Advanced Education Centre was opened as a regional office and study centre for external students in the South West region of the State.

4.27 Mitchell College of Advanced Education. Mitchell College enrolled its first external students in 1971, and in 1974 had 889 students in Teacher Education,
Local Government Administration, Business and General Studies courses. The Bachelor of Business degree course and some diploma courses may be completed wholly externally. These courses are an integral part of the College's teaching program, and the College has adopted the policy that members of the teaching staff are involved with both external and internal students. A separate external studies teaching department has not been established. There are compulsory residential and voluntary week-end schools. Enrolments in the period 1971-1974 are shown in Table 4.11. External enrolments as a proportion of total enrolments have been rising steadily.

**TABLE 4.11**

ENROLMENTS AT THE MITCHELL COLLEGE OF ADVANCED EDUCATION, 1971 TO 1974

<table>
<thead>
<tr>
<th>Year</th>
<th>Full-time</th>
<th>Part-time</th>
<th>External</th>
<th>Total</th>
<th>External as Proportion of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1971</td>
<td>660</td>
<td>55</td>
<td>251</td>
<td>966</td>
<td>25.9</td>
</tr>
<tr>
<td>1972</td>
<td>789</td>
<td>68</td>
<td>380</td>
<td>1,237</td>
<td>30.7</td>
</tr>
<tr>
<td>1973</td>
<td>902</td>
<td>69</td>
<td>612</td>
<td>1,583</td>
<td>38.7</td>
</tr>
<tr>
<td>1974</td>
<td>1,155</td>
<td>113</td>
<td>889</td>
<td>2,157</td>
<td>41.2</td>
</tr>
</tbody>
</table>


4.28 Adelaide College of Advanced Education. The Adelaide College of Advanced Education is unique in that an External Studies Department has been established at that College which services courses offered not only by it but by other colleges of advanced education in the State as well. Some colleges vary the availability of subject offerings from year to year and the result is that with fluctuating enrolments over the past few years, it has been convenient for one administrative system to handle management of student progress. In 1972 there were five colleges co-operating under the External Studies Department located at the College. Four colleges were co-operating under this scheme in 1973.

4.29 With new course structures now introduced into all colleges of advanced education, negotiations concerning acceptability and term/semester equivalents of courses from other colleges form an increasing function of the External Studies Department. Enrolments at the College are shown in Table 4.12.

**TABLE 4.12**

ENROLMENTS AT ADELAIDE COLLEGE OF ADVANCED EDUCATION, 1972 TO 1974

<table>
<thead>
<tr>
<th>Year</th>
<th>Full-time</th>
<th>Part-time</th>
<th>External(a)</th>
<th>Total</th>
<th>External as Proportion of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1972</td>
<td>557</td>
<td>622</td>
<td>813</td>
<td>1,992</td>
<td>40.8</td>
</tr>
<tr>
<td>1973</td>
<td>557</td>
<td>577</td>
<td>451</td>
<td>1,585</td>
<td>28.5</td>
</tr>
<tr>
<td>1974</td>
<td>637</td>
<td>813</td>
<td>613</td>
<td>2,063</td>
<td>29.7</td>
</tr>
</tbody>
</table>

(a) Enrolments at the Adelaide College of Advanced Education only.

4.30 Availability of External Courses. Table 4.13 sets out the range of courses which may be completed wholly or partly by external study in universities. The number of subjects shown in the fourth column as being available in 1973 is the total number of subjects in which students were enrolled for that year. The three universities with substantial external studies programs offer a large range of undergraduate subjects although the number of subjects offered varies between the universities. Of the remaining five universities which permit external study the University of New South Wales offers the degree of Bachelor of Health Administration externally while the University of Western Australia permits students to complete a Bachelor of Arts degree. The University of Adelaide, the University of Melbourne and the University of Tasmania do not offer any courses which may be completed externally; subject offerings are limited and enrolments in these are small.

4.31 There are twenty-eight colleges of advanced education which offer external studies. Some of the former teachers colleges only offer one external course each while the larger colleges provide a variety of course offerings (for examples, see paragraphs 4.22 to 4.29). The majority of courses available are either diplomas or conversion courses for teachers wishing to up-grade their qualifications. Two degree courses (Bachelor of Arts and Bachelor of Business) and three postgraduate diplomas are presently available wholly externally at the Western Australian Institute of Technology and three degree courses (Bachelor of Accounting, Bachelor of Arts, and Bachelor of Business) are likewise available at the Riverina College of Advanced Education. One degree course (Bachelor of Business) is available externally through the Mitchell College of Advanced Education. In 1974, the Capricornia Institute of Advanced Education, Rockhampton, Queensland, commenced external studies, offering some first-year science units towards Bachelor degrees in Applied Science. The Institute plans to expand its courses so that students may complete their studies in Applied Science wholly externally. There are no external courses available in colleges of advanced education in Tasmania and the Australian Capital Territory.

4.32 Age Distribution of External Students at Universities. Most universities have no special age qualifications for entry into external courses but at the University of New England external enrolment is normally limited to persons over the age of 20 years for undergraduate and Diploma of Education courses. Most external students at the University of Queensland and at Macquarie University are aged 21 years or more.

4.33 The average age of external students at the University of Queensland, the University of New England and Macquarie University for 1973 lay between 28 and 31 years. The University of Queensland had the widest range of student ages spanning from 16 years to over 70 years. Table 4.14 sets out the numbers of external students by age groups for 1973 at these three universities. Students aged 23 to 29 years comprised the largest group, forming 40 per cent of the total external enrolments. Persons in their 30s formed the next largest group of external students and comprised 28 per cent of the total. Enrolments of persons 40 years and over comprised 11 per cent of all external enrolments.
<table>
<thead>
<tr>
<th>University</th>
<th>Courses Available</th>
<th>Number of Subjects in which External Students were Enrolled</th>
</tr>
</thead>
<tbody>
<tr>
<td>Macquarie</td>
<td>B.A. (a)</td>
<td>59</td>
</tr>
<tr>
<td>New South Wales</td>
<td>B.Health Admin.</td>
<td>18</td>
</tr>
<tr>
<td>Melbourne</td>
<td>I.L.B.</td>
<td>19(c)</td>
</tr>
<tr>
<td>Adelaide</td>
<td>B.A.</td>
<td>14</td>
</tr>
<tr>
<td>Tasmania</td>
<td>B.A., Dip.Ed.</td>
<td>25</td>
</tr>
</tbody>
</table>

(a) At the undergraduate level the University awards only the degree of B.A., which covers all disciplines. External courses are available in eight of the University's ten schools.

(b) A number of Masters degrees by research can be taken through the Division of Post-Graduate Extension studies. Nine subjects can be counted towards formal postgraduate awards and are not included in the fourth column.

(c) External studies have been discontinued except in the Faculty of Law where candidates for certain qualifications of the Council of Legal Education and for Public Service purposes may enrol. A few students still remain in some courses which were discontinued in 1968.

Source: Universities.
TABLE 4.14
AGE DISTRIBUTION OF EXTERNAL STUDENTS AT THE UNIVERSITY OF QUEENSLAND, UNIVERSITY OF NEW ENGLAND AND MACQUARIE UNIVERSITY, 1973

<table>
<thead>
<tr>
<th>University</th>
<th>Number</th>
<th>Age groups</th>
<th>Per Cent</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Queensland</td>
<td>3,302</td>
<td>Under 23 years</td>
<td>22.4</td>
<td>100.0</td>
</tr>
<tr>
<td></td>
<td></td>
<td>23 to 29 years</td>
<td>42.0</td>
<td>100.0</td>
</tr>
<tr>
<td></td>
<td></td>
<td>30 to 39 years</td>
<td>26.0</td>
<td>100.0</td>
</tr>
<tr>
<td></td>
<td></td>
<td>40 to 49 years</td>
<td>7.2</td>
<td>100.0</td>
</tr>
<tr>
<td></td>
<td></td>
<td>50 to 59 years</td>
<td>1.8</td>
<td>100.0</td>
</tr>
<tr>
<td></td>
<td></td>
<td>60 years and over</td>
<td>0.7</td>
<td>100.0</td>
</tr>
<tr>
<td>New England</td>
<td>3,508</td>
<td>Under 23 years</td>
<td>19.7</td>
<td>100.0</td>
</tr>
<tr>
<td></td>
<td></td>
<td>23 to 29 years</td>
<td>35.4</td>
<td>100.0</td>
</tr>
<tr>
<td></td>
<td></td>
<td>30 to 39 years</td>
<td>31.9</td>
<td>100.0</td>
</tr>
<tr>
<td></td>
<td></td>
<td>40 to 49 years</td>
<td>10.1</td>
<td>100.0</td>
</tr>
<tr>
<td></td>
<td></td>
<td>50 to 59 years</td>
<td>2.5</td>
<td>100.0</td>
</tr>
<tr>
<td></td>
<td></td>
<td>60 years and over</td>
<td>0.5</td>
<td>100.0</td>
</tr>
<tr>
<td>Macquarie University</td>
<td>584</td>
<td>Under 23 years</td>
<td>10.6</td>
<td>100.0</td>
</tr>
<tr>
<td></td>
<td></td>
<td>23 to 29 years</td>
<td>59.5</td>
<td>100.0</td>
</tr>
<tr>
<td></td>
<td></td>
<td>30 to 39 years</td>
<td>22.9</td>
<td>100.0</td>
</tr>
<tr>
<td></td>
<td></td>
<td>40 to 49 years</td>
<td>5.5</td>
<td>100.0</td>
</tr>
<tr>
<td></td>
<td></td>
<td>50 to 59 years</td>
<td>1.6</td>
<td>100.0</td>
</tr>
<tr>
<td></td>
<td></td>
<td>60 years and over</td>
<td>0.5</td>
<td>100.0</td>
</tr>
<tr>
<td>Total</td>
<td>7,394</td>
<td></td>
<td>100.0</td>
<td>100.0</td>
</tr>
</tbody>
</table>

(a) 20 to 24 years.
(b) 25 to 29 years.
Source: Universities.

4.34 Distance of Residence from Universities. Table 4.15 shows the proportion of external students residing at various distances from the university at which they are enrolled. Of the 8,311 students shown in the table, more than three-fifths either reside within the State, but more than 200 miles from their universities, or are interstate or overseas.

TABLE 4.15
DISTANCE OF RESIDENCE OF EXTERNAL STUDENTS FROM UNIVERSITIES, 1973

<table>
<thead>
<tr>
<th>University</th>
<th>Number of Students</th>
<th>Within 25 Miles</th>
<th>25 and under 200 miles</th>
<th>200 miles</th>
<th>Interstate</th>
<th>Overseas</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Per Cent</td>
<td>Per Cent</td>
<td>Per Cent</td>
<td>Per Cent</td>
<td>Per Cent</td>
<td>Per Cent</td>
</tr>
<tr>
<td>New South Wales</td>
<td>230</td>
<td>36.1</td>
<td>7.1</td>
<td>8.9</td>
<td>46.7</td>
<td>1.2</td>
</tr>
<tr>
<td>New England(a)</td>
<td>3,508</td>
<td>2.7</td>
<td>17.4</td>
<td>75.5</td>
<td>4.1</td>
<td>0.4</td>
</tr>
<tr>
<td>Macquarie</td>
<td>584</td>
<td>35.0</td>
<td>40.7</td>
<td>21.7</td>
<td>2.6</td>
<td>—</td>
</tr>
<tr>
<td>Melbourne</td>
<td>Not Available</td>
<td>—</td>
<td>—</td>
<td>—</td>
<td>—</td>
<td>—</td>
</tr>
<tr>
<td>Queensland</td>
<td>3,302</td>
<td>15.4</td>
<td>27.0</td>
<td>31.0</td>
<td>13.9</td>
<td>12.8</td>
</tr>
<tr>
<td>Adelaide(b)</td>
<td>100</td>
<td>7.0</td>
<td>47.0</td>
<td>33.0</td>
<td>10.0</td>
<td>3.0</td>
</tr>
<tr>
<td>Western Australia</td>
<td>370</td>
<td>8.2</td>
<td>47.9</td>
<td>35.1</td>
<td>7.7</td>
<td>1.1</td>
</tr>
<tr>
<td>Tasmania</td>
<td>217</td>
<td>30.9</td>
<td>48.0</td>
<td>16.0</td>
<td>5.1</td>
<td>—</td>
</tr>
<tr>
<td>Total</td>
<td>8,311</td>
<td>11.7</td>
<td>25.0</td>
<td>48.7</td>
<td>9.1</td>
<td>5.4</td>
</tr>
</tbody>
</table>

(a) About 35 to 40 per cent of all New England's external students reside in the Sydney metropolitan area.
(b) Excludes higher degree students.
Source: Universities.

4.35 Residential Qualifications. External enrolment at the University of Queensland is open to persons resident in Queensland living outside the City of Brisbane area, in Papua New Guinea or the Northern Territory, subject to appropriate academic rules concerning eligibility. Students who were previously enrolled at the University of Queensland but then move interstate may continue to enrol as external students under certain conditions and graduates of the University who live in the Brisbane metropolitan area or reside in another part of Australia who are unable to enrol as internal students may also be accepted. Undergraduates residing in the...
Brisbane metropolitan area may also be granted external status provided they can demonstrate that it is impractical for them to attend lectures on campus. Under certain conditions students in South-east Asia who have been awarded an Australian Correspondence Scholarship may enrol but must spend at least one academic year as full-time internal students at the University or at another university acceptable to the Board of External Studies. Members of the armed services resident in Australia or in the Australian Territories may also be considered for enrolment.

4.36 In the University of New England, external tuition for Bachelor of Arts, Bachelor of Economics and Bachelor of Social Sciences degrees and the Diploma in Education is available only to residents of New South Wales and the Australian Capital Territory who are unable to attend lectures at a local university, and to residents of Norfolk Island and Lord Howe Island who satisfy the University's entrance requirements. There are certain restrictions on students who move interstate and wish to continue as external students. The University is giving consideration to varying its policy to the extent that, where quotas allow, applications for enrolment in undergraduate courses from interstate candidates will be considered. Applications for some diplomas and post-graduate degree courses are considered from graduates living in other States or Territories.

4.37 Macquarie University will consider applications for enrolment in the external science program from persons residing within New South Wales, the Australian Capital Territory and Norfolk Island, and from members of the armed forces wherever stationed. Preference is given to candidates living outside the Sydney metropolitan area. Once admitted, the student is permitted to continue in the external program provided satisfactory arrangements can be made for fulfilling course requirements.

4.38 Means of Communication with External Students. The University of Queensland, the University of New England and Macquarie University adopt essentially the same pattern of communication with their external students. The basic teaching medium is the written word in the form of lecture notes or study guides together with recommended text and reference books. Audio tapes are used to supplement this written material in some subjects. Special arrangements are made to provide library services to external students. Each student is required to submit exercises or assignments which are marked and returned together with comments and explanatory notes.

4.39 Face-to-face contact between staff and students is provided by weekend and vacation schools and, in some cases, by meetings of shorter duration. Some of these schools are held at centres away from the university campus, for example, the University of Queensland holds study schools in Darwin, in Port Moresby and in country centres in Queensland such as Toowoomba, Mackay, Rockhampton and other designated locations. Attendance at study schools is optional, although actively encouraged, at the University of Queensland, and is compulsory in most subjects at the University of New England and at Macquarie University. The University of Queensland provides regular tutorial assistance where four or more students in an area are enrolled in the same subject.
4.40 The director and staff of the appropriate units dealing with external studies at these universities make regular country visits to discuss with external students any special problems they may have encountered.

4.41 *Occupational Distribution of External Students.* Information is available on the occupations of external students enrolled at the three universities with a major involvement in external teaching. The most detailed information relates to the University of Queensland and this is set out in Table 4.16 for 1973. While the distribution of occupations at the University of Queensland does not necessarily reflect the position at other tertiary institutions, it does give a broad indication of the types of occupations of external students. Teachers make up by far the largest group; they constitute slightly less than 60 per cent of enrolments at the University of Queensland and over 70 per cent at the University of New England and Macquarie University, and in colleges of advanced education almost 60 per cent of external students are enrolled for teacher education courses. This is a higher proportion than that experienced by the British Open University (see Table 5.3) where students whose occupation was associated with education represented only one-third of new enrolments in 1972.

4.42 Other occupations of students in external courses at Australian universities cover a wide range, including members of the armed forces, clerical workers, graziers, librarians, medical practitioners and members of other professions. Persons engaged in home duties comprise approximately 6 per cent of external enrolments at the University of Queensland and the University of New England and over 10 per cent at Macquarie University; the proportion in this category at the British Open University in 1972 was 13 per cent. As is the case with the British Open University, engineers, scientists and other professional groups studying for a further qualification represent a significant proportion of total external enrolments.

**Table 4.16**

<table>
<thead>
<tr>
<th>Occupational Grouping</th>
<th>Arts</th>
<th>Commerce and Economics</th>
<th>Education</th>
<th>Law</th>
<th>Science</th>
<th>Others</th>
<th>Total</th>
<th>Proportion</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>1,303</td>
<td>730</td>
<td>1,104</td>
<td>106</td>
<td>54</td>
<td>5</td>
<td>3,302</td>
<td>100.0</td>
</tr>
</tbody>
</table>

(a) Includes banking, business, communications, trade and transport.
(b) Includes community services, library work, psychology, religious work and social work.
(c) Includes architecture, dentistry, forestry, law, journalism, veterinary science.

TABLE 4.17
ACADEMIC PERFORMANCE OF EXTERNAL STUDENTS AT UNIVERSITY OF NEW ENGLAND, UNIVERSITY OF QUEENSLAND AND ROYAL MELBOURNE INSTITUTE OF TECHNOLOGY, 1972

<table>
<thead>
<tr>
<th>Source</th>
<th>New England</th>
<th>Queensland</th>
<th>R.M.I.T.</th>
</tr>
</thead>
<tbody>
<tr>
<td>(1) Number of Subject Enrolments</td>
<td>3,793</td>
<td>4,611</td>
<td>3,020</td>
</tr>
<tr>
<td>(2) Number of Subject Enrolments Examined</td>
<td>3,336</td>
<td>3,466</td>
<td>1,587</td>
</tr>
<tr>
<td>(3) Number of Subjects Passed</td>
<td>2,927</td>
<td>3,037</td>
<td>1,286</td>
</tr>
<tr>
<td>(3) as proportion of (2)</td>
<td>87.8%</td>
<td>87.6%</td>
<td>81.0%</td>
</tr>
</tbody>
</table>

Sources: Universities and Royal Melbourne Institute of Technology.

4.43 Success Rates of External Students. The universities engaged in external teaching all report that the pass rates of external students who sit for examinations are at least equal to the rates for part-time students and generally compare not unfavourably with full-time students. There is, however, a high 'drop out' during the year, particularly for students undertaking first year subjects. The drop out rate in the later years of a course becomes progressively smaller. It will be seen from Table 4.17 that the proportion of those who enrol for a subject but do not take the examination was 48 per cent at the Royal Melbourne Institute of Technology, 25 per cent at the University of Queensland and 12 per cent at the University of New England. At the two universities the proportion passing the subjects for which they sat was 88 per cent while at the Royal Melbourne Institute of Technology it was 81 per cent. In each of the three institutions external students sit for the same examinations as internal students although at the University of Queensland external students are not eligible for honours awards.

TABLE 4.18
EXAMINATION PASS RATES IN THE FACULTY OF ARTS AT THE UNIVERSITY OF NEW ENGLAND, 1955 TO 1973

<table>
<thead>
<tr>
<th>Year</th>
<th>External Students</th>
<th>Internal Students</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number Sat</td>
<td>Number Passed</td>
</tr>
<tr>
<td>Per Cent</td>
<td>Per Cent</td>
<td></td>
</tr>
<tr>
<td>1955</td>
<td>292</td>
<td>226</td>
</tr>
<tr>
<td>1956</td>
<td>497</td>
<td>412</td>
</tr>
<tr>
<td>1957</td>
<td>774</td>
<td>670</td>
</tr>
<tr>
<td>1958</td>
<td>1,087</td>
<td>846</td>
</tr>
<tr>
<td>1959</td>
<td>1,261</td>
<td>977</td>
</tr>
<tr>
<td>1960</td>
<td>1,514</td>
<td>1,117</td>
</tr>
<tr>
<td>1961</td>
<td>1,681</td>
<td>1,293</td>
</tr>
<tr>
<td>1962</td>
<td>2,028</td>
<td>1,579</td>
</tr>
<tr>
<td>1963</td>
<td>2,270</td>
<td>1,738</td>
</tr>
<tr>
<td>1964</td>
<td>2,314</td>
<td>1,786</td>
</tr>
<tr>
<td>1965</td>
<td>2,581</td>
<td>1,930</td>
</tr>
<tr>
<td>1966</td>
<td>2,612</td>
<td>1,991</td>
</tr>
<tr>
<td>1967</td>
<td>2,769</td>
<td>2,220</td>
</tr>
<tr>
<td>1968</td>
<td>2,774</td>
<td>2,332</td>
</tr>
<tr>
<td>1969</td>
<td>2,906</td>
<td>2,422</td>
</tr>
<tr>
<td>1970</td>
<td>2,892</td>
<td>2,520</td>
</tr>
<tr>
<td>1971</td>
<td>2,991</td>
<td>2,593</td>
</tr>
<tr>
<td>1972</td>
<td>3,329</td>
<td>2,929</td>
</tr>
<tr>
<td>1973</td>
<td>3,212</td>
<td>2,864</td>
</tr>
</tbody>
</table>

Over Period 1955 to 1973 | 39,784 | 32,445 | 82 | 19,114 | 15,537 | 81

4.44 Some information on the comparative performance of external students is available for the University of New England. Table 4.18 shows that pass rates in individual subjects in the Faculty of Arts at the University of New England for external students have tended to be slightly higher than for internal students and this difference has been maintained since 1955.

**PART-TIME STUDIES**

4.45 *Availability of Part-time Courses.* Table 4.19 on page 44 shows the enrolment of internal part-time students at all universities. As would be expected, the majority of part-time students is enrolled for pass bachelor degrees. There is also a significant enrolment in masters degrees amounting to about 18 per cent of all part-time enrolments. There were some 40,800 part-time students enrolled in 1974 in all universities. The University of Queensland had the highest number of part-time enrolments with more than 6,000 students followed by the University of New South Wales and the University of Melbourne with 4,600 and 4,400 respectively. The University of New England (which had the highest number of external students in 1974) had the lowest number of part-time students of all universities. This is attributable to the fact that it is situated in a rural area with a relatively small population from which to draw part-time students.

4.46 In 1974 there were more than 35,000 students enrolled in part-time courses at colleges of advanced education. These students accounted for almost one-third of the total enrolment in the colleges.

4.47 *Pass Rates of Part-time Students.* Data, which give an indication of the performance of part-time students compared with full-time students, are available for some universities. These are set out in Table 4.20.

<table>
<thead>
<tr>
<th>University</th>
<th>Proportion of Enrolled Students Sitting Examinations</th>
<th>Proportion of Students Sitting Examination who Passed</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Part-time</td>
<td>Full-time</td>
</tr>
<tr>
<td>Sydney(a)</td>
<td>96.9</td>
<td>98.8</td>
</tr>
<tr>
<td>Monash</td>
<td>90.8</td>
<td>96.1</td>
</tr>
<tr>
<td>La Trobe</td>
<td>88.4</td>
<td>94.4</td>
</tr>
<tr>
<td>Queensland</td>
<td>84.2</td>
<td>91.9</td>
</tr>
<tr>
<td>James Cook</td>
<td>81.7</td>
<td>95.6</td>
</tr>
<tr>
<td>Adelaide</td>
<td>86.4</td>
<td>92.3</td>
</tr>
<tr>
<td>Western Australia</td>
<td>81.9</td>
<td>91.4</td>
</tr>
<tr>
<td>Australian National</td>
<td>86.8</td>
<td>94.6</td>
</tr>
</tbody>
</table>

(a) Faculty of Economics only.

*Source: Universities.*

4.48 It can be seen that part-time students have the same tendency as external students to drop out (see paragraph 4.43). In all cases the drop-out rate for part-time students was higher than for full-time students. Again, as was the case with
### TABLE 4.19
STUDENTS IN COURSES AVAILABLE ON A PART-TIME INTERNAL BASIS IN UNIVERSITIES, 1974(a)

<table>
<thead>
<tr>
<th>University</th>
<th>Undergraduate</th>
<th>Post-Graduate</th>
<th>Higher Degree</th>
<th>Total Part-time Enrolments</th>
<th>Total All Enrolments</th>
<th>Proportion of Part-time to Total Enrolments</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Bachelor Degree</td>
<td></td>
<td>Masters Degree</td>
<td>_miscellaneous</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Honours Pass Diploma</td>
<td>Honours Pass Masters Preliminary Research Course</td>
<td>Ph.D. Higher Doctorate</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sydney</td>
<td>6 959 262 1</td>
<td>686 960 120 1</td>
<td>397 3,392 17,339 19.6</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>New South</td>
<td>18 2,759 149 107 291 836 177 13 309 4,659 17,878 26.1</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>New England</td>
<td>13 80 10 3 7 120 66 87 6 392 7,001 5.6</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Newcastle</td>
<td>18 1,398 92 2 103 99 33 89 1,834 4,177 43.9</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Macquarie</td>
<td>41 2,379 119 22 211 357 60 161 3,350 7,998 41.9</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Wollongong</td>
<td>5 155 2 26 36 27 26 27 904 1,716 52.7</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Melbourne</td>
<td>13 2,106 350(b) 342 151 656 404 184 20 184 4,410 15,539 28.4</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Monash</td>
<td>10 1,424 148 536 129 291 416 79 266 3,299 12,837 25.7</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>La Trobe</td>
<td>4 1,292 82 373 51 118 8 48 72 2,048 6,481 31.6</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Queensland</td>
<td>76 4,123 145(c) 234 141 382 410 285 34 250 6,080 18,912 32.1</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>James Cook</td>
<td>16 403 12 47 69 22 27 596 1,785 33.4</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Adelaide</td>
<td>3 1,583 364 29 133 159 69 21 230 2,691 9,091 29.6</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Flinders</td>
<td>24 491 25 30 32 50 33 63 748 3,173 23.6</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Western Australia</td>
<td>31 2,316 204 147 191 219 139 288 3,535 9,964 35.5</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tasmania</td>
<td>13 630 70 5 31 37 114 900 3,414 26.4</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Australian National</td>
<td>12 1,492 123 82 27 41 220 1,997 5,532 36.1</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>All Universities</td>
<td>303 24,290 2,022 1,491 980 3,410 4,107 1,440 89 2,703 40,835 142,837 28.6</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

(a) Excludes Griffith University and Murdoch University.
(b) Includes 86 subgraduate diplomas.
(c) Includes 5 subgraduate diplomas.

Source: Universities Commission.
external students, the performance of part-time students who sat for the examination was similar to that of full-time students. In four of the eight universities listed the performance of part-time students was a little better than for their full-time counterparts.

4.49 The effect of the higher drop-out rate of part-time students compared with full-time students is illustrated in Table 4.21, based on the history up to 1967 of the entry to universities in 1961. No similar study for a later period has been made. Of the full-time entry about one-third had discontinued by 1967 whereas the rate for part-time students was nearly double this. Drop-out usually occurs in the first year of study.

<table>
<thead>
<tr>
<th>University</th>
<th>Full-time</th>
<th>Part-time</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sydney</td>
<td>31.5</td>
<td>60.6</td>
</tr>
<tr>
<td>New South Wales</td>
<td>35.6</td>
<td>55.7</td>
</tr>
<tr>
<td>Newcastle</td>
<td>29.4</td>
<td>51.6</td>
</tr>
<tr>
<td>Melbourne</td>
<td>26.4</td>
<td>53.3</td>
</tr>
<tr>
<td>Queensland</td>
<td>28.5</td>
<td>72.9</td>
</tr>
<tr>
<td>Adelaide</td>
<td>34.4</td>
<td>76.6</td>
</tr>
<tr>
<td>Western Australia</td>
<td>40.6</td>
<td>72.0</td>
</tr>
<tr>
<td>Tasmania</td>
<td>34.8</td>
<td>60.4</td>
</tr>
<tr>
<td>Australian National</td>
<td>37.9</td>
<td>64.0</td>
</tr>
</tbody>
</table>

*Source: The 1961 Study, Table 2 (pages 125-130) and Table 25 (pages 252-254), Australian Government Publishing Service, Canberra, 1971.*

4.50 It is interesting to note that in 1973 the Australian National University created the position of Adviser (Part-time Studies) within the University's Counselling Service. This followed an investigation of part-time studies within the University. The Adviser's principal functions are to provide advice, assistance and information to part-time and intending part-time students, as well as undertaking liaison, research and investigational work. The Adviser also explores with employers and the University the possibilities of improving facilities and making provisions enabling part-time students to study more effectively. In these respects the Adviser's role is akin to that of the Director of the Part-time Studies Centre at Macquarie University.

4.51 Evening Classes. Table 4.1 showed that in 1974 31 per cent of all tertiary students was studying internal courses on a part-time basis. The proportions were similar in universities and colleges. Some of these students, particularly those in colleges of advanced education, where systems of day release are more common, are able to pursue their courses by attending day-time classes. In many cases, however, the availability of lectures and tutorials after working hours is an important factor in enabling a student to undertake a part-time course. Often, even though employers are prepared to allow time off to attend lectures, the amount of
travelling time required makes such attendance very difficult. The availability of evening classes is thus an important factor affecting access for part-time students.

4.52 In the immediate post-war years and during the 1950s most universities made extensive provision for part-time study by offering lectures, particularly in the humanities and social sciences, in the late afternoon and evening. In some cases teaching was also provided before 9.00 a.m. An indication of the extent to which evening classes are available in universities can be obtained from Table 4.22 which sets out the number of classes held after 5.00 p.m. as a proportion of the total number of classes. In three universities more than 30 per cent of lectures and tutorials is available after 5.00 p.m., while in four universities less than 10 per cent of these classes is held in the evening. The proportions for laboratory classes are generally lower.

TABLE 4.22
CLASSES COMMENCING AFTER 5.00 P.M. AS A PROPORTION OF TOTAL CLASSES, BY UNIVERSITY, 1973

<table>
<thead>
<tr>
<th>University</th>
<th>Lectures and Tutorials</th>
<th>Laboratory Classes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sydney</td>
<td>14.7</td>
<td>6.3</td>
</tr>
<tr>
<td>New South Wales</td>
<td>20.3</td>
<td>14.6</td>
</tr>
<tr>
<td>New England</td>
<td>3.6</td>
<td>4.0</td>
</tr>
<tr>
<td>Newcastle</td>
<td>31.9</td>
<td>23.3</td>
</tr>
<tr>
<td>Macquarie</td>
<td>33.5</td>
<td>23.8</td>
</tr>
<tr>
<td>Wollongong</td>
<td>31.6</td>
<td>12.3</td>
</tr>
<tr>
<td>New South Wales</td>
<td>21.5</td>
<td>12.4</td>
</tr>
<tr>
<td>Melbourne</td>
<td>12.5</td>
<td>5.7</td>
</tr>
<tr>
<td>Monash</td>
<td>7.9</td>
<td>2.5</td>
</tr>
<tr>
<td>La Trobe</td>
<td>14.4</td>
<td>—</td>
</tr>
<tr>
<td>Victoria</td>
<td>10.8</td>
<td>4.0</td>
</tr>
<tr>
<td>Queensland</td>
<td>25.1</td>
<td>7.9</td>
</tr>
<tr>
<td>James Cook</td>
<td>18.9</td>
<td>5.0</td>
</tr>
<tr>
<td>Queensland</td>
<td>24.3</td>
<td>7.6</td>
</tr>
<tr>
<td>Adelaide</td>
<td>12.4</td>
<td>0.7</td>
</tr>
<tr>
<td>Flinders</td>
<td>9.1</td>
<td>18.7</td>
</tr>
<tr>
<td>South Australia</td>
<td>12.0</td>
<td>1.8</td>
</tr>
<tr>
<td>Western Australia</td>
<td>18.5</td>
<td>13.1</td>
</tr>
<tr>
<td>Tasmania</td>
<td>3.4</td>
<td>13.3</td>
</tr>
<tr>
<td>Australian National</td>
<td>12.5</td>
<td>11.7</td>
</tr>
<tr>
<td>All Universities</td>
<td>17.4</td>
<td>9.6</td>
</tr>
</tbody>
</table>

Source: Universities Commission.

MISCELLANEOUS SUBJECTS

4.53 All universities make provision in their statutes or regulations to enable students to study, as single units, subjects which are normally offered as part of degree or diploma courses. In these cases, successful completion of the subject does
not necessarily count towards a formal qualification. In the majority of universities students are admitted on this basis only if sufficient places are available. Such students should not be confused with those who attend short courses of an adult education or professional refresher nature.

4.54 In 1974 there were some 2,700 students enrolled in miscellaneous subjects at a number of universities (see Table 4.19). On a full-time equivalent basis this represents about 0.5 per cent of the total enrolment. Enrolment in miscellaneous subjects at colleges of advanced education is also quite common.

ENTRY REQUIREMENTS

4.55 All tertiary institutions in Australia set minimum academic requirements which normally must be met before a student may be considered for admission to that institution. Generally these requirements are related to the final school examination for the relevant State. In some institutions admission is based on assessment reports from the school authorities. Students who pass a specified number and combination of subjects at an appropriate level or who achieve a pre-determined aggregate of marks are eligible to be considered for admission by the institution concerned. However, where quotas are applied, a higher standard is often required to obtain a place, particularly in some faculties. People with qualifications gained interstate or overseas or from other recognised tertiary institutions which are judged at least equivalent to the institution's admission standard are also eligible to be considered for admission, subject, in some institutions, to their compliance with residential requirements.

4.56 In practice, most students obtain entry to universities and colleges of advanced education on the basis of qualifications gained at final school examinations (see also paragraph 4.58). Information on the highest qualification of students entering their first bachelor degree course at a university in 1974 is set out in Table 4.23. This table shows that of these students, 84 per cent were admitted to their course on the basis of a qualification obtained at their final school examinations. For full-time students this figure was 93 per cent, 84 per cent having proceeded directly from school to university. On the other hand, of approximately 6,500 part-time new enrolments, 28 per cent had undertaken at least some study at a college of advanced education (including teachers colleges) and 28 per cent had other qualifications.

4.57 While the bulk of students in universities is admitted on the basis of formal academic qualifications measured in terms of the matriculation standard, all universities make provision in their regulations for the admission of students who only partially comply with normal requirements. In some cases this may merely involve giving students on the border line the 'benefit of the doubt'; in others, the university may take into account factors such as age and maturity, experience, or performance in special entry examinations.1 The number of students admitted to first degree courses in 1973 who did not meet normal admission requirements is shown in

1 Some universities grant 'adult matriculation' to such students; a lower age limit ranging from 21 to 30 years applies in some cases. Some universities also grant 'provisional matriculation' status. In these cases, matriculation is subject to confirmation after satisfactory results in their first or second years of study.
TABLE 4.23
HIGHEST QUALIFICATIONS OF STUDENTS COMMENCING THEIR FIRST UNIVERSITY
BACHELOR DEGREE COURSE, 1974

<table>
<thead>
<tr>
<th></th>
<th>Full-time</th>
<th>Part-time</th>
<th></th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Internal</td>
<td>External</td>
<td></td>
<td>Per Cent</td>
</tr>
<tr>
<td>Final School Examinations(a)</td>
<td>20,734</td>
<td>1,423</td>
<td>72</td>
<td>22,229</td>
</tr>
<tr>
<td>— in 1973</td>
<td>83.9</td>
<td>28.7</td>
<td>4.7</td>
<td>71.3</td>
</tr>
<tr>
<td>— in 1972</td>
<td>1,409</td>
<td>264</td>
<td>34</td>
<td>1,707</td>
</tr>
<tr>
<td>— Earlier</td>
<td>868</td>
<td>954</td>
<td>305</td>
<td>2,127</td>
</tr>
<tr>
<td>Colleges of Advanced Education(b)</td>
<td>273</td>
<td>868</td>
<td>637</td>
<td>1,778</td>
</tr>
<tr>
<td>— Complete degree/diploma(c)</td>
<td>233</td>
<td>252</td>
<td>66</td>
<td>551</td>
</tr>
<tr>
<td>— Incomplete degree/diploma</td>
<td>1,189</td>
<td>1,193</td>
<td>395</td>
<td>2,777</td>
</tr>
<tr>
<td>Other(d)</td>
<td>24,706</td>
<td>4,954</td>
<td>1,509</td>
<td>31,169</td>
</tr>
</tbody>
</table>

(a) Not necessarily direct from school.
(b) Includes teachers colleges.
(c) Includes certificates.
(d) Includes overseas qualifications.
Source: Universities Commission.

Table 4.24. Overall, such students represented less than 6 per cent of new students. The proportions vary between universities, the highest being the University of New England with over 21 per cent. It is also the practice of some colleges of advanced education to admit students without the normal minimum academic qualifications.

TABLE 4.24
NEW STUDENTS ADMITTED TO BACHELOR DEGREE COURSES IN UNIVERSITIES WHO
DID NOT MEET NORMAL ADMISSION REQUIREMENTS, 1973

<table>
<thead>
<tr>
<th>University</th>
<th>New Students</th>
<th>Number not Meeting Normal Requirements</th>
<th>Total</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sydney</td>
<td>12</td>
<td>3,386</td>
<td>0.4</td>
<td></td>
</tr>
<tr>
<td>New South Wales</td>
<td>61</td>
<td>5,179</td>
<td>1.2</td>
<td></td>
</tr>
<tr>
<td>New England</td>
<td>295</td>
<td>1,390</td>
<td>21.2</td>
<td></td>
</tr>
<tr>
<td>Newcastle</td>
<td>74</td>
<td>959</td>
<td>7.7</td>
<td></td>
</tr>
<tr>
<td>Macquarie</td>
<td>117</td>
<td>2,572</td>
<td>4.6</td>
<td></td>
</tr>
<tr>
<td>Wollongong</td>
<td>36</td>
<td>513</td>
<td>7.0</td>
<td></td>
</tr>
<tr>
<td>Melbourne</td>
<td>1</td>
<td>3,030</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Monash</td>
<td>1</td>
<td>2,472</td>
<td></td>
<td></td>
</tr>
<tr>
<td>La Trobe</td>
<td>79</td>
<td>1,819</td>
<td>4.3</td>
<td></td>
</tr>
<tr>
<td>Queensland</td>
<td>483</td>
<td>2,899</td>
<td>16.7</td>
<td></td>
</tr>
<tr>
<td>James Cook</td>
<td>33</td>
<td>523</td>
<td>6.3</td>
<td></td>
</tr>
<tr>
<td>Adelaide</td>
<td>45</td>
<td>2,199</td>
<td>2.0</td>
<td></td>
</tr>
<tr>
<td>Flinders</td>
<td>122(a)</td>
<td>909</td>
<td>13.4</td>
<td></td>
</tr>
<tr>
<td>Western Australia</td>
<td>290</td>
<td>2,085</td>
<td>13.9</td>
<td></td>
</tr>
<tr>
<td>Tasmania</td>
<td>98</td>
<td>678</td>
<td>14.5</td>
<td></td>
</tr>
<tr>
<td>Australian National University</td>
<td>47</td>
<td>1,405</td>
<td>3.5</td>
<td></td>
</tr>
<tr>
<td>Australia</td>
<td>1,794</td>
<td>32,018</td>
<td>5.6</td>
<td></td>
</tr>
</tbody>
</table>

(a) Includes students with college of advanced education qualifications.
Source: Universities.
4.58 Some universities, such as the University of Queensland and the University of New England, have for some years facilitated the entry of students who have not met normal academic requirements. A number of other universities has recently developed 'early leavers schemes' to assist such students. La Trobe University introduced this type of arrangement in its School of Humanities in 1972 and its success has led the University to extend it to the School of Physical Sciences, commencing in 1975. Flinders University introduced a similar scheme in 1974 and the University of Adelaide and Monash University are proposing to do so in 1975. In Western Australia, the feasibility of introducing an open learning project to provide for personalised courses in terms of pace, time and place, is being investigated.

4.59 The universities operating these 'early leavers' schemes and those who have provided for such entry for a number of years report that the academic progress of students admitted under these arrangements compares well with that of students admitted under normal conditions. In this connection it is interesting to note the results of the Mature Students Entry Program of the Salisbury College of Advanced Education in South Australia. Under this scheme, which has been operating since 1970, applicants are given an interview, an essay to write and a standard entry test designed to measure their potential for tertiary study. The results of students who have entered under the scheme show a high rate of success. The College average for distinctions and credits is 26 per cent whereas it is 55 per cent for the mature students. The College failure rate is 19 per cent and for the mature students it is 4 per cent.

TRANSFERABILITY

4.60 All tertiary institutions make provision for the granting of credit to students transferring from another institution. In the case of a university the amount of credit granted for work done at another university depends largely on the extent to which the faculty concerned judges that the work is equivalent to sections of its own courses. In general, credit cannot be obtained for units required to complete the final year of a course. Moreover, differences in course structure between institutions frequently result in less than full credit being granted for previous work done. Most universities do not distinguish between courses undertaken internally and externally for the purpose of granting credit. Rules vary as between faculties in a given university and between universities.

4.61 Transfers are also possible between colleges of advanced education and universities although, at present, they are not common. As is the case for inter-university transfers, the amount of credit granted is dependent on the extent to which the work completed is judged equivalent to sections of the course being offered at the university. At the higher degree level there is already a number of students undertaking higher degree studies in universities on the basis of qualifications obtained at colleges of advanced education. As can be seen from Table 4.25, there were 61 such students who commenced higher degree study in 1974. This

---

2 These schemes carry the term 'early leavers' because they cater for students who ceased their formal schooling before attempting matriculation examinations and who have not subsequently sat for such examinations.
number may be expected to increase in the future as the colleges develop undergraduate degree courses.

### TABLE 4.25

NUMBERS OF STUDENTS COMMENCING HIGHER DEGREE STUDY AT UNIVERSITIES ON THE BASIS OF A QUALIFYING DEGREE GAINED AT A COLLEGE OF ADVANCED EDUCATION, 1974

<table>
<thead>
<tr>
<th>University</th>
<th>Ph.D.</th>
<th>Masters</th>
<th>Research</th>
<th>Course Work</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sydney</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>5</td>
</tr>
<tr>
<td>New South Wales</td>
<td></td>
<td></td>
<td>1</td>
<td>8</td>
<td>9</td>
</tr>
<tr>
<td>New England</td>
<td></td>
<td></td>
<td>2</td>
<td></td>
<td>2</td>
</tr>
<tr>
<td>Newcastle</td>
<td></td>
<td></td>
<td></td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Macquarie</td>
<td></td>
<td></td>
<td>3</td>
<td>4</td>
<td>7</td>
</tr>
<tr>
<td>Wollongong</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Melbourne</td>
<td>2</td>
<td></td>
<td>1</td>
<td></td>
<td>3</td>
</tr>
<tr>
<td>Monash</td>
<td></td>
<td></td>
<td>2</td>
<td>7</td>
<td>9</td>
</tr>
<tr>
<td>La Trobe</td>
<td></td>
<td></td>
<td>2</td>
<td></td>
<td>2</td>
</tr>
<tr>
<td>Queensland</td>
<td></td>
<td></td>
<td>1</td>
<td>7</td>
<td>8</td>
</tr>
<tr>
<td>James Cook</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Griffith</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Adelaide</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Flinders</td>
<td></td>
<td></td>
<td>1</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>Western Australia</td>
<td></td>
<td></td>
<td></td>
<td>12</td>
<td>12</td>
</tr>
<tr>
<td>Murdoch</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tasmania</td>
<td></td>
<td></td>
<td>1</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Australian National</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Australia</strong></td>
<td>2</td>
<td>14</td>
<td>45</td>
<td>61</td>
<td></td>
</tr>
</tbody>
</table>

Source: Universities Commission.

### FINANCIAL ASSISTANCE FOR STUDENTS

4.62 A major change in the arrangements under which financial assistance is provided for students at tertiary institutions in Australia occurred in 1974 with the introduction of the Australian Government's Tertiary Education Assistance Scheme for undergraduate study. This scheme, which replaced the Commonwealth University, Advanced Education and Technical Scholarship Schemes, provides means-tested living allowances and other allowances to all full-time, unbonded Australian students admitted to courses in universities, colleges of advanced education, approved teacher training colleges and technical colleges. Under the previous schemes, assistance was based on academic merit and consisted of the payment of fees, a means-tested living allowance and other minor allowances. Information from the Australian Department of Education indicates that in 1973, 43 per cent of all full-time students at universities received Australian Government financial assistance, and of these 51 per cent was in receipt of living allowance assistance. In colleges of advanced education 13 per cent of all full-time students received Australian Government financial assistance and of these 66 per cent was in receipt of living allowances. In 1974 all students at universities and colleges of advanced education benefited from the Australian Government's abolition of fees. In addition, approximately 36 per cent of all full-time university students received living allowances and approximately 23 per cent of students at colleges of advanced education received living allowances from the Australian Government.
4.63 The new scheme, coupled with the Government's decision to abolish tuition fees at tertiary institutions from 1 January 1974, has effectively provided some financial assistance to all full-time students. Part-time and external students have benefited also from the abolition of fees. For 1975, the maximum allowance for students living at home is $1,000 per annum and $1,600 per annum for students living away from home. All students qualifying for a living allowance also receive an incidentals allowance of $100 per annum if attending universities and $70 per annum if attending colleges of advanced education. The new scheme also provides that students over 21 years of age who wish to live away from home may receive a living allowance at the 'away from home' rate. Similarly, students who have been classed as independent (i.e. have reached or will turn 25 years of age in the relevant year; are orphans or wards of State; are or have been married; have been living in a bona fide de facto relationship for at least two years or one year where children are involved; have maintained themselves for at least two of the previous five years without assistance from parents and other people) are eligible for a living allowance up to the maximum of $1,600 per annum in 1975, based on a special means test. The Tertiary Education Assistance Scheme is at present under review (see paragraph 2.39).

4.64 The other major form of financial assistance to students is that provided by State Education Department teacher training scholarships. These generally provide more generous living allowances than those available under the Tertiary Education Assistance Scheme and are not subject to a means test but in general are subject to a bond. In 1975 the South Australian Education Department will offer unbonded awards only, while in Victoria a small number of unbonded awards will be available as well as normal bonded studentships. In both States non-bonded teacher trainees will be eligible to apply for assistance under the Tertiary Education Assistance Scheme.
CHAPTER 5

Experience Abroad

5.1 Educational experimentation has a long history, and is a process to which Australia already has made a significant contribution, for example, through external university studies and, at the school level, correspondence and radio teaching of isolated students. Over the last few years there has been much innovatory activity in higher education. Experiments, many of them dating only from 1970, 1971 and 1972 are proceeding in various parts of the world. Japan has a large scale project of teaching by radio. In the Soviet Union a great deal of tertiary education is done by off-campus and discontinuous courses. The University of South Africa at present has some 32,000 students in many countries studying, with correspondence support, for bachelor or higher degrees in Arts, Science, Social Science, Education, Commerce and Law. Massey University in New Zealand has a well-developed scheme of external study.

5.2 The Committee has studied a number of non-traditional ventures in higher education. This chapter contains comments on some of the innovations which the Committee believes to be examples relevant to the Australian situation, in particular the British Open University and certain developments in the United States of America.

THE BRITISH OPEN UNIVERSITY

5.3 The Committee was specifically directed by its terms of reference to 'conduct its enquiry having regard to the aims and methods of the Open University in the United Kingdom'. This the Committee did, drawing its information mainly from three sources. In the first place several members of the Committee had had opportunities to visit the Open University. In particular Mr Sheath, because of his association with external teaching in the University of New England, had visited Britain as an adviser in the early days of the Open University's establishment; Mr Watts spent some time in the latter part of 1971 at the Open University studying its technological practices; the Chairman, who had had a previous opportunity to visit the Open University in March 1971, accepted an invitation to attend a study seminar conducted by the British Council on the Open University in London on 8-10 August 1973; and Mr Birman visited the Open University during the early months of the Committee's sittings. Secondly, many of the people who made submissions to the Committee had been able, either as visitors or as members of the staff, to observe the Open University's work. This was especially true of some of those who came together at the Committee's invitation at the seminar mentioned in paragraph 1.10. Another valuable personal contact with the Open University was that established by the Committee's meeting with Mr John Robinson of the British
Broadcasting Corporation. Thirdly, the Committee, with welcome help from the Australian Broadcasting Commission, examined a large range of publications from and about the Open University, and watched and listened to specimens of its audiovisual material.

5.4 In 1963 Mr Harold Wilson, the leader of the British Labour Party, made an electoral pledge in a speech in Glasgow that an institution would be established to prevent the wastage of talent among people who had missed the opportunity of a higher education. The new body was originally conceived and referred to as a 'University of the Air'. The Labour Party, which gained office in 1964, set up a parliamentary committee under the chairmanship of Miss Jenny Lee, Parliamentary Under-Secretary for Education and Science, to pursue the idea. On this Committee's advice, embodied in a White Paper of February 1966, the Secretary of State for Education and Science set up a planning committee in September 1967 to work out a comprehensive plan. The planning committee reported in January 1969, and the Open University was granted a charter later that year. It began teaching in 1971.

5.5 The Open University has its permanent headquarters at Walton Hall in the new city of Milton Keynes in North Buckinghamshire, fifty miles north of London. There are six faculties: Science, Technology, Mathematics, Social Sciences, Humanities, and Educational Studies. In each faculty except Educational Studies there is a foundation course and further courses designed to be taken at later stages. Educational Studies begins at the second level. Only one undergraduate degree is offered, the degree of Bachelor of Arts. To qualify for the pass degree six courses, including not more than two of the foundation courses, must be passed; for the honours degree, eight courses are required. A high degree of flexibility is allowed in the choice of courses and the emphasis is on general rather than vocational training. Most students are limited to one course a year, and will therefore take six years to complete the pass degree. Three higher degrees — Bachelor of Philosophy, Master of Philosophy and Doctor of Philosophy — are offered on completion of programs of advanced study and research. There is also a number of post-experience courses, leading to the award of diplomas, certificates or letters of completion.

5.6 The Open University's methods are designed to meet the needs of the student who is in employment and whose main study base is the place where he lives; all its undergraduate students are external. A typical course covers 36 weeks, and is divided into weekly units. The assumption is that the student will spend from ten to fifteen hours a week studying a unit. The fundamental teaching medium is the written word in the form of a series of carefully prepared booklets which are mailed to the student from a complex distribution centre at the University's headquarters. This written material is, however, reinforced and supplemented by radio and television broadcasts, and for this purpose a close link has been formed between the University and the British Broadcasting Corporation. Although the place of radio and television in the Open University's program has received wide publicity, in fact they provide about 10 per cent of the student’s learning experience, but consume about 20 per cent of the University's budget. Students are expected to complete assignments, which are marked either personally by tutors or through a computer.
In appropriate courses students are supplied with specially developed experimental kits.

5.7 The University has divided the United Kingdom into regions, each region having an office with a full-time director and senior counsellors and academic tutors. In each region study centres have been set up, often in the premises of existing tertiary institutions where students use radio, television, tape recording and sometimes computer terminal facilities; facilities are available for consulting tutors (on academic matters) and counsellors (on other matters), and opportunities are provided for meeting and holding discussions with fellow students. Part-time tutors and counsellors, drawn mainly from the staff of local educational bodies, are paid a sessional fee for their services. In certain courses students are required to attend residential schools (normally held in local university premises) for discussion, contact with their tutors and fellow students, and practical tuition and experience. Students are required to take an examination at the end of each course. In order to establish and preserve its standing in the academic community the University invites members of other universities to act as external examiners. The University makes no special library provision for undergraduate students; beyond the material which the University supplies, they are expected to buy books or use local libraries.

5.8 From the outset great care has been taken to ensure that the course material produced by the University is of the highest quality, and it is probably in this field that the University is making its largest contribution to higher educational development. Courses are prepared by teams comprising members of the academic staff, producers from the BBC and technologists from the University's Institute of Educational Technology. The academic members first determine, after discussion, the objectives of the course, and then investigate how these can be achieved. This is often a lengthy and demanding, if productive, exercise. The course is divided into units, each of which is designed to occupy a week of the student's study time. Authors are selected, drafts produced and discussed with the team. The whole process involves the exposure of the authors of the course to criticism from colleagues in their own and allied fields and from educational technologists — a salutary discipline to which academics are not usually subject. When the drafts are approaching their final form, they are tried out on a group of volunteer students and revised in the light of their responses. If computer-marked exercises are produced in connection with a unit, precise instructions for the computer are required; and if there are tutor-marked exercises, guidelines for tutors must be prepared and agreed.

5.9 It is small wonder that material produced by such a thorough process, and by people committed to the excellence of the product, has reached a very high standard, and this is widely acknowledged to be so. The University's publications are being sold and used both in Britain and abroad. The process of course production does, however, impose great strains. It is considerably more laborious and time-consuming than was expected, and it is very costly. Where large numbers are involved, as in the foundation courses, the cost per student is relatively low, but at more advanced levels, where numbers taking particular courses are lower, costs per student rise steeply. Accordingly, though financial provision is made for the
periodical revision of courses, there is a natural tendency to justify initial expense by using material many times.¹

5.10 No formal educational requirements are prescribed for admission to the Open University. Students must be residents of the United Kingdom, and with the exception mentioned in paragraph 5.16, they must be aged over twenty-one years. Admission is determined primarily on a first-come-first-served basis, but a quota system operates to balance the intake to each course from each region and from each occupational category. In its first year, 1971, the University enrolled some 19,500 students; in 1972, 31,000 were enrolled, and in 1973 about 42,000. Thus, in three years the Open University had become Britain's largest university.

5.11 The average age of students is 27 years. As will be seen from Table 5.1, the proportion of students aged 25 years or less more than doubled between 1971 and 1972. Moreover, this young age group showed a greater tendency to discontinue their courses.

### Table 5.1
<table>
<thead>
<tr>
<th>Age Group</th>
<th>1971</th>
<th>1972</th>
</tr>
</thead>
<tbody>
<tr>
<td>Post 1945</td>
<td>9.2</td>
<td>19.8</td>
</tr>
<tr>
<td>1936-45</td>
<td>38.6</td>
<td>40.2</td>
</tr>
<tr>
<td>1926-35</td>
<td>31.0</td>
<td>24.7</td>
</tr>
<tr>
<td>1916-25</td>
<td>17.1</td>
<td>12.3</td>
</tr>
<tr>
<td>1906-15</td>
<td>3.3</td>
<td>2.5</td>
</tr>
<tr>
<td>Pre-1906</td>
<td>0.8</td>
<td>0.4</td>
</tr>
</tbody>
</table>

**Source:** The Open University, Report of the Vice-Chancellor, 1972. This is the latest available report.

5.12 The sex distribution in the several foundation courses is shown in Table 5.2. The overall ratio of women to men increased from one in four in 1971 to one in

### Table 5.2
<table>
<thead>
<tr>
<th>Course</th>
<th>1971</th>
<th>1972</th>
</tr>
</thead>
<tbody>
<tr>
<td>Arts</td>
<td>Per Cent</td>
<td>Male 55.4, Female 44.6</td>
</tr>
<tr>
<td>Math</td>
<td>Per Cent</td>
<td>Male 89.1, Female 10.9</td>
</tr>
<tr>
<td>Science</td>
<td>Per Cent</td>
<td>Male 86.6, Female 13.4</td>
</tr>
<tr>
<td>Social Sciences</td>
<td>Per Cent</td>
<td>Male 66.3, Female 33.7</td>
</tr>
<tr>
<td>Technology</td>
<td>Per Cent</td>
<td>—</td>
</tr>
</tbody>
</table>

**Source:** The Open University, Report of the Vice-Chancellor, 1972.

¹ For an illuminating description of the problems of producing course materials, see 'Course Production at the OU: Basic Problems and Activities' by Brian Lewis, in The Open University Opens, Routledge and Kegan Paul, London, 1974.
three in 1972. The University has committed itself to keeping a balance between arts- and science-based courses, and if the proportion of women enrolling rises and women continue to prefer arts and social sciences (which are already the two most popular courses), their chances of being allocated a place will be decreased.

5.13 Teachers make up a preponderance of the student body, although the proportion of them is falling. The proportion of manual and clerical workers, although small, is rising. The occupational distribution of students is shown in Table 5.3.

<table>
<thead>
<tr>
<th>Occupation</th>
<th>1971</th>
<th>1972</th>
</tr>
</thead>
<tbody>
<tr>
<td>Housewives</td>
<td>10.1</td>
<td>13.2</td>
</tr>
<tr>
<td>Armed Forces</td>
<td>1.7</td>
<td>1.9</td>
</tr>
<tr>
<td>Administrators and Managers</td>
<td>5.0</td>
<td>4.8</td>
</tr>
<tr>
<td>Education</td>
<td>40.1</td>
<td>33.2</td>
</tr>
<tr>
<td>Professions and the Arts</td>
<td>8.5</td>
<td>11.3</td>
</tr>
<tr>
<td>Scientists and Engineers</td>
<td>6.4</td>
<td>4.7</td>
</tr>
<tr>
<td>Technical Personnel</td>
<td>12.1</td>
<td>12.7</td>
</tr>
<tr>
<td>Skilled Trades</td>
<td>1.4</td>
<td>2.2</td>
</tr>
<tr>
<td>Other Manual Occupations</td>
<td>1.2</td>
<td>1.7</td>
</tr>
<tr>
<td>Communications and Transport</td>
<td>0.8</td>
<td>0.9</td>
</tr>
<tr>
<td>Clerical and Office Workers</td>
<td>6.4</td>
<td>7.8</td>
</tr>
<tr>
<td>Shop and Personal Service</td>
<td>2.9</td>
<td>3.4</td>
</tr>
<tr>
<td>Retired — Not Working</td>
<td>1.5</td>
<td>1.8</td>
</tr>
<tr>
<td>Number of Students</td>
<td>19,581</td>
<td>15,716</td>
</tr>
</tbody>
</table>


This distribution indicates that relatively few of the students have ‘working class’ jobs. However, this does not mean that few have ‘working class’ backgrounds. Indeed, although only 8 per cent of male students are themselves skilled or other manual workers, some 45 per cent of them had fathers who, during the later years of the students’ schooling, were occupied as skilled or other manual workers. This is in sharp contrast to the socio-economic distribution of fathers of university students generally, in which manual workers are greatly under-represented.

5.14 Most students in the Open University have some formal educational qualifications. In 1971 and 1972 two-thirds of the students had qualifications equivalent to those required for ordinary university admission. Less than 10 per cent of the students had no formal qualifications at all. There is some evidence that the less well formally qualified students have found greater difficulty with their courses than students generally.

5.15 Student fees are modest. Apart from such incidental expenses as travelling and stationery, but including books, a student can expect to spend about $A650 in fees, spread over the six years of a degree course.

5.16 It was not originally intended that the Open University should provide places for school leavers, but the University agreed to a request from the Department of

---

\(^1\) See The Open University, Report of the Vice-Chancellor, 1971, pages 30 and 31.

Education and Science in 1972 to admit five hundred 18 to 21 years old students in 1973 and following years, and to keep their performance under review. One-half of the group would have normal entrance qualifications and the other half would not. In 1973 only 347 students made provisional enrolments under the scheme, and only 209 confirmed their enrolment. Of this group about one-third had the qualifications normally required for university entrance in Britain. It seems from this that the demand for open university courses by school-leavers in Britain may not be large and that they may be expected to show a high drop-out rate.

5.17 The size and growth of the University's staff is shown in Table 5.4.

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Central Staff</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Academic Area</td>
<td>78</td>
<td>183</td>
<td>284</td>
<td>481</td>
</tr>
<tr>
<td>Administration</td>
<td>35</td>
<td>77</td>
<td>240</td>
<td>331</td>
</tr>
<tr>
<td>Operations Area</td>
<td>8</td>
<td>65</td>
<td>148</td>
<td>323</td>
</tr>
<tr>
<td>Regional Staff</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Full-time</td>
<td>35</td>
<td>142</td>
<td>333</td>
<td>473</td>
</tr>
<tr>
<td>Part-time</td>
<td>-</td>
<td>4,861</td>
<td>4,821</td>
<td>5,231</td>
</tr>
<tr>
<td>Post-graduate Students</td>
<td>8</td>
<td>22</td>
<td>150</td>
<td>228</td>
</tr>
<tr>
<td>Undergraduate Students(a)</td>
<td>-</td>
<td>24,344</td>
<td>36,100</td>
<td>42,036</td>
</tr>
<tr>
<td>Post-experience Students</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>2,453</td>
</tr>
</tbody>
</table>

(a) These figures relate to provisional enrolments and do not take account of later withdrawals. Source: The Open University, Report of the Vice-Chancellor, 1972.

5.18 Any attempt to compare the costs of the Open University with those of conventional universities poses great difficulties. The capital cost, apart from that involved in broadcasting, is low, since the Open University does not need a large capital plant nor have to provide for student residence. Since the number of full-time staff relates to the number of courses to be offered, and not, as with conventional universities, to the number of enrolments, recurrent costs per student are high for small numbers of students, but fall to low levels as student numbers become very large. The cost of open-type university activities is discussed further in paragraphs 8.24 to 8.27.

5.19 The British Open University is making a major contribution to higher education in the United Kingdom. Whether it would be desirable, or even feasible, to set up a large institution on similar lines in Australia is open to question both on logistic and educational grounds, and these issues are taken up in Chapters 6, 7 and 8.

UNITED STATES OF AMERICA

UNIVERSITY WITHOUT WALLS

5.20 After a series of discussions which took place from 1967 to 1969, the Union for Experimenting Colleges and Universities in the United States was set up to
institute a University Without Walls. The Union comprises twenty-six widely diverse institutions in various parts of the United States, with headquarters at Antioch College, Yellow Springs, Ohio. Initial finance for the scheme was provided by the United States Office of Education and the Ford Foundation, and a subsequent grant has been made by UNESCO to help plans to begin a University Without Walls abroad. The colleges of the Union form a consortium, each member undertaking to experiment with radical ways of enabling students to take degrees, subject to guidelines set by the Union. The Union's constituent institutions vary widely: large and small, public and private, urban and rural. In the development of their UWW programs within the Union guidelines they have a large measure of autonomy, but the general plan is to provide a new and more flexible kind of undergraduate education. UWW courses cater for anyone over the age of sixteen. Some participating institutions impose entry tests and others do not. The UWW has abandoned the idea of a sharply-circumscribed campus and deals with students wherever they are. Students, teachers and administrators collaborate in working out plans for UWW programs.

5.21 The conventional notion of a curriculum has been almost entirely eliminated. Provided a basic knowledge and a suitable level of competence can be demonstrated, the student may study anything he likes. The student's course is worked out in advance by himself and an adviser, who may be a member of the UWW staff, a member of the host institution, or an outside practising professional person designated by the UWW for the purpose and described as a member of the 'adjunct faculty'. The course is embodied in a 'learning contract' between the student and the institution concerned. Together the student and his adviser monitor progress and decide (there being no set time limit) when the program has been fulfilled. The means of learning, like the content of study, vary widely. Credit may be allowed for previous study or life-experience; the student may attend formal courses at one or more institutions; he may study independently while living at home and holding a job; he may undertake a planned internship in some form of employment; or he may complete part of his program by planned travel abroad, or approved community service. What is learned is regarded as more important than how it is learned. The final evaluation of the student's work is made by a committee familiar with the student and his course, and when that committee is satisfied the consortium confers a degree.

5.22 The UWW development is new and still quite small. About three thousand students enrolled in the first year; this number must be judged in the context of over eight million students in universities and colleges, including community colleges, in the United States. The UWW's announcements refer to creating opportunities for disadvantaged groups, for example blacks and American Indians, but in the first year four out of five entrants were either full-time students or were drawn from the professional, technical, managerial or social service occupations. Indeed some observers suggest that programs of the kind described, because they are more demanding of time, commitment, understanding and independence than traditional courses, are unsuitable for under-prepared and underprivileged students. On the other hand, the experiment is undoubtedly fresh and innovative.
The union is co-ordinating a very different kind of education within established colleges and universities. Its units (which are physically attached to the participating institutions) are trying things no small group of reformers could have otherwise sold to their faculties or administrations. In other words, really significant reform inside colleges and universities may depend on the backing of a strong change agent outside them, and that is what the union is.4

EMPIRE STATE COLLEGE

5.23 Empire State College is one of over 70 Colleges of the State University of New York (SUNY), and has its headquarters at Saratoga Springs, New York. Like the University Without Walls it emphasises individual programs and diverse means of learning. Its students are either half-time or full time, and admissions take place each month. Learning contracts and adjunct faculty (see paragraph 5.21) are used, and degrees of Associate and Bachelor in Arts and Science are conferred by the State University of New York. The College has established several learning centres, to which much administrative work is devolved, and which provide facilities for meetings of students and their advisers and with each other.

5.24 The College places considerable importance on the compilation of a number of directories. These are available at the learning centres, and their purpose is to provide students and staff with detailed and readily accessible information which will make the learning process more fruitful. In due course there will be a directory of human resources, listing people in the local community who are competent and willing to help students in particular fields; a directory of students; a directory of faculty members; a directory of community resources — listing business, cultural, governmental, social and similar facilities; a list of cultural activities which students may wish to use; and a list of services such as recreational, psychological and counselling services, which the College itself does not provide. By way of comparison with the British Open University’s residential schools, the Empire State College offers what are described as short term residential experiences, but these need not be continuous, frequent, or scheduled on a regular basis. They will occur when students are available and in ways functional to the topics under study.

5.25 The College is generous in granting students credit for work done in other institutions and for experience gained through relevant occupations. It thus facilitates the granting of degrees to students who would otherwise have difficulty in meeting formal requirements. At the same time the College places great emphasis on learning for its own sake, and the learning contract is an expression of this emphasis. There is, of course, some inconsistency between this latter attitude and the importance that is attached by students and society generally to achieving the award of a formal qualification.

THE BOARD OF REGENTS OF THE UNIVERSITY OF THE STATE OF NEW YORK

5.26 The Board of Regents has offered since 1970 three external degrees: Associate in Arts, Bachelor of Science in Business Administration, and Associate in Applied Science in Nursing. Students qualify for the degrees simply by passing examinations

---

prescribed for the purpose. Anyone, anywhere, may sit. No preliminary qualifications are required. Credit is allowed for previous formal study, but not for more general 'life-experience'. There is, of course, a distinguished United Kingdom precedent: the University of London introduced a degree granted solely on the basis of examinations in 1836.

The City University of New York
5.27 The City University of New York (CUNY), although over a century old in its origins, has undergone very rapid expansion in the last few years. By 1975 it hopes to provide higher education for 250,000 of New York City's residents of all ages. CUNY is of special interest in connection with its open admission policy. The University, which comprises nine community colleges and twelve senior colleges, is committed to providing unrestricted access to higher education to any resident of New York City, and to limited numbers of people who live beyond the City or the State. Any New York City resident who receives a high school diploma is guaranteed a place. The carrying out of this bold policy has called for elaborate programs of remedial courses, tutoring, counselling, financial aid to poor students, and liaison with community bodies. Special encouragement and help is also given to discharged members of the armed services and students with language difficulties. Certain of the colleges within the University integrate work experience and study abroad with their courses.

Common Characteristics
5.28 North American experiments in open higher education are numerous and mostly new (over 100 of them have come into existence since 1970), but individually and even collectively they deal as yet with a tiny proportion of American tertiary students. Almost all of them share the following characteristics:

(a) They have as background the student upheavals of the late 1960s and early 1970s, the consequent disillusionment with higher education generally, and the problem of falling numbers in many higher educational bodies.

(b) They are in general conducted by existing institutions along with their normal programs, not by new institutions created for the purpose; contrast the British Open University.

(c) They use facilities outside the institution concerned. Sometimes these are facilities of other institutions, whether in a consortium or otherwise, and sometimes they are outside community facilities, for example talented people who are used as 'adjunct faculty', or non-academic organisations which accept students as 'interns'.

(d) They have not chosen to use elaborate technological teaching aids, even when they are dealing with students at a distance.

(e) Their students pay fees, even where the bodies which conduct them do not charge their internal students fees.

(f) Many involve some form of consortium, whether between units of the same institution (as for example the campuses of the University of California) or between independent institutions (as in the University Without Walls).

(g) They are not essentially related to external study, nor did they come into existence specially to help distant students. Some do in fact teach extern-
ally, but the purpose of them all is openness of *curriculum* and *teaching method*, whether for internal or external students. There is a clear contrast here with the British Open University, which has a prescribed curriculum and timetable. There are some American ventures which do not contain a teaching element at all (for example the Regents External Degree).

(h) They are not specially related to the disadvantaged student (except for some special projects, such as the Education Opportunity Program conducted by the State University of New York).

(i) They run some risks of falling standards.

(j) While trying to safeguard standards, they encounter conflict between extreme flexibility in content and method and emphasis on learning, and the insistence by students and employers on formal certification.

(k) They appear to be gaining acceptance from leading accreditation agencies: in fact they seem to be acting as a catalyst in the whole field of academic accreditation.

(l) They have attracted in their early stages large sums of money from public sources and private foundations, but aim at being self-supporting later on.

(m) They have attracted the interest and participation of first-rate educational innovators.

(n) Because of their innovative features and interchange of staff they are having a liberalising effect on more traditional programs.
CHAPTER 6

Views put to the Committee

6.1 The submissions made to the Committee ranged from single-page letters to substantial theses supported by a wealth of statistics and exhibits. Some dealt with small particular points. Many explored the entire field on which the Committee's advice is sought; some went well beyond it. In this Chapter the Committee attempts a description of the main trends of opinion contained in the submissions.

6.2 The respondents were unanimous that it is desirable to expand opportunities for higher education in Australia. Perhaps it was to be expected that people of that view would form the bulk of the respondents, but the Committee was impressed by the fact that no outright critics of openness came forward. At the very least, it is clear that there is strong support for more flexible approaches in higher educational practice, and that many well-informed and thoughtful people regard the need to provide more open access and wider offerings as important and urgent.

WHO WILL BENEFIT?

6.3 The opening up of educational opportunities was in general seen as helping to promote equality, correct disadvantage, and reduce the extent to which the present educational system was felt to perpetuate privilege. Accordingly, efforts were made to identify classes and groups in the community who would benefit from readier access to higher education. Some respondents urged a full-scale preliminary enquiry to find out how many people would offer themselves as students under a new system, or pointed to the desirability of research into the actual needs and aspirations of those who have not already been involved in tertiary education, to determine for whom new opportunities should be provided. The difficulties involved in this kind of enquiry have been mentioned in Chapter 3 (see paragraphs 3.18 to 3.20).

6.4 The groups of people who would benefit from more open practices were of two kinds: large general social groups, and small special clienteles. The general group most frequently mentioned comprised adults, including those who may or may not have completed secondary or indeed primary education, but who had gained substantial experience of the world. They might wish to embark on tertiary study to gain a vocational qualification or to upgrade one they already had, to refresh their professional knowledge part way through their careers, to retrain for different work, or simply for pleasure and personal enrichment. Virtually no one thought that a new open institution, if one were to be established, should
admit students at the normal undergraduate age (say 17 to 19 years). Most favoured a minimum entry age of 21 or 22 years, and pointed to the experience of existing institutions, in which adult students, because of their maturity and motivation, had on the whole done very well.

6.5 People debarred from attendance by remoteness, employment or family commitments were other major groups mentioned as having much to gain from off-campus tertiary programs. Some respondents identified housewives, mothers and country women (and, in the case of some respondents, women in general) as suffering particular handicaps and consequently having much to gain from new opportunities. There was frequent reference to people who, although not formally excluded from attending a university or college, found the rigidity of timetables and the burden of travel so great that they were deterred from enrolling or gave up at an early stage; and to people whose low socio-economic status made access to higher education out of the question for financial reasons.

6.6 The smaller, specific groups mentioned as being likely to benefit particularly included social and welfare workers — a field in which many become interested only in their more mature years; librarians, many of whom wish to add a degree to their previously-acquired subgraduate qualifications; teachers of many kinds; nurses; workers in remote research stations; the physically handicapped (e.g. the deaf, the blind and the immobilised) and those with specific learning difficulties; small businessmen. One interesting plea was for courses for experienced but non-graduate public servants to enable them to compete more successfully with recent graduate recruits for more senior appointments. There were suggestions that an open tertiary institution might make its courses available to students in South-East Asia, Papua New Guinea and the Pacific islands.

WHAT SHOULD BE OFFERED?

6.7 Some respondents offered a list of more or less established fields in which they felt external courses should be made available — Arts, Library Studies, Education, Law, Politics, Social Science, Accounting, Engineering, Pharmacy, Business Studies. Others mentioned such fields as Local Government, Home Economics, Religious and Biblical Studies, Central European Studies, and Creative Intelligence. Many urged that the maximum encouragement should be given to the development of interdisciplinary fields of study.

6.8 There were frequent pleas for the provision of courses at a number of different levels, to meet the varying needs of students, and accordingly for a number of different awards. At the subgraduate level there might be certificates, associate-ships and diplomas, available on the successful completion of external courses covering two, three or four years. Almost all favoured the provision of a degree for somewhat longer courses, and many thought that there would be room, although perhaps not at the outset, for the award of postgraduate degrees and diplomas. It was frequently suggested that the Committee should consider not only courses traditionally associated with universities, but also those associated with colleges of advanced education. The Committee itself had taken this view in seeking the Minister's approval of a wider interpretation of its terms of reference (see paragraph 1.2).
HOW SHOULD IT BE DONE?

6.9 The large majority of respondents concentrated on the means by which a new and more open system of higher education could be achieved. The expositions varied, but there were common threads: equality of opportunity should be promoted and disadvantage should be ameliorated. Many saw current university systems as catering for the intellectual elite and the middle class, and as being remote from the community. Hence a new type of institution was required, more flexible in its practices and more expansive in its options, providing richer learning opportunities and presenting education as a life-long vehicle for self-realisation. Most respondents stressed the need for innovation and fresh approaches and there was much discussion of experiments elsewhere: of independent study, credit for life-experience, learning contracts and the like.

6.10 Present entry requirements were much criticised, although most felt that completely open access would be wasteful of resources. Any entry tests should be directed to discovering whether the student would in fact be able to cope with tertiary study, but it was recognised that perhaps the only way to discover this was to let the candidate try, and that this might well be both damaging to the individual, and expensive. In many cases entry problems might be avoided through the provision of bridging or orientation courses, or by specially designed foundation courses such as those of the British Open University.

6.11 The rigidities of current terms, semesters and years, of timetables, and of examinations were often mentioned, and more flexible procedures recommended. Students should be able to start when they wished, choose the studies which attracted their interest, be assessed when they felt they were ready, and then be given an award. Almost everyone, however, insisted that high standards should be maintained in the new courses to ensure their academic acceptance. As to external courses, there should be required assignments in the student's program and compulsory attendance at vacation schools. Examinations should be the same for external and internal students. Only a few discussed the conflict between unconventional modes of learning and insistence on traditional modes of assessment and certification.

6.12 Several respondents, including those who referred to working people, made the point that adults who had never had any contact with post-school study would need encouragement, guidance and support, and there was general agreement that present counselling and guidance services in the field of higher education needed massive improvement in quality and availability. The importance of warm, frequent, personal contact between student and teacher was repeatedly stressed. For external students there should be study centres, well-equipped and pleasantly housed, where possible in association with existing local institutions; tutors should visit students, and students should have facilities for discussion with one another. Course procedures should provide for feedback from students, and visits to the central campus should be encouraged.

6.13 Although many respondents recognised the valuable part which had been played in Australian higher education by part-time and external studies, they felt
that the care of part-time and external students had tended to be treated as a
second-class and irritating activity to be undertaken with the resources and energy
left over after the institution's other responsibilities — the teaching of the full-
time student and the conduct of research — had been discharged.

6.14 Many respondents discussed recent improvements in educational methods,
and urged the greater use of modern aids to teaching and learning. There was a
general recognition that the development of electronic and other aids had in
recent years put powerful new tools in the hands of educationists, and that the
fullest possible advantage should be taken of these tools as new approaches to
higher education are worked out. Some of the possibilities for future advances
along these lines are discussed in Chapter 7.

6.15 Some of the aids mentioned in the submissions are relevant to teaching
generally, for example photographic slides, closed circuit television, video and
audio tapes and cassettes, teaching machines and other programmed learning
equipment, carrels fitted with audio-visual aids, and microfilming. Other aids were
relevant particularly to external study, and chief among these were radio and
television broadcasting. A few respondents placed almost complete reliance on
these aids, and many drew attention to their advantages. The use of radio and
television broadcasting would enable material to be transmitted to large numbers
of students, thereby making possible the recruitment of outstandingly able people
to prepare and broadcast first-rate material. The respondents claimed that the
material would not only be of high quality, but that it would have a greater
impact on the student than the written word and other more familiar media; there
would be an immediate personal link between teacher and learner. It would be
possible to reach a widely dispersed student body, and to benefit not only those
for whom the programs had been specifically designed, but also schools and other
similar institutions. Moreover, the programs would be of interest and value to
the public generally, to whom they would be readily accessible.

6.16 Most of the respondents who mentioned radio and television, however,
sounded warnings. While acknowledging the part which broadcasting can play,
they recognised the inherent disadvantages. The cost of producing high quality
programs would be great and even if the numbers of students taking some basic
courses were very large, the numbers of students taking more advanced courses
would be much smaller, making the unit cost at those levels high. As the diversity
of programs increased, problems of broadcasting time allocation would become
acute. Again, even given large student audiences, educational broadcasting must
compete for resources with entertainment and other programs and it might not
be in the public interest to give preference to a student audience, even of thousands,
over other audiences which might be numbered in hundreds of thousands. More­
over, broadcasting per se imposed certain limitations. The necessity to watch or
listen at a particular time (even though it might be lessened by devices for pre­
recording) involved a rigidity inconsistent with the notion of openness. So did
the one-way nature of broadcasting, even if this could be ameliorated by such
means as telephone talk-back. Australia, with its vast areas and sparse population,
presented special problems. Not everyone could be reached, especially by tele-
vision, and the quality of reception might not always be good. Time differences as between the various States would also create problems.

6.17 It was pointed out that there were lessons to be learned in these matters from the experience of the British Open University. That university, which had been conceived as a ‘university of the air’, had done pioneering work in the use of television and radio for higher educational purposes, and it was acknowledged that its use of these media, both as to preparation and transmission, had been of high quality owing to the close partnership between the university and the British Broadcasting Corporation. Problems had, however, arisen. Broadcasting had not turned out to be the major medium of the university’s work: students in fact spent about ten per cent of their study time viewing or listening to broadcast material. As students passed from one level to another and the courses available to them grew more numerous, it had proved increasingly difficult to produce television and radio segments, and to find appropriate times to broadcast them.

6.18 Submissions made by those with special skills in these fields supported many others in urging that while no aid should be ignored, television and radio broadcasting should be used as complements to, and not as substitutes for, other educational media. The Educational Television Association of Australia, for example, said that ‘television is an excellent and admirable teaching aid that can be used to advantage in most learning situations’, but added that television cannot ‘wholly replace a printed textual foundation. We do not suggest that television should be used for total teaching; but with adequate treatment and supporting material it can offer a richer and, we believe, even more effective learning experience than does conventional teaching.’

6.19 In its submission, the Australian Broadcasting Commission pointed out that if a decision were made to set up in Australia a university/broadcasting partnership similar to that existing in Britain between the Open University and the BBC, the implications would have to be studied carefully. The ABC had neither the transmission nor production facilities that were available to the BBC and thus could neither help to make, nor have air-time to transmit, adequate numbers of programs to fit in with tertiary teaching requirements. It pointed out, however, that recent investigations by the Australian Broadcasting Control Board would seem to indicate that additional broadcasting frequencies might shortly become available and that some would probably be allocated to educational broadcasting. Unfortunately the size of Australia and the widely spread nature of its population would necessitate the erection of a network of radio and television stations and transmitters involving capital expenditure of a high order far removed from what was required for the similar coverage of an area the size of the United Kingdom. Even the possibility of a domestic satellite would not necessarily be advantageous as its main value would be to provide simultaneous relays and Australia’s three time zones lessen the importance of such relays when the actual times of broadcasting are so important.

6.20 Almost without exception those who referred to libraries as educational media stressed the central role which these should occupy in effective teaching. Many respondents, when discussing external studies, expressed the view that Aus-
Australia's library resources were completely inadequate. Links between existing libraries, municipal and academic, were urged, usually with a pessimistic acknowledgment that given current pressures on all libraries the additional needs of new off-campus students could not be met without vastly increased resources. Mobile libraries of a highly specialised kind were suggested, as well as the setting up of library annexes at regional centres.

6.21 The availability of accurate, comprehensive and up-to-date information about tertiary institutions, courses and facilities, and the transferability of credit were two related problems discussed in many of the submissions. It was felt that some of the most useful contributions any new body might make would be in these fields. Having regard to the rapid proliferation of institutions, the innovations which were taking place, the differing educational systems between the several States and Territories, and the general problems of communication, there was need for a well-serviced bank of information about higher educational opportunities including, but not restricted to, external studies. This would, as some respondents recognised, be a large undertaking, which should perhaps be linked with an improved system of guidance and counselling.

6.22 The problem of transferability of credit was seen as arising from the fact that a proportion of students was obliged for domestic, occupational or other reasons to move from district to district or from State to State during their courses. Severe dislocation in their studies was often involved. It was recognised that, though some of the problems of transferability might arise from mere conservatism, many stemmed from a proper keenness on the part of institutions to maintain the reputation and integrity of their awards. For example, many universities refused to confer their degrees on students who had not taken a prescribed proportion of their courses, including some at advanced level, in that university. The respondents who discussed the matter saw this as not unreasonable, but recognised that it caused personal problems and would increasingly do so as mobility in the community increased. What was sought was an agency which would encourage tertiary institutions of all kinds further to develop understandings about credit for each other's courses, and would, as far as possible, publicise information about transferability.

6.23 There was an impressive consensus on the matters already mentioned in this chapter. It was overwhelmingly agreed that higher education, and particularly external courses, should be widely available; that teaching should be more innovative and imaginative; that delivery mechanisms should be improved; that much better counselling and information services should be set up; that credits should be given more liberally; and that a more flexible system, where the student was regarded as the crux of the operation, should be encouraged. There were different interpretations but they related in the main to details of practice, and the view could well be taken that these matters might be left to be worked out under new arrangements, rather than being laid down in advance.

6.24 There was, however, one issue which seems to the Committee to be crucial to its deliberations, and on which the respondents were by no means agreed. This was whether, in the interests of openness, external and other non-traditional
tertiary education should be conducted wholly or mainly by a separately created national teaching body, or mainly by existing institutions already or potentially active in such fields.

6.25 Respondents generally adopted one of two main stances. The first was that as far as is possible there should be a clean break with old ways and old assumptions. An Australian Open University should be set up as a separate and autonomous body, offering its own courses to large number of students, and conferring its own degrees. The attractions of such a scheme were stated to be:

(a) The institution would be new and innovative.
(b) It would be able to give its whole attention to external work, and build up a staff and a body of experience to that end.
(c) There would be no problem about the alleged reluctance of academics in traditional universities to join in external teaching; the open university staff would be specially recruited because of their dedication to the external student and his work.
(d) Contention between university and university, State and State, region and region, government and government, would be circumvented.
(e) The staff would be of such a calibre that course materials of outstanding quality would be produced by skilled, varied teams (many of the respondents expressed admiration for the British Open University) and distributed by modern methods. The university might well form voluntary links with existing bodies, indeed it might work from several centres, but it would control its own policy and practices, and be able to develop its program in the way it thought best.
(f) Its dominance in the field would enable it to attract a large number of students, and with them would come economies of scale and the benefits of quality which a large operation could achieve.
(g) In teaching, the institution would be free to develop new, student-centred programs and methods.
(h) It would not need to spend resources on the central physical provision customary in traditional establishments, though it would need a modest headquarters perhaps in Sydney or Canberra, or sited, so as to assist decentralisation, in a growth centre such as Albury/Wodonga.
(i) Because it would deal with students anywhere in the country, it would be able to by-pass many of the problems of transferability of credits.

6.26 Some of those who supported the establishment of a large single teaching institution stressed the need for diversity within it. They suggested that it should offer courses at many levels and of many kinds, and establish close links with community bodies; it ought to be called not a university but an open academy, institute or college.

6.27 The other view was that extra-mural tertiary education, and higher educational openness generally, should be developed through a number of institutions, present and future. The proponents of this view saw difficulties in a plan for a separate national institution, and virtue in diversity:
(a) Existing institutions, given relatively small additional resources, could in fact cope with any foreseeable growth in demand for external courses and there was therefore no need for a large new institution. In this connection it was pointed out that an analogy with the British Open University was not appropriate. The population of the United Kingdom was rather more than four times that of Australia; Australia's great distance and sparse population would reduce the coverage of an open university and hence the effective demand for its courses compared with the United Kingdom; about twice the proportion of Australians entered universities and colleges for internal study; Australian universities and colleges had traditionally provided for substantial numbers of part-time students but this had not been the practice in the United Kingdom; certain Australian tertiary institutions already had substantial numbers of external students.

(b) In the field of external teaching existing bodies had an accumulation of skill and experience which should be extended and improved, not weakened or destroyed.

(c) Experience had shown that many existing institutions, despite allegations to the contrary, were fully able and prepared to adopt innovations in their courses and methods.

(d) A new body might well spend years earning the academic recognition which was enjoyed by universities already offering external courses.

(e) A single, national body would inevitably be monolithic and remote from its clients. The necessity to secure recognition would mean that it would tend, as some suggested the British Open University had done, to be conservative in the courses it offered. Because it would deal solely with external students it would inevitably be regarded as impersonal and second rate. Courses requiring practical work would be a problem, and discontinuance rates would render alleged economies illusory.

(f) A new separate body might well woo students away from the universities and colleges which at present offer external courses, and whereas this might not do serious damage to larger institutions it might be serious and could be fatal for some of the smaller country colleges of advanced education.

6.28 It should be noted that neither of the views — that for a new, separate, national body or that for a scheme based on existing institutions — was as categorical as it may have been made to appear. Those who favoured a single new teaching body saw it as developing co-operative links with regional institutions and using their facilities and staff to support tutorial services, vacation schools, study centres, library services and the like. Those who, on the other hand, supported a network scheme recognised the desirability of a national agency to co-ordinate the scheme, to encourage the production of materials, to construct a directory of available courses, to encourage the development of counselling services, and to advise on financial help to participating institutions. The two views mentioned in the preceding paragraphs do, however, represent the main difference of opinion among those who offered advice to the Committee. The view which
advocated working through present and future institutions, rather than establish­ing a special, separate open university, was clearly dominant among the Com­mittee's respondents.

6.29 The Committee noted that some form of network arrangement, supported perhaps by a central co-ordinating structure, was explicitly favoured by a committee which had prepared a submission on behalf of the Australian Vice-Chancellors' Committee; by the Federation of Australian University Staff Associations; by a clear preponderance of State higher educational authorities; by colleges of advanced education; and by the Federation of Staff Associations of Australian Colleges of Advanced Education. Those who favoured the establishment of a single national open university included a number of academics who had worked in the British Open University, some teachers' associations and the Australian Council of State School Organisations.
CHAPTER 7

Educational Technology

DEFINITION OF EDUCATIONAL TECHNOLOGY

7.1 Educational technology means the whole process of finding solutions to the practical problems of teaching and learning. In the past, when a narrow view gained currency, many students suffered from the exaggerated faith of some teachers in the efficacy of a particular piece of electronic equipment, and from the belief that technical equipment could solve the problems of teaching and learning.

7.2 One of the undoubted successes of the British Open University has been to demonstrate the value of the broader view. Educational technologists have played a major role in designing and monitoring the development of the University's complex educational system. Accordingly, in this Chapter educational technology is defined as a 'systematic way of designing, carrying out and evaluating the total process of learning and teaching, in terms of specific objectives, based on research in human and non-human resources to bring about more effective instruction. 1

7.3 There appears to be general agreement that the following inter-related activities are of special concern in a systematic approach to education:

(a) establishing general goals
(b) ascertaining student characteristics
(c) setting objectives
(d) arranging learning sequences
(e) designing appropriate learning materials and experiences
(f) testing and developing this design
(g) producing the required materials
(h) distributing materials
(i) operating a feedback and evaluation system
(j) modifying objectives, materials and processes in the light of the operation of the system.

There is nothing new in such an instructional design plan other than its formal statement and systematic implementation. Good teachers at all levels have used variations of such a system, often intuitively. However, in the context in which this report is written and in view of the problems involved in education at a distance and in providing for a diversity of students, it is essential that a systematic approach be adopted.

7.4 There has been a rapid growth of research-based knowledge in the field of educational technology during recent years. Documents on the subject include

To Improve Learning, a Report by the Commission on Instructional Technology to the United States Congress, 1970; The Fourth Revolution, a Report and Recommendations on Instructional Technology in Higher Education by the Carnegie Commission on Higher Education, 1972; and the findings of several committees set up to report to the British Parliament on the establishment of the National Council for Educational Technology. The experience of the British Open University has itself provided a wealth of expert knowledge which is already beginning to influence teaching practices in tertiary institutions in many countries.

7.5 Many Australian universities and colleges have established units dealing with aspects of educational technology, but these developments are as yet on a small scale.

APPLICATION TO OFF-CAMPUS EDUCATION

7.6 The application of educational technology to the problems of independent learning, particularly at a distance, requires a systematic approach to a number of inter-related activities. The first activity, which may itself be broken down into a number of subsidiary tasks, is concerned with the production of learning materials.

7.7 In a traditional tertiary learning situation the teacher prepares a lecture and presents it, often to a large group. In teaching at a distance the task is more complex. The teacher does not have the immediate personal contact with the student; difficulties have to be anticipated more precisely; presentation and treatment become of special importance when the immediate personal stimulus of the teacher is missing. Knowledge of subject matter, of the psychology of learning, of media and of presentation must be combined to produce learning materials which teach, arouse interest, and stimulate the learner to persist. This is a complex task involving a number of quite distinct skills. A characteristic feature of this aspect of the technology is the work of a team, each of whose members can contribute one of these special skills to the production process.

7.8 After materials are produced they must be delivered. The nature of the delivery process will depend on the media being used, which in turn depends on the distribution of the student population and the economics of the delivery systems available. Delivery may make use of audio or video broadcast channels or the postal system. The postal system can be used not only for the distribution of printed materials, but also for the delivery of audio or video packages either to learning centres or to individual students who possess appropriate reproduction facilities. Where the student population is large and dispersed and where the delivery process recurs regularly and frequently, a sophisticated system must be developed to serve both students and teachers and to cater satisfactorily for the special problems inherent in many subjects, such as the development of experimental kits in science courses for students to use at home.

7.9 In turn, the technology of delivery is bound up inextricably with the process of obtaining feedback: from the student to the academic staff to enable the latter to modify and improve their materials, and from the academic staff to the student in the form of assessments and advice. The system includes the development of
a variety of assessment materials in forms appropriate to distance teaching, such as essays, computer marked tests and self-assessment questions which the student uses to test his own progress.

7.10 The system must be adequate to cope with the problems of establishing and monitoring study centres where students gather for tutorial and seminar work. It must be emphasised that learning at all levels has a social component. People learn from one another, and in any learning system opportunities should be provided to enable students to exchange ideas with each other and with tutors, preferably in small groups. This presents a special challenge when the students are dispersed.

7.11 The system must also deal with the problems of enrolment and counselling. These problems are made especially complex when students are at a distance or have varying educational backgrounds and have personal difficulties relevant to their study programs.

7.12 In a traditional tertiary learning situation the problems referred to in the foregoing paragraphs are present but less complex. Special measures are required where learning is at a distance. A new mix of talents is required and this will affect the character and organisation of the learning system from its inception.

EDUCATIONAL MEDIA

7.13 All aspects of educational technology combine to serve one major task, which is to support the learner. The production of learning materials, which is of crucial importance, depends heavily on the medium employed. In traditional teaching and learning, the spoken word and the book have been the most popular media, although the use of other media is increasing. The mix of media used in off-campus tertiary teaching is likely to differ markedly from that used in conventional teaching, and the choice of media to be used is likely to have profound effects on success. In previous paragraphs emphasis has been laid on the desirability of a systems approach that considers both the physical and the human environment in which the teaching institution operates. Choice of media to be used by the institution must be made with regard to student needs, local conditions, the courses and levels being taught, and styles of teaching and learning.

7.14 There has been a tendency in the last two or three decades to assume that electronic aids such as radio and television would revolutionise education and particularly external teaching. That they have made important contributions to educational effectiveness is beyond question, but they have not supplanted the two basic educational media, the teacher and the book. The experience of the British Open University illustrates this point. The Open University, as has been pointed out, was envisaged at the outset as the 'University of the Air', in which radio, television and similar media would play a predominant part, but the written word has in fact proved to be its primary medium. Radio and television have made important contributions, as have the expert preparation of courses and the production of high-quality written material and teaching kits. Broadcasting is seen increasingly as a valuable supplement rather than as an essential ingredient.
7.15 In the following paragraphs comment is made on the printed word; and on audio and visual media with special reference to open broadcasting, limited and closed circuit broadcasting, and individual playback systems.

7.16 Apart from the teacher, the most important educational medium is the written word. It is unfortunately true that much of the printed material provided specially for external students in Australia compares unfavourably with that produced by the British Open University, which has set new standards.

7.17 The use of books requires adequate library services covering basic texts and recommended references. The provision of books is a key to the success of any system of external studies, whether that of the British Open University or of the various external studies departments of individual universities and colleges in Australia. Both Britain and Australia have found that access to other university libraries is not the simple answer, nor is reliance on inadequate public library services. This is not to say, however, that these institutions could not provide valuable support if adequately funded, willing to co-operate and regarded by the external teaching body as an integral part of its services. An investigation needs to be undertaken to ascertain the extent of the current usage of public and tertiary institutions' libraries by external students and to recommend methods of improving such library services for extra-mural students by the appropriation of funds, by the training of library staff and by linking external studies systems with library services.

7.18 In addition to the availability of adequate supplies of books, there is the matter of the processing of requests, of offering alternative volumes, and of dealing expeditiously with questions and references. In most Australian libraries this is a labour-intensive activity and the delays that take place which have been mentioned to the Committee both by students and library services are inevitable in the light of present methods of dealing with such requests. However, computer based library services which cover not only books but also films, instructional tapes and other media forms are now available and in use in educational institutions in America and the United Kingdom. Developments in this area are beginning to take place in Australia.

7.19 In all tertiary education a major problem arises not only from the cost of buying or producing books and periodicals but also from the cost and inconvenience of storing the required multiple copies and, in the case of off-campus study, of making them available to distant users. Considerable assistance may, however, be available by way of micro-copying. For example, one microfiche, costing only a fraction of the corresponding print unit, and measuring 142 mm by 104 mm, can carry from 100 to 200 pages of text, and inexpensive lap-readers are available. Careful study of these matters would be worthwhile particularly where external studies programs and associated library services are concerned. In particular, institutions, in addition to acquiring 'hard copies' of printed material, might also acquire multiple copies in 'soft copy' form such as microfiche. Savings in initial cost, storage facilities and postage should result. For the same reasons institutions might equip themselves to produce other learning materials in similar microforms.
7.20 Audio-visual media can provide valuable support for individualised learning. Audio-visual presentation may be handled through open broadcasting, using conventional radio or television channels, through closed circuit or cable transmission or through the use of cassettes designed for individual use. Each method should be evaluated on both educational and technical grounds.

7.21 Radio and television in their broadcast form involve inherent inflexibilities, both as regards content, time and use. The content of the program is settled in advance by a teacher who is not necessarily closely in touch with the students as a group, let alone individually. The times of particular broadcasts may or may not suit the individual and as an institution’s offerings grow more numerous, increasingly inconvenient time-slots may have to be used. The pace at which the broadcast material is delivered is also beyond the student’s control. These are problems of great importance to education which is based on study at home or local centres and which must be designed to serve a wide variety of students. The diversity of the consumers and the rigidity of the delivery system are in direct conflict. There are now signs that new developments, which are referred to later, may perhaps contribute to the solution of these problems, but the solution will probably come through the use of special equipment by the individual student, either at home or in a study centre, and not through open radio or television broadcasts.

7.22 The integrated use of radio and television by the British Open University was considered by many people in Australia as adding a completely new dimension to tertiary teaching; as already mentioned the use of the expression ‘University of the Air’ led many to believe that in fact the Open University’s instruction was given solely through these media. It was evident from the submissions that several writers believed this to be the case and that many others were of the opinion that radio and television carried a major part of the teaching and that this pattern should be duplicated in any system that might be recommended for Australia. However, broadcast programs constitute a subordinate part of the teaching of the Open University. Moreover, as courses at senior levels proliferate there is serious doubt as to whether the Open University’s partner, the BBC, will be able to provide adequate broadcasting fixed-time allocations in both radio and television. Indeed, the course offerings for 1975 are such that the Corporation and the University have agreed that, because the limit of available transmission times has already been reached, it will be necessary for a selection to be made and for some courses to lose either their radio or television components.

7.23 At the outset the Open University and the BBC agreed that each course should be accompanied by one radio and one television program per week, each of 30 minutes duration. During the first year when four foundation courses were offered, four hours of radio and four of television were allocated by the BBC so that each program could be repeated. With the introduction of fourth year courses, however, a total of about thirty hours each of radio and television is scheduled. In a characteristic week the Open University radio programs on the BBC now cover on one network all Saturday morning and afternoon, all Sunday morning and about one and one-half hours daily Monday to Friday. On one television channel, Saturday and Sunday mornings entirely and part of the afternoons
are used and about two hours daily, Monday to Friday. As almost all the students are in full-time employment it is inevitable that the times at which they can use broadcasts are limited. In other words, nothing less than what are accepted as prime viewing times are suitable and these are seen as those when the major audiences should be catered for. Audiences on the one side number millions, on the other some thousands. Even so, the BBC is fortunate in that it has a variety of outlets for its programs. In radio there are four networks to cover the United Kingdom with a fifth for local stations. In television there are two channels. In spite of this multiplicity of outlets, the time now sought for the Open University programs is creating serious problems (see paragraph 7.22). Recommendations to the British Government for the release of additional radio and television frequencies have, to the present, not been accepted.

7.24 In order to ascertain whether it would be possible to reproduce the Open University-BBC partnership in Australia, with facilities as they are at present, the difference between the BBC operation and that of the ABC has to be examined. In Britain, of the four existing television channels, two are allocated to the BBC, one to the Independent Broadcasting Authority and the future of the fourth is still to be determined. In Australia, of the four available channels, in most centres three have already been allocated to commercial interests and one to the ABC. In radio the ABC at present has two stations in the capital cities but only one in rural districts. However, a great part of the time of one of the capital city transmitters is taken up with broadcasting Parliament. Thus, for the country at large, little more than one network is available. This is in sharp contrast to the four radio networks available to the BBC.

7.25 If the use of broadcasting by an Australian open-type university were to be conceived along British lines, a total of at least thirty hours per week in each of radio and television could ultimately be expected. This time is of value, however, only if it is at peak hours when the target audience can use it, namely about two hours each night, Monday to Friday, and ten hours each on Saturday and Sunday. In other words, to ask the ABC to undertake an open university type operation with present frequencies would mean that there would be relatively little time left for programs for the general population. The time available on a single outlet each in radio and television is inadequate to service both the general population and a special student body. Some commercial stations, both radio and television, may have some time which they might be prepared to make available. Unfortunately these would not be prime times, the only times when potential students who are in the workforce would be free to watch or listen. In terms of distance tertiary teaching there are other technical difficulties, the most important of which is the limited range of broadcast. This means that programs can be received only in limited areas or, alternatively, that the country must be covered by a network of relay stations. In a country the size of Australia the cost of setting up such a network would be prohibitive. Suggestions have been made that a satellite might be centrally located, but apart from the fact that the initial cost would approximate that of setting up a conventional network, there would be additional cost for specialised antenna systems and the primary problems as
outlined in paragraph 7.21 would still remain. In addition, the time zones of the continent would complicate a simultaneous relay.

7.26 Studio production facilities are not available to any degree outside of those being used by existing organisations. The present ABC studios for radio and television, with their ancillary facilities such as engineering, technical services, design, film, transcriptions, etc., are understood to be fully committed for normal ABC programs, and the ABC has expressed the view that it would be impossible to undertake additional program commitments.

7.27 In recent months, while the Committee's enquiry has been proceeding, statements have been made by the Australian Government and by the Australian Broadcasting Control Board which indicate that, in the future, additional frequencies in both radio and television will become available. The present radio stations operate in the medium wave band on amplitude modulation. It would appear that by re-arranging present frequency allocations it may be possible almost to double the number of frequencies being used. The McLean investigation into frequency modulation radio broadcasting recommended that VHF transmissions be undertaken and has indicated that adequate frequencies are available to provide multiple stations to cover at least all major population centres. In television there is the possibility of allocating UHF frequencies as has been done for the University of New South Wales and as is common practice in North America. Such extensions of Australian radio and television services have not yet been finalised. No definitive statements have been made by the Australian Government about the utilisation of television channels not yet allocated or about the possibility of introducing UHF services. In radio a limited number of AM and FM frequencies has been released and currently consideration is being given to how these should be operated, by whom and under what circumstances. There has been no indication that an Australia-wide network such as would be necessary for a British Open University type operation will be established. However, the availability of additional frequencies especially in the FM band may, in the future, offer the possibility of re-assessing the relationship of off-campus teaching and broadcasting on a local basis by individual institutions.

7.28 The Committee believes that, although open broadcasting may be of use in the programs of particular tertiary institutions over limited areas, it would be neither desirable on educational grounds nor feasible on technical grounds to use simultaneous broadcasts over the entire continent or substantial regions of it. At present it would be virtually impossible to set up an Open University-BBC system of radio and television broadcasting as part of an Australia-wide campus system of tertiary teaching.

7.29 Closed circuit and cable television have important applications in particular institutions and over limited areas. A central program source can be linked to classrooms and to individual homes, and programs can be distributed either to a predetermined pattern or upon a dialled request. However, the necessity for cable connection to each point of reception limits the extensive use of this system. It

---

should be noted in this connection that the Australian Post Office is now engaged in a special project which envisages coaxial and optical fibre cables replacing the present telephone system, and this development could possibly, within twenty-five years, provide a dial-access service direct to subscribers' homes by which educational materials, in both audio and video forms, could be made available.

7.30 Closed circuit sound links are also possible using the PMG telephone system, microphones and loud speaker receivers. Regular use of this system is already occurring in Tasmania where in-service education centres for teachers in Hobart, Launceston and Burnie are linked. A lecturer in any one of these centres can work comfortably with groups of up to twelve students in each of the other centres, who can then engage in discussion both with their lecturer and with students elsewhere. The cost is comparable with the cost of normal telephone calls over the same distance and is considerably cheaper than the travelling expenses of a lecturer. Work with audio cassettes and audio tutorials (which are referred to in paragraph 7.35) and the viewing of video recordings sent to study centres may also be undertaken in conjunction with the telephone tutorials.

7.31 All of the above methods have certain advantages but they all require predetermined time scheduling, or transmission over long distances or to centres which all students may not be able to reach. These problems can be overcome if the learning materials can be sent to the student for reproduction at times that suit his individual needs.

7.32 Audio tapes, whether in open reel or cassette form, have great advantages as aids to off-campus teaching. They are already familiar and widely used in the community generally, and many households have equipment on which they can be played. Tape recorders and players, and the tapes themselves, are inexpensive. The medium is flexible in the sense that the student can replay the tape at will in his own time, and when the tape is no longer of use it can be used for re-recording. A high quality of reproduction is available, and tapes can be distributed. Audio tapes, along with video tapes, seem likely to be basic aids to external teaching in the years ahead, and are already in use.

7.33 Video cassettes and player units (which may be linked to standard TV sets) are beginning to appear on the market and they are expected to become more readily available in the next few years. Video cassette systems are simple but lack the high quality resolution which may be obtained by electron-beam recording. In this system the television program is converted by electronic means into high quality 16 mm or super 8 film. Video tapes are excellent when relatively few copies are required and the flexibility of re-using the tapes is important. If, however, multiple copies of high standard are required the electron beam super 8 film is cheap and efficient. It can be loaded into cartridges for home projection and students can assemble their own collections. The major disadvantages are that the base film cannot be re-used and that separate projection equipment is required.

7.34 Photographic slides and film strips have been used for many years. Their disadvantage is that motion cannot be introduced when it would be desirable. Another development, the programmed projector, combines the clarity and sharpness of the single frame when no motion is necessary with the movement of motion.
picture film when action is a vital part of the sequence. The projector is controlled by an audio-cassette which provides a commentary to accompany the visual exposition.

7.35 The simplest combination of sound and picture is the audio tutorial in which film slides, strips, overhead projector transparencies, or photographs are used in conjunction with an audio cassette. This is also possibly the cheapest method and makes use of equipment found in many homes.

7.36 The variety of ways in which print and audio-visual materials may be used has led the Committee to believe that no method should be adopted to the exclusion of others. The matter can only be resolved by an investigation of the material to be taught, the distribution of the student population and its needs, the distances to be covered and the economics of the various methods that may be appropriate.

7.37 To sum up, it seems that at present in Australia it is unlikely that the conventional broadcasting system can meet the needs that would probably be generated if an open type tertiary institution were to be established. On both educational and technical grounds other alternatives should be explored to find a mix of media most appropriate for local conditions. The Committee believes that greater attention should be given in Australia to educational technology in its broad sense.3

---

3 It is of interest to note that the Council of Europe has recently set up an institute for the development of multi-media distant study systems. (See Hawkridge, D. G., “What is Educational Technology?”, Eduology, Volume 4, Issue 1, 1973.)
CHAPTER 8

Conclusions

8.1 The Committee has examined the present range of opportunities for tertiary education in Australia in the context of Australian and overseas trends. It has had the benefit of a large number of substantial submissions both from professional university and college teachers and from lay groups and individuals, has had extensive discussion with the authors of many of the submissions and with other persons and groups, and has received many comments in reaction to its draft report.

8.2 In Chapter 2 the Committee set itself the objective of removing barriers to access to tertiary education and opening up tertiary education generally (see paragraph 2.21). The Committee does not see its objective being met merely by the creation of one or two special teaching institutions, whether with or without a significant television and radio component. There are substantial gaps in the range of tertiary opportunities and the Committee is proposing steps to fill them. However, it fears that if it were to limit its recommendations to the creation of a single major institution, like the British Open University, it might actually reduce the likelihood of existing institutions adopting innovatory policies; they might reasonably take the view that open education was being looked after by the special body. As pointed out in Chapter 2, while the Australian tertiary education system is more open than the systems in many other countries, there are still barriers to access to tertiary education in such areas as entry, accessibility, diversity of courses, modes of learning, the nature of tertiary institutions, transferability between institutions and courses, the flow of information and student finance. In the light of these, the Committee sees a need for infusing the tertiary educational system as a whole with a greater measure of openness than currently exists.

PROMOTING OPEN TERTIARY EDUCATION

8.3 The Committee does not believe that an opening up of higher education will be either easily or rapidly achieved. Quite apart from the conservatism of academic institutions (which the Committee believes can be exaggerated), some of the implications of a more open system of higher education may well conflict with the objectives of particular institutions.

8.4 The Committee believes, nevertheless, that changes in the relationship between education and society demand the adoption of a more open approach to higher education than at present obtains in Australia. It would not wish to take this process out of the hands of academic institutions themselves, because it believes that the interests of a democratic society are best served by the preservation of the freedom of universities and colleges to determine their own destinies within the constraints of the available resources. The Committee believes therefore that some agency
should be established to encourage and facilitate the opening up of the various facets of tertiary education referred to in paragraph 8.2. Such an agency should direct its activities towards expanding opportunities in tertiary education for all sections of the community.

8.5 The Committee envisages that from time to time the agency would survey the practices of universities and colleges, with special regard to entry arrangements, the provision of opportunities for part-time and external study, the nature and range of their courses, and their teaching and learning methods. It would assess the needs of the community generally and of special clienteles and would take steps to encourage existing institutions to fill gaps, without unnecessary duplications, and to pursue openness and innovation in all aspects of their work. In this task it would consult with the authorities responsible for tertiary education and co-operate with the institutions themselves.

8.6 The agency would also have an important role in collaborating with universities and colleges in facilitating the acceptance by one institution of credits earned in another. In recent years institutions have appeared to become more willing to accept credits earned elsewhere, but the student whose job forces him to move frequently, or who wishes to combine courses from a number of institutions, still faces great difficulty in preserving anything like the full value of the credits that he has earned. Naturally, most institutions require transferring students to conform to the structure of their degrees and they usually insist that a significant part of the work for the degree should be completed within the institution, if its award is to be conferred on the student. The Committee accepts that it is proper for universities and colleges to insist that students conform to such arrangements, but it sees opportunities to promote liberalisation together with a greater willingness to assure students in advance what credits will be available to them. It believes that this function should be encouraged by the agency in collaboration with the tertiary institutions.

8.7 Another function of the agency would be to maintain and publicise a register of tertiary educational opportunities. It might also play an advisory and counselling role to those seeking higher education.

8.8 There is also the question of the provision of bridging and threshold courses for mature students whose schooling or post-school experience were such that they are not adequately prepared for the tertiary work that they wish to undertake. Many mature students may not require such courses, but for certain students enrolling in courses that are built on prerequisite knowledge, or for students whose reading, writing and studying skills are deficient, they may be necessary. Such courses should not in themselves be a requirement for entry, as this would erect yet another formal entry qualification, but, where appropriate, students might be counselled to undertake them. Such courses, some of which will have to be designed especially for adult students, may play a vital role in opening up educational opportunities to early school leavers, and thus to those from disadvantaged groups in the community. They should not be designed simply to help students to prepare for the normal matriculation tests, but should concentrate on skills in reading, writing and studying, having in mind the particular tertiary course the student is
contemplating. The provision of such courses is of great importance, and will require special arrangements with a wide variety of educational and community institutions. The Committee sees the agency as having a major role in making these arrangements.

8.9 The agency should also encourage the development of new programs and of innovation in teaching and learning methods, including the exploitation of modern educational media. It would be desirable for it to have funds at its disposal from which grants could be made for specific projects relating to new programs and innovations. The Committee does not envisage that the agency would become involved in financing particular institutions or programs on a continuing basis.

8.10 Finally, the agency should undertake research into the general impediments to access to higher education suffered by those groups in the community that are disadvantaged by low economic status, ethnic origin or social disabilities. These impediments appear to be endemic to our social structure and their correction will require widely based policies.

8.11 An agency for encouraging and facilitating open tertiary education could take three forms:

(a) a special responsibility of an open university or other open tertiary institution;
(b) a special responsibility of the Universities Commission and/or the Commission on Advanced Education;
(c) an independent statutory authority.

8.12 After careful consideration the Committee favours the third alternative. It believes that there are some substantial arguments against a new single "open university" assuming the role of facilitator and encourager of open education generally. If there were to be a single national "open university", it would clearly be an interested party in the development of off-campus and other forms of open education. In the initial years it might be regarded with suspicion by other institutions and it would be unlikely to be able to exert a direct influence on their behaviour. It is true that the example of the British Open University has had some effect on teaching methods at the traditional universities, but it has not resulted in any general opening up of those institutions. There is also the danger mentioned in paragraph 8.2 that if one institution is given a major responsibility for open education, other institutions may feel themselves absolved from concern with the problems of barriers to access.

8.13 A variant of the first alternative would be the establishment on the campus of an open tertiary institution of a semi-independent body with a national responsibility for the functions outlined in paragraphs 8.5 to 8.10. It might be under the nominal control of the governing body of the tertiary institution but managed separately. The principal advantage of this arrangement would be that the agency would have access to the tertiary institution for research and experimentation and would be ensconced in an environment of higher education. Nevertheless, the Committee believes that the disadvantages set out in paragraph 8.12 would still apply, and the Committee's view is that a new agency to encourage open education and provide
leadership in its development should not itself be a teaching institution and should not be attached to one.

8.14 It has been put to the Committee that the functions suggested for the proposed agency could be performed by a joint committee of the Universities Commission and the Commission on Advanced Education. It is true that those Commissions do have responsibilities for the balanced development of universities and colleges respectively, and these might be taken to include the promotion of open tertiary education. It is also true, however, that the Commissions discharge their responsibilities mainly by means of financial grants to institutions, whereas the functions of the new agency proposed in paragraphs 8.5 to 8.10 envisage a direct concern with academic and administrative reforms and developments. It would have functions different from those of the Commissions, and would therefore need a different structure. To make the new body answerable to two Commissions would moreover be an unnecessarily complex and time-consuming arrangement. The Committee therefore favours the establishment of an independent body.

8.15 The formal status of the new body is a separate question. Clearly if it is to succeed it will need a standing which will enable it to deal independently with well over one hundred tertiary institutions. It will have a role of leadership in fields some of which are substantially new in Australia, and it will need a special kind of staff, which would not be easy to recruit into the secretariats of the Commissions. The Committee is therefore strongly of the opinion that the new agency should be established from the outset as a separate statutory body. Where financial grants of a continuing rather than an _ad hoc_ nature are concerned it should make recommendations to the relevant Commission and the Commission should move in matters within the functions of the new body only after seeking its advice. If it proved desirable, in the interests of getting the new scheme promptly into operation, to set up the new body on some other basis, the Committee would strongly urge that the earliest opportunity should be taken to provide it with a separate statutory existence. It is suggested that the new body, in view of its close relations with the Commissions, should have its headquarters in Canberra.

8.16 Accordingly the Committee RECOMMENDS that:

(a) a National Institute of Open Tertiary Education should be established as a statutory body, with the general objective of expanding opportunities in tertiary education for all sections of the community;

(b) the functions of the Institute should be:

(1) in consultation with the Universities Commission and the Commission on Advanced Education and the appropriate State authorities, and by initiating collaboration amongst existing and future tertiary institutions, and with employers and other appropriate groups:

(i) to facilitate entry of students of demonstrable capacity, but not necessarily with formal qualifications, to tertiary institutions;

(ii) to maintain and expand opportunities through part-time study;

(iii) to maintain, expand and diversify opportunities for off-campus study;

(iv) to arrange surveys of needs of the community generally and of
special clienteles for degree and diploma programs for post-graduate training, for professional refresher training and for continuing vocational and non-vocational education of tertiary level, and to identify gaps in present offerings;

(v) to offer advice on the provision of a network of off-campus courses so as to provide an overall coverage of appropriate courses and facilities, while avoiding duplication;

(vi) to facilitate the establishment, maintenance and co-ordination of study centres and adequate library and related services.

(2) to collaborate with existing and future tertiary institutions in establishing procedures for the transfer of students between institutions and the acceptance of credits among institutions, and to arrange for the publication of information and the provision of advice to students in that connection;

(3) to provide or encourage the provision of information and counselling services on opportunities for higher education generally;

(4) to facilitate, in collaboration with appropriate institutions, the provision of bridging and threshold courses for those students for whom such courses are necessary;

(5) to promote the application of educational technology by encouraging the development of new programs of study, of innovation in teaching and learning methods, and of the use of modern educational media;

(6) to make grants to particular institutions or to teams working on research and development for specific projects, and to disseminate information in those fields;

(7) to arrange the investigation of social, cultural and economic barriers to access to higher education and the means by which such barriers may be lowered;

(8) to issue reports on its activities.

8.17 The Committee envisages that the National Institute of Open Tertiary Education would be governed by a council comprising nominees of the Australian Minister for Education drawn from the community generally and from the universities and colleges of advanced education. The chairman of the council should be full-time and appointed by the Minister, and should have a position broadly the same as that of a vice-chancellor.

8.18 The Institution should not employ a teaching staff, but it would require a small staff with academic experience, including some senior members with skill and experience in different aspects of educational technology. It would be desirable for some of the members of that staff to be drawn, on limited-term secondment, from tertiary teaching institutions; and means would need to be developed, by secondment or otherwise, to enable those with continuing appointments in the Institute to refresh and develop their skills and to keep in touch with innovations in other places. There would also be need for staff to administer grants for innovatory projects in universities and colleges. The Committee believes that the Institute, equipped in this way, and with its power to make grants for develop-
mental and innovatory projects, should be able to make the necessary close contacts with tertiary institutions and other bodies and exercise a strong influence on their practices.

8.19 The Committee does not intend that the Institute should subtract from the responsibilities of the Universities Commission and the Commission on Advanced Education in advising the Australian Government on the financial needs of the universities and colleges in the context of the balanced development of higher education in Australia. The Commissions should remain the sole sources of funding on a continuing basis. Funds from the Institute, which would be derived directly from the Australian Government and not through the Commissions, would relate to special projects on a terminal basis and should be in the nature of research and development grants or funds for pump priming. In the performance of its duties there will have to be close consultation between the Institute and the Commissions, since some of the policies of the Institute will require the recommendation of funds to institutions by the latter.

A NETWORK OF OPPORTUNITIES FOR OFF-CAMPUS TERTIARY EDUCATION

8.20 The lowering of barriers to access to tertiary education by liberalising entry arrangements, by maintaining and extending opportunities for part-time study and by diversifying courses and modes of learning should be the concern of all universities and colleges. The operations of the National Institute of Open Tertiary Education can be expected to encourage the teaching institutions to move in these directions. However, in the provision of off-campus courses, there are serious deficiencies which can be overcome only by the creation of new institutions or the acceptance by existing ones of major new commitments. Opportunities for off-campus studies at university level scarcely exist outside New South Wales and Queensland and at college level are also less than satisfactory; the range of courses available externally is limited; and there is general agreement that the quality of many of the courses and the learning methods involved leave room for improvement.

8.21 The main question that has faced the Committee is whether the deficiencies in the provision of off-campus courses should be overcome by the creation of an Australian national ‘open university’, whose mission would be similar to that of the British Open University, or by the acceptance of commitments to the provision of off-campus courses by existing and new tertiary institutions. As pointed out in Chapter 6 this issue was the main one discussed in submissions made to the Committee, and there were many protagonists of each point of view.

8.22 A number of advantages can be claimed for a single national institution, the principal one being that such an institution would have a complete commitment to open tertiary education which would not be diluted by competing objectives. A commonly held belief is that many, if not most, members of academic staffs are opposed, or at least indifferent, to external studies and that, in competition with the requirements for internal teaching, off-campus programs suffer in terms of resources available and willingness of staff to undertake them. The view has also been put that traditional university and college courses are
directed towards the teaching of relatively young people and that quite different approaches are needed for mature age students.

8.23 The Committee does not question the advantage of a national open institution in terms of its commitment. It also accepts that many academics are unenthusiastic about courses in higher education which do not involve considerable face-to-face contact with students. On the other hand, attitudes within universities are changing perceptibly and the Committee could not but be impressed with the enthusiasm and dedication of many staff members of universities and colleges who are involved in external teaching. It had extensive discussions with some of these during its visits to the University of New England and Macquarie University. It does not consider that there is any lack of academics willing to undertake non-traditional teaching, whether for younger or older students. As pointed out in Chapter 4, a significant proportion of students in universities and colleges is at present of mature age. Indeed, it could be argued that a mixing of the generations in the classroom results in a happy combination of the freshness of the young and the experience of the old.

8.24 The second main argument in favour of a national institution is that it would operate on a scale that would make possible the use of such media as television and radio and the attainment of relatively low unit costs. Any system for the delivery of educational material involving the elaborate preparation of materials, whether by means of modern educational media or by the use of large teams of academic and other staff, will be expensive unless it is operated on a large scale. There is no question that the use of mass communications media, which generally involve high overhead costs, is economic only if an institution is operating on a very large scale. However, quite apart from the scale of the operation, there are fundamental difficulties in the use of some of these media. These are discussed in Chapter 7 (see paragraphs 7.21 and 7.28).

8.25 If the unit costs of an institution like the British Open University are to be reduced significantly below those of conventional universities and colleges, the scale must be very large. In the Committee's judgement it is doubtful whether the market for off-campus courses in Australia would be large enough and homogeneous enough to produce such economies.

8.26 In the literature on the British Open University there is frequent reference to its economy of operation as compared with traditional universities. There is no doubt that the total resources cost of such an institution is likely to be relatively

---

1 A detailed analysis is in the article by Leslie Wagner 'The Economics of the Open University', *Higher Education*, Volume 1, May 1972, pages 159-183. Wagner concludes that the average recurrent cost per 'equivalent undergraduate' at an enrollment of 36,500 'equivalent undergraduates' at the British Open University is less than 30 per cent of the cost at a conventional university. However, a number of adjustments to this figure should be made and these would bring the two costs close together. These adjustments include allowances for the fact that Open University students are predominantly part-time students spreading their degrees over 5 or 6 years, for the much higher research and postgraduate components in conventional universities, for the much more expensive faculty mix, for the greater diversity of courses offered in conventional universities and for the greater drop-out rate among Open University students. There is no disagreement that unit costs will fall in the Open University as enrolments in individual courses increase. However, at higher levels, particular subjects of study tend to proliferate, staff numbers to grow, enrolments in individual courses to fall and costs per student to increase.
low, because most of its students are in gainful employment contributing to national production; for this reason the total resource cost of educating part-time students, at whatever the institution, is likely to be lower than that for full-time students (only 'likely' because there may not be full employment). It is also the case that costs of capital per student are likely to be significantly lower for a British Open University type institution than for a conventional university, although costs are usually not imputed to the Open University for the capital involved in broadcast transmission; moreover, the conventional university carries a high component of building expenditure for the major commitment to research and post-graduate training which the Open University does not have. As far as the direct recurrent educational costs are concerned, there is room for dispute, at least in the size range which is relevant for Australian conditions (30,000 to 45,000 enrolments, see paragraph 3.24).²

8.27 Although cheapness of operation has been used by some as an argument favouring a single national institution along the lines of the British Open University, the Committee believes that it is an argument that can be given little weight in the Australian context. In any event the Committee's interest in off-campus courses is not to provide cheap tertiary education but to widen educational opportunities.

8.28 Finally, the team approach for course preparation employed by the British Open University is used as an argument for a single national institution. However desirable this method of course preparation is, it does not seem to the Committee to be an argument per se for a single national institution. It can be used in any institution, whether for internal or external students, but is costly when it is applied to courses with few enrolments. The Committee sees the proposed work of the National Institute of Open Tertiary Education as a more effective means of promoting such a method in the Australian context, and as a means by which some of the developmental costs may be shared.

8.29 The Committee recognises that the development of a single national open institution for tertiary education is an attractive proposal both because such an institution would be committed to off-campus teaching and because, through its sheer size, it would make a major public impact. On the other hand, the Committee doubts the desirability of centralising in one institution all or the greater part of off-campus teaching. As has been remarked earlier, if this were to happen, other institutions might come to feel that they had little responsibility for opening up higher education. Moreover there already exists a number of institutions, including both universities and colleges, which have considerable expertise in off-campus teaching.

8.30 The concentration of responsibility for off-campus work might bring with it the disadvantages of centralised educational systems and ultimately lead to conservatism and rigidity on the part of the one large institution. An institution committed to external courses by use of a technology involving large scale operations

may offer only a limited range of courses in order to ensure that each course attracts an enrolment large enough to keep costs down. If course materials are very expensive to prepare there will undoubtedly be a tendency to use them many times. The Committee has been impressed by the work of the British Open University but it believes that there is some evidence that these factors operate there. It is also difficult to draw too many conclusions from the present experience of that university, since it has not yet been operating for any length of time as a mature institution; for example, the creation of new courses is likely to be a much more attractive venture to academic staff than the maintenance of old ones. Moreover, it is by no means certain that a single institution, attempting to satisfy the needs of the whole country, and of every category of extra-mural students, would be able to reach the standards of educational provision that a number of smaller institutions with more limited and manageable tasks, should be able to attain.

8.31 Australian geography also militates against a single institution. In Australia a central institution would necessarily produce difficult problems of communication and be remote from many students. For example, a single open institution with headquarters in Canberra would present difficult communication problems for people living even in the metropolitan areas of Western Australia and Queensland and very difficult ones for people living in the remote areas of those States.

8.32 Another danger of a centralised institution is the difficulty of obtaining feedback between students and the creators of courses. This difficulty is referred to in the literature on the British Open University. The desirability of feedback underlines the importance of some face-to-face contact between students and the staff that has been responsible for course preparation. There is no doubt that students value contact with staff. This is evidenced by the great success of the vacation schools run by the three Australian universities at present involved in external studies and also by the British Open University, and is a view commonly expressed by external students.

8.33 A possible alternative to the creation of a single national ‘open university’ would be the creation of several such institutions in different centres in Australia. Such an arrangement would preserve the advantages of exclusive commitment to off-campus teaching. However, the total establishment costs of several institutions would be large, enrolments in each institution would be small in the early years, and the drain on academic resources great. The Committee does not regard this possibility as a practicable alternative.

8.34 A realistic alternative to the establishment of a single institution is the development of a network of opportunities for off-campus study based on some existing and some new institutions. This would have the advantage of making use of those institutions which already have a clear commitment to external studies and, by now, considerable experience. In these institutions there is already considerable goodwill towards external studies and a willingness to undertake further commitments. It would seem wasteful not to capitalise on the resources, experience and enthusiasm which have been built up over a number of years. Some country colleges are planning a considerable expansion of off-campus teaching as one means of fulfilling their responsibilities towards local communities which have been an
important element in the initial conception of the functions of country colleges of advanced education.

8.35 A network of institutions should be more accessible to students and could, because of shorter distances, provide more readily for study centres and vacation schools within the Australian context. There could be a greater diversification in offerings and some specialisation in the offerings of particular institutions. This specialisation has already occurred to some extent; for example the commitment of Macquarie University to science and law and of the Mitchell College of Advanced Education to local government administration. Questions of specialisation (and undue duplication of offerings) would come within the purview of the proposed National Institute of Open Tertiary Education.

8.36 A network could be expanded relatively quickly and should be able to respond sensitively to needs. It must be recognised, however, that average course enrolments would be a good deal smaller under a network than under a single institution and therefore the investment in course preparation in particular institutions would have to be less. Against this must be weighed the rigidities of large scale operations, and the possibility of the co-operative production of course materials, perhaps sponsored by the National Institute of Open Tertiary Education. However, the greatest benefit from a network would not accrue until a relatively free interchange of credits had been achieved.

8.37 It is argued that the principal disadvantage of a network arrangement, apart from that of scale, is the possible lack of a commitment to open education such as a single national open institution would assume. It is sometimes said that the care of external students suffers in competition with internal students in institutions which cater for both. It is certainly true that an institution which accepted unwillingly the responsibility for external studies would be unlikely to make a wholehearted attempt to provide services for external students. The Committee appreciates the strengths that a single institution would display and the public impact that it could have on higher education in Australia. On the other hand, it is impressed with the advantages of a decentralised approach and with the desirability of building on existing capabilities. The development of the new university at Albury/Wodonga, in a growth centre in which the Australian Government and the Governments of New South Wales and Victoria are involved, makes possible a strategy which would permit the development both of a network and of an institution within it which could have a special commitment from its foundation to open education in the broadest sense.³

8.38 The Committee feels that the establishment of a university at Albury/Wodonga provides the opportunity to add a major element to the network of open tertiary education that it is recommending. That university could be given the responsibility of developing open teaching as a central part of its activity as well as providing conventional teaching for local residents and other internal students. It might be encouraged to develop study programs and teaching methods adapted to

the needs of students; to experiment with the admission of students who do not possess normal entry qualifications; to seek out prospective students from among groups which suffer special disadvantages; and to extend the recognition of work completed in other institutions. If open teaching were to become a major part of the responsibilities of the university, it is to be hoped that it would play a leading role in experimenting with new teaching methods, including the use of radio, television and related media. In short, Albury/Wodonga might aim to become a centre of open tertiary teaching to which other institutions might look for inspiration and guidance, just as the University of New England has been looked to as a model since its inception. Because of its location, its relationships with the Riverina College of Advanced Education should be carefully considered. It is understood that the new university in Geelong (Deakin University) will also be empowered and encouraged to develop extra-mural teaching; obviously, close consideration will also have to be given to Albury/Wodonga's plans and those of Geelong, and also those of other institutions, especially in Victoria (including several of the colleges of advanced education) which have already embarked on open, including off-campus, teaching. If the decision is made to develop Albury/Wodonga into a major centre of open tertiary education at an early stage of its planning, developments in other institutions should be approached in the light of that decision.

8.39 A suggestion was made to the Committee that the National Institute of Open Tertiary Education might arrange to share the educational technology centre whose creation was recommended by the Australian Committee on Technical and Further Education. The present Committee feels that the interests and functions of advanced education on the one hand and of colleges of technical and further education on the other are substantially different and that a single centre could not efficiently service both types of institution. Accordingly, it does not favour this suggestion. However, the Institute might have a special link with the university at Albury/Wodonga, the university serving as a major laboratory for the Institute and sharing with it the facilities of an educational technology unit.

8.40 One of the elements of an adequate program of external studies is the regional study centre, and it is important that this matter should be considered in relation to the proposed network. The object of establishing a study centre is to provide the external student with a place where he can consult books and other study material, use audio-visual equipment, and meet tutors, counsellors and fellow students. The steps taken by the British Open University to establish centres have been described in paragraph 5.7. If the suggested network is developed, the situation in Australia will be somewhat different. Several different tertiary institutions may well have external students in the same country or suburban area, and it is desirable to consider the matter of study centres not only from the point of view of the student and the tertiary institution, but also from that of the area concerned. In a major country city or town, for example, there may well be a college of advanced education, high schools, primary schools, a research station of some such body as the CSIRO, a municipal library, an education centre established under the aegis of

---

the Schools Commission, an adult education centre and various local bodies such as an agricultural or historical society. The Committee sees great advantage in drawing these bodies together and making arrangements for the joint use of a regional community education centre. The basic requirements appear to be for suitable tutorial and interview rooms, library accommodation, audio-visual facilities including telephone services, child care facilities and arrangements for secretarial and clerical support. If possible the centre should be based on an existing institution. The siting, equipment and joint use of such a centre would involve some problems of management and the provision of funds, but in the Committee’s view great benefits would accrue to all concerned. Thought is already being given in some areas, including Western Australia, South Australia, Tasmania and Queensland as to how these joint arrangements might be made. The Committee suggests that the National Institute of Open Tertiary Education should accept responsibility for encouraging and co-ordinating activities in this field.

8.41 In large centres, universities and colleges might well arrange to appoint resident tutors and counsellors, drawn perhaps from the staffs of local institutions, in study centres. In more sparsely settled areas, less complex arrangements might be made, smaller centres being visited from time to time by staff from the campus of the institution concerned. In the larger centres, steps could also be taken to promote social contacts between student and student and between students and staff members, the centre thus providing, as far as is possible, the kind of facilities provided by the students’ union and by clubs and societies in a university or college.

8.42 In any consideration of openness, whether in full-time, part-time or external study, library facilities have a vital part. One of the clear trends in tertiary education is to lessen the emphasis on classroom teaching and to encourage the student to use resource materials. This trend has increased the pressure on university, college and public libraries, which have been the targets of much student and staff criticism. The part-time student, who may have little time to use library services, is in a specially difficult position, while the external student, with the added problems of distance and absence of personal contact with his teachers, is at once even more dependent than other students on library services, and more difficult to supply with them.

8.43 It seems, on the experience of tertiary bodies accustomed to external teaching, that separate library service for external students is desirable. Library provision in Australia generally is not strong, and public libraries find difficulty in making extensive provision for tertiary students. It is therefore probable that universities and colleges themselves will have to provide specially for the lending of books and other library material to external (and perhaps part-time) students. This will be an expensive operation, and should engage the close attention of the National Institute of Open Tertiary Education.

8.44 Accordingly the Committee RECOMMENDS that:

(a) a network of university and college off-campus courses and open educational practices should be developed from a number of existing or new institutions which already have or are willing to assume a major commit-

---

ment for such work, recommended by the National Institute of Open Tertiary Education after consultation with the appropriate authorities;

(b) the new university at Albury/Wodonga should, from its inception, assume a special responsibility for the provision of open education;

(c) the development of a scheme of study centres where appropriate, for joint use by interested institutions, should be encouraged and co-ordinated by the National Institute of Open Tertiary Education; and

(d) the National Institute of Open Tertiary Education should take steps to see that open educational practices are supported by suitable library facilities.

8.45 In making these proposals the Committee wishes to emphasise that it does not favour the growth of a network to the extent of every university and college becoming involved in off-campus teaching, although it would wish all institutions to contribute in their own ways to the opening up of tertiary educational opportunities. Moreover, it would see merit in specialised courses being offered by perhaps only one institution. In this connection it underlines the role of the National Institute of Open Tertiary Education in advising on needs, gaps and unnecessary duplication. The Committee also believes that no pressure should be put on an institution to offer external studies if it does not wish to do so. Similarly, if members of the academic staff are to teach externally, whether exclusively or in conjunction with internal teaching, this condition should be clearly set out in the terms of their employment. Since the supply of academic staff has become relatively more plentiful, there is no evidence that there are insufficient numbers willing to work in this way.

8.46 It remains true that competition for resources as between internal and external courses may well take place within a university or college. In the past, external studies have tended to be regarded as a poor relation, but this has become less so in recent years. With a clear recognition of the importance of such studies, off-campus programs should be able to attract adequate support within universities. Moreover, if special funds and other assistance for developmental purposes become available through the National Institute of Open Tertiary Education, the position of off-campus studies will be greatly strengthened.

8.47 The Committee has made no explicit reference in its proposals to particular educational media; but, as indicated in Chapter 7, it does not underestimate their potential role and believes that both the National Institute of Open Tertiary Education and the universities and colleges in the network will have to pay special attention to them.

THE FINANCING OF PART-TIME AND EXTERNAL STUDIES

8.48 The Committee has noted that during the 1960s the numbers of part-time and external enrolments at Australian universities and colleges have risen less rapidly than the numbers of full-time enrolments. The Committee believes that the decline in the relative importance of part-time internal enrolments is to some extent due to changes in student preferences and to the improved availability of financial support for full-time study. However, there is some evidence that tertiary institutions have been encouraging full-time rather than part-time study. The relatively slower
increase in external enrolments has been caused mainly by the concentration of those enrolments in three universities. A number of submissions to the Committee claimed that many part-time and external students have, in the past, had relatively poor service and that universities and colleges should devote more resources to the interests of part-time and external students. In particular, special assistance for library services and counselling was frequently mentioned.

8.49 As far as the recommendations of the Universities Commission and the Commission on Advanced Education for grants to institutions are concerned, subject enrolments are treated on an equivalent basis whether they are of full-time, part-time or external students. The Commissions accept that teaching part-time and external students is not less expensive than teaching full-time students. Some submissions have indeed argued that part-time and external teaching are more expensive. The Committee considers that this merits investigation by the Commissions.

8.50 Given that part-time and external enrolments are financed on an equitable basis by the Commissions, there still remains the possibility that the allocation of resources within universities and colleges may be biased against part-time and external studies. Clearly, many members of departments of external studies believe this, and some have advocated the earmarking of grants for external studies. Such earmarking would ensure that a ‘proper’ share of resources was allocated for the educational services rendered to part-time and external students. It should be emphasised that the advocacy of earmarked grants has come mainly from external students and their teachers. Most vice-chancellors are opposed to earmarked grants as an erosion of university autonomy. The vice-chancellors of the universities committed to external studies are opposed to any long-term earmarking of funds for external studies, although some of them suggest that earmarking for an initial development or a major expansion might be desirable.

8.51 The attitude of the Universities Commission to earmarked grants is expressed in its Fifth Report:

The Commission is quite clear in its view that, except in cases of very costly developments, or, possibly, where there are national reasons for fostering a particular development, the recommending of earmarked grants is contrary to the autonomy of universities and is not conducive to good university government.6

The Commission’s attitude is based on the belief that universities themselves are in the best position to determine a proper allocation of their resources and should accept responsibility for this allocation. The earmarking of substantial parts of their budgets may lead to a form of line item budgeting, that is, to the recommendation of recurrent grants on the basis of specified lines of expenditure; this could subject the universities to considerable intervention in their affairs by granting authorities and to the undermining of their responsibilities.

8.52 The Committee accepts that there are difficulties in the recommending of earmarked grants. However, it believes that special attention may have to be paid to the remedying of past deficiencies and to the provision of additional future support for part-time and external studies if tertiary education is to be more open and options increased.

6 See Australian Universities Commission: Fifth Report, paragraphs 8.7 to 8.10.
8.53 Accordingly the Committee RECOMMENDS that:

The Universities Commission and the Commission on Advanced Education should investigate whether additional assistance may be necessary for universities and colleges for the support of educational services to part-time and external students.

**TIMING**

8.54 The impact of the National Institute of Open Tertiary Education will be continuing and cumulative. Because its effects will be long term, and because of the more immediate matters mentioned in the next paragraph, it is important that it commence its operations as soon as possible. The Committee therefore supports the creation of the National Institute at the earliest possible time.

8.55 It is clear that some universities which have been established recently, or which are being planned, will have important commitments to external study. Murdoch University is well advanced in its preparations to enrol external students in 1975. Flinders University has expressed interest in external teaching. The Committee notes that the legislation for Deakin University at Geelong requires it to engage in external teaching. The Committee has already recommended that open tertiary education (including off-campus teaching) should be a major concern of the university at Albury/Wodonga. These developments will enlarge facilities for external study considerably, but in most cases it will be several years before they begin to do so. For example, it is unlikely, even with the most vigorous planning and preparation, that the universities at Albury/Wodonga or Geelong could begin their off-campus programs, even on a small scale, before 1979. The Committee feels that a start should be made to increase external opportunities at the earliest possible time and it has considered how soon this could be done. From discussions with their Vice-Chancellors, the Committee believes that the University of New England and Macquarie University would be willing to accept enrolments from outside New South Wales and so to increase their external enrolments significantly beyond the level they had planned for 1976; and that the University of Queensland would wish to consider a similar proposal. This would provide an immediate and important enlargement of opportunities in areas at present not well served. To enable these universities to appoint staff and take other steps to cater for these increases and to provide for years after 1976, the necessary policy decision would have to be made in the context of the 1976-78 triennium.

8.56 Similarly, some colleges of advanced education which are already offering external courses are willing, given appropriate resources, to enlarge their external enrolment substantially in 1976, and the Committee understands that they have made submissions to the Commission on Advanced Education to this end.

8.57 Accordingly the Committee RECOMMENDS that:

(a) the National Institute of Open Tertiary Education should be established in 1975; and

(b) the Universities Commission and the Commission on Advanced Education should provide for significantly increased external enrolments in a limited number of universities and colleges within the 1976-78 triennium.
COSTS

8.58 To the extent that the lowering of barriers to tertiary education increases enrolments (rather than changes the mix of a given number of enrolments) the total costs of tertiary education will rise. In particular, additional external enrolments from 1976 onwards will require funding. Moreover, funds will be required to meet any additional assistance that is recommended by the Universities Commission and the Commission on Advanced Education in accordance with paragraph 8.53. Apart from such increases in costs, the program recommended by the Committee is not an expensive one. The constituent institutions in the network for off-campus education already exist or, like the university at Albury/Wodonga, are clearly in contemplation. The main additional cost lies in the National Institute of Open Tertiary Education. The Institute will require a highly qualified, but relatively small, academic and administrative staff and a building. In addition it will need funds for making grants for research and developmental purposes. Experience in Australia with grant-making bodies suggests that in the early years the profitable use of large sums is not easy and that a relatively modest beginning is desirable.

8.59 The direct costs of the National Institute of Open Tertiary Education, in terms of current prices, are estimated as follows for the 1976-78 triennium:

- Recurrent expenditure: $1,800,000
- Building expenditure: $600,000
- Fund for grants: $2,000,000

THE FUTURE

8.60 The Committee emphasises that it would not wish any of its general conclusions to be rigidly interpreted, nor does it believe that the last word has been said on the opening up of opportunities for tertiary education. Indeed, the proposal for a National Institute of Open Tertiary Education is designed precisely to maintain a continuing review of the situation and to ensure a flexible approach.

8.61 In particular, priorities will have to be determined and continually reviewed. The importance of external post-graduate courses was stressed in some submissions. The Committee does not doubt that such courses are important or that a demand for them exists, and they have been mentioned among the National Institute's functions (paragraph 8.16). But undergraduate degree and diploma courses should have preference. In the first place, priority should be accorded those who have not already had an opportunity for higher education; and in the second place, the initiative of existing universities and colleges is likely to carry them into the post-graduate field without much special encouragement.

8.62 Readier access to higher education through mature age entry, the maintenance of opportunities for part-time study and the provision of off-campus courses on a large scale will make opportunities for higher education available to many who would, in the past, have been deprived of such a chance. At the same time, the Committee is not deluding itself into thinking that this will result in large numbers in the lower socio-economic groups seeking entry to tertiary education. To these groups, because of their educational and social background, higher education may
be a strange and forbidding world, in which they have never envisaged themselves as having a part. It will be necessary to provide educational programs at levels lower than those offered by universities and colleges to prepare and encourage them. Increased community education, operating through informal activities at schools, through the use of public libraries and through organised adult education, should be a main contributor towards the opening up of opportunities for the most educationally disadvantaged sectors of the community. Similarly, the opportunities offered within the sector of further education generally and the provision of bridging and threshold courses by many educational and other social agencies will be important. In these areas, the National Institute of Open Tertiary Education will have the responsibility of collaborating with other responsible educational authorities and of ensuring public discussion and a free flow of information.

8.63 There is also the question of the provision of courses at levels lower than those included under the general rubric of 'tertiary'. These include vocational courses (for example certificate courses), courses of a general educational kind and courses relating to leisure pursuits. The Committee has not studied the requirements of this sector nor made any recommendations about it, because it lies even outside the broad interpretation that the Committee has placed on its terms of reference. Moreover, many of these courses are the concern of the Australian Committee on Technical and Further Education. The Committee nevertheless holds the view that pressure towards openness should extend to every kind of post-school education, in whatever type of institution it is offered.

8.64 The Committee has concentrated its attention on degree and diploma courses of tertiary standard. This should not be taken to imply any undervaluing of the importance of non-degree/non-diploma tertiary education. The Committee believes that such education should not be regarded as a separate sector of education but should be undertaken in whichever institutions are appropriate for the level and nature of the courses being offered. There appears to be little information available in this field, and it may well be that steps should be taken to collect such information, to consider the part which could appropriately be played by various kinds of institutions, and to enquire whether further financial support is required. The Committee would expect the National Institute of Open Tertiary Education to take an interest in non-degree/non-diploma courses to the extent that they are appropriate to universities and colleges. In the longer run, activities of this kind may well prove a fruitful area for open education.
CHAPTER 9

Summary and Recommendations

9.1 The Committee on Open University was appointed by the Minister for Education (the Hon. Kim E. Beazley, M.P.) in March 1973 to make recommendations on the expansion of extra-mural tertiary courses. The Committee was directed to take account of the aims and methods of the British Open University. With the Minister's approval the Committee has taken a broad view of its terms of reference and has made a major examination of open tertiary education generally.

9.2 The trend in recent years has been for more and more young people to stay longer and longer in full-time education. While this has undoubtedly produced a better educated population and has served to provide highly skilled manpower, it is bringing with it social and economic tensions, relating to the labour market, the educational institutions, the individuals themselves and the wider society. This raises the question of whether the prescription for further expansion should simply be more of the same or whether new approaches to education should also be pursued. These new approaches involve regarding education not so much as a preparation for living but as integral with life itself. The development of a society in which education and living have become integrated is a strategic goal for the future. The Committee sees as its main contribution to the pursuit of this goal the removal of the barriers of access to and a general 'opening up' of tertiary education.

9.3 Australian tertiary education is not a closed system. Educational opportunities are extensive and there is already a considerable commitment to off-campus courses on the part of three universities and a number of colleges of advanced education. Most tertiary institutions offer many courses on a part-time basis. They enrol large numbers of older students. Some institutions admit a number of mature age students with few formal qualifications. There is evidence of experimentation in the development of new courses and of new modes of teaching and learning.

9.4 Nevertheless, significant barriers to access to tertiary education still exist in a number of areas. These relate to entry, accessibility, range of courses, modes of learning, diversity of institutions, transferability between institutions and courses, the flow of information, and student finance. These barriers are most difficult to surmount for those groups in the community who are educationally disadvantaged through their cultural, social or economic backgrounds. In many cases, however, the educational disadvantages occur well before the point of entry to tertiary education. For such groups the lowering of educational barriers can only be a long term task and will involve measures many of which may be outside the sphere of tertiary education and even of education as a whole.

9.5 The lowering of barriers to access and the consequent widening of educational opportunities would certainly stimulate a further demand for tertiary education. In
particular, there is room for considerable development of off-campus courses for students, many of whom may be of mature age and may not conform to conventional entry requirements. The Committee has estimated that within 10 years the number of off-campus enrolments might rise from the present level of 15,500 to between 30,000 and 45,000.

9.6 The Committee believes that tertiary courses should be available to all Australians who have a reasonable prospect of coping with them, wherever they live and in whatever circumstances they are placed. Accordingly, the Committee proposes that an agency should be established to encourage and facilitate the lowering of the barriers to access to tertiary education referred to above. It does not believe that this can be achieved merely by establishing one or more new teaching institutions; all institutions of higher education should contribute to the process of opening up opportunities for tertiary education for all sections of the community. The Committee recommends the establishment of a National Institute of Open Tertiary Education as a non-teaching statutory body with the general objective of encouraging expansion of opportunities in tertiary education. It would be the function of the Institute to facilitate the entry to tertiary institutions of students with other than the usual qualifications; to develop opportunities for part-time and external study and the quality and range of the courses offered in these ways; to seek out new clienteles of students whose needs are not adequately met; to encourage tertiary institutions to liberalise mutual recognition of credit; to experiment with new courses and methods of teaching; and to offer students the information, counselling and preparation for which these new processes would call.

9.7 The Committee believes that there are serious deficiencies in Australia in the provision of off-campus courses. These deficiencies can be met only by a deliberate policy of expanding the activities of some existing institutions or by providing opportunities in new ones.

9.8 The enlargement of opportunities for off-campus study calls for the appreciation of modern educational technology by the adoption of a systematic approach to the design, implementation and evaluation of courses, and the use of a wide range of modern educational media. However, the Committee believes that, although broadcast radio and television may be of use in the programs of particular tertiary institutions over limited areas, it would be neither desirable on educational grounds nor feasible on technical grounds to use simultaneous broadcasts over the entire continent.

9.9 The Committee recommends the development of a network of off-campus educational opportunities, based on major institutions and regional study centres. There already exists in Australia a number of institutions with a significant commitment to off-campus programs. The Committee recommends that some of these should be built up substantially and that the university to be developed at Albury/Wodonga should have a commitment to open education in the widest sense. The Committee finds this preferable to the establishment of a single national institution along the lines of the British Open University. It believes that, in the Australian context, such an institution would suffer from serious limitations and would bring
about an undesirable centralisation of non-traditional higher educational opportunities.

9.10 In order to make a quick contribution to the development of off-campus courses, the Committee proposes that a limited number of universities and colleges should provide significant increases in external enrolments from 1976 onwards. The Committee also proposes that the Universities Commission and the Commission on Advanced Education should investigate whether additional assistance may be necessary for universities and colleges to rectify deficiencies in educational services to part-time and external students.

9.11 The Committee's proposals are not in themselves costly. The National Institute of Open Tertiary Education will require funds of approximately $4.4 million in the 1976-78 triennium. To the extent that the lowering of barriers to tertiary education increases enrolments and additional funds are necessary to rectify deficiencies, the total cost of tertiary education will rise. However, provision for this increased cost will be included in the normal activities of the two tertiary Commissions.

9.12 The Committee's detailed recommendations are as follows:

1. (a) a National Institute of Open Tertiary Education should be established as a statutory body, with the general objective of expanding opportunities in tertiary education for all sections of the community;

(b) the functions of the Institute should be:

(1) in consultation with the Universities Commission and the Commission on Advanced Education and the appropriate State authorities, and by initiating collaboration amongst existing and future tertiary institutions, and with employers and other appropriate groups:

(i) to facilitate entry of students of demonstrable capacity, but not necessarily with formal qualifications, to tertiary institutions;

(ii) to maintain and expand opportunities through part-time study;

(iii) to maintain, expand and diversify opportunities for off-campus study;

(iv) to arrange surveys of needs of the community generally and of special clienteles for degree and diploma programs for post-graduate training, for professional refresher training and for continuing vocational and non-vocational education of tertiary level, and to identify gaps in present offerings;

(v) to offer advice on the provision of a network of off-campus courses so as to provide an overall coverage of appropriate courses and facilities, while avoiding duplication;

(vi) to facilitate the establishment, maintenance and co-ordination of study centres and adequate library and related services.

(2) to collaborate with existing and future tertiary institutions in establishing procedures for the transfer of students between
institutions and the acceptance of credits among institutions, and to arrange for the publication of information and the provision of advice to students in that connection;

(3) to provide or encourage the provision of information and counselling services on opportunities for higher education generally;

(4) to facilitate, in collaboration with appropriate institutions, the provision of bridging and threshold courses for those students for whom such courses are necessary;

(5) to promote the application of educational technology by encouraging the development of new programs of study, of innovation in teaching and learning methods, and of the use of modern educational media;

(6) to make grants to particular institutions or to teams working on research and development for specific projects, and to disseminate information in those fields;

(7) to arrange the investigation of social, cultural and economic barriers to access to higher education and the means by which such barriers may be lowered;

(8) to issue reports on its activities. (See paragraph 8.16)

2. (a) a network of university and college off-campus courses and open educational practices should be developed from a number of existing or new institutions which already have or are willing to assume a major commitment for such work, recommended by the National Institute of Open Tertiary Education after consultation with the appropriate authorities;

(b) the new university at Albury/Wodonga should, from its inception, assume a special responsibility for the provision of open education;

(c) the development of a scheme of study centres where appropriate, for joint use by interested institutions, should be encouraged and coordinated by the National Institute of Open Tertiary Education; and

(d) the National Institute of Open Tertiary Education should take steps to see that open educational practices are supported by suitable library facilities. (See paragraph 8.44)

3. The Universities Commission and the Commission on Advanced Education should investigate whether additional assistance may be necessary for universities and colleges for the support of educational services to part-time and external students. (See paragraph 8.53)

4. (a) the National Institute of Open Tertiary Education should be established in 1975; and

(b) the Universities Commission and the Commission on Advanced Education should provide for significantly increased external enrolments in a limited number of universities and colleges within the 1976-78 triennium. (See paragraph 8.57)
APPENDIX A

ADVERTISEMENT

COMMONWEALTH OF AUSTRALIA
COMMITTEE ON OPEN UNIVERSITY

The Minister for Education has appointed a Committee of the Australian Universities Commission with the following terms of reference:

1. To enquire into the desirability and means of expanding opportunities in Australia for extra-mural degree courses of university standard and to make recommendations to the Australian Universities Commission.

2. The Committee should conduct its enquiry having regard to the aims and methods of the Open University in the United Kingdom and to meet the position of persons who are unable to meet the normal entry requirements of universities.

Interested persons and organisations are invited to make written submissions on the above and related matters.

Notice of intention to make a submission together with a brief outline of topics to be covered should be sent to the Executive Member, Committee on Open University, Australian Universities Commission, P.O. Box 250, Canberra City, A.C.T. 2601, by 16 May 1973. Submissions should be forwarded in time to reach the same address by 16 July 1973.
APPENDIX B

ORGANISATIONS AND INDIVIDUALS WHO MADE WRITTEN SUBMISSIONS TO THE COMMITTEE

ORGANISATIONS

Adult Education Tutors' Association (Victoria)
Advanced Education Board (N.S.W.)
Association of Architects, Engineers, Surveyors and Draughtsmen of Australia
(Woomera Branch)
Association of Foremen and Supervisors (N.S.W.)
Australia Party (Tertiary Education Policy Committee)
Australian Association for Better Hearing
Australian Association of Adult Education Inc.
Australian Association of Mathematics Teachers
Australian Broadcasting Commission
Australian Broadcasting Control Board
Australian Council of State School Organisations
Australian Council of Trade Unions
Australian Federation of University Women
Australian Labor Party (Labor Women's Organising Committee — N.S.W. Branch)
Australian Society of Accountants
Australian Union of Students
Australian Vice-Chancellors' Committee
Bankstown Municipal Council (N.S.W.)
Bendigo Teachers' College (Victoria)
Board of Advanced Education (Queensland)
Business and Professional Women's Club of Busselton (W.A.)
Cairns Chamber of Commerce (Queensland)
Canberra College of Advanced Education (A.C.T.)
Catholic Education Board of N.S.W.
City of Wodonga (Victoria)
Commonwealth Scientific and Industrial Research Organisation,
Division of Irrigation Research, Griffith (N.S.W.)
Council of Teachers' College Staff Associations (Victoria)
Country Women's Association of Australia (Queensland Branch)
Department for Community Welfare (S.A.)
Educational Television Association of Australia
Faculty of Law, Monash University
Federation of Catholic Parents' & Friends' Associations
Federation of Staff Associations of Australian Colleges of Advanced Education and
the Academic Staff Association, South Australian Institute of Technology

102
Field Geology Club of South Australia
Gippsland Institute of Advanced Education (Victoria)
Gordon Institute of Technology (Victoria)
Guild of Undergraduates, University of Western Australia
Home Economics Association of Australia
Home Economics Standing Committee, Victorian Universities and
   Schools Examinations Board
Independent University of Australia
Institute of Industrial Engineers (S.A. Division)
Institution of Engineers, Australia
Kindergarten Teachers' Association of Victoria
Learning Exchange
Library Association of Australia
Local Government Association of Queensland
Macquarie University
Macquarie University, School of Biological Sciences
Matriculated Students' Society, N.S.W.
Mitchell College of Advanced Education
Murdoch University
New South Wales Institute of Technology
New South Wales Universities Board
Northern Territory Education Authority
Orange Agricultural College
Public Service Association of N.S.W.
Queensland Association of University Women
Queensland Council of State School Organisations
Queensland Government
Riverina College of Advanced Education, Wagga Wagga, N.S.W.
Royal Melbourne Institute of Technology
Royal Melbourne Institute of Technology Graduates Association
Safety Engineering Society of Australasia
Shepparton Area Education Committee (Victoria)
South Australian Board of Advanced Education and Adelaide
   College of Advanced Education
SPELD (Specific Learning Disability), A.C.T.
Students International Meditation Society — International
   Meditation Society
Tasmanian Education Department — Tasmanian College of
   Advanced Education
Tasmanian Teachers Federation
Tertiary Education Advisory Council (Victoria)
University of Adelaide
University of New England
University of New South Wales (Broken Hill Division)
University of Queensland
University of Queensland, Department of External Studies
University of Tasmania
University of Western Australia
University of Western Australia, Research Unit in
        University Education
University Women Graduates' Association (Cairns, Queensland, Branch)

Victoria Institute of Colleges
Victorian Council of School Organisations
Victorian Young Farmers State Council

Wangaratta & District Education Council (Victoria)
Western Australian Federation of Junior Farmers Clubs
Western Australian Institute of Technology
Women's Electoral Lobby, A.C.T.
Women's Electoral Lobby, Perth
Women's Electoral Lobby, Victoria
Woomera Teachers Association (S.A.)
Workers' Educational Association of N.S.W.
Workers' Educational Association of South Australia Inc.

INDIVIDUALS

Abbott, Miss J.
Adamson, Dr H.
Allen, Mr G. G.
Allsop, Dr J. W.

Bailey, Mrs J.
Bain, Mr A.
Baldwin, Mr A.
Beavis, Professor F. C.
Black, Mr N.
Bodolai, Dr Z.
Bowie, Mr I. J. S.
Breed, Mr E.
Broadbent, Associate Professor D.
Buckley, Mr R.

Campbell, Associate Professor K. K.
Carr, Miss S.
Clemson, Mr B. A.
Connor, Dr D. V.
Connors, Mr T. N.
Costello, Mr B.
Crooke, Miss J.

104
Crowley, Dr D. W.
Crown, Dr A. D.
Doran, Mr A. B.
Dornauf, Mrs I. A.
Drennan, Mr J.
Douglas, Mr D.
Dunn, Professor S. S.
Dunton, Mr A. F.
Eagers, Mr R. L.
Foskett, Mr A. C., Kowalik, Mr H. M., and Lavskis, Mr P. V.
Fox, Mr P. N.
French, Mrs F.
Goodchild, Mr W. S.
Goodman, Dr R. D.
Healy, Dr A. M.
Herbert, Mrs P. M.
Hodgson, Mr J.
Hope, Mrs J.
Howell, Mrs D.
Keady, Dr G.
Kennedy, Dr T.
Keogh, Mr M. B.
Keulemans, Mr T.
Laverty, Dr J. R.
Lawrie, Miss A., and Hannant, Miss J. M.
Lawson, Miss O. H. A.
Lawton, Mr C. R.
Leahy, Mr G. D.
Lohse, Miss J. R.
Lucas, Mr J. A.
Matheson, Dr J. A. L.
McDonald, Mr R. N.
McDonell, Dr J. A., and McDonell, Mrs W.
McInnes, Dr B. A.
McNeill, Mr B. H.
Messenger, Mr D. R.
Newton, Mr R.
Nicholls, Mr R.
Norton, Miss P.
Parker, Rev. D. R.
Peters, Mr H. W.
Piper, Professor H. W.
Pratt, Mr H. C.
The Committee also had the advantage of consulting *The Desirability and Feasibility of an Australian Open Type University*, February 1973. This report was produced by the Centre for the Study of Higher Education in the University of Melbourne, at the request of the Federation of Australian University Staff Associations, shortly before the Committee was appointed. It was written by Barbara Falk and John Anwyl. Use was also made of later papers written by Mrs Falk and Mr Anwyl.
APPENDIX C

ORGANISATIONS AND INDIVIDUALS WITH WHOM THE COMMITTEE HAD DISCUSSIONS

Australian Broadcasting Commission
Mr K. Watts, Mr A. Cohen.

Australian Committee on Technical and Further Education
Mr Myer Kangan.

Australian Council of Trade Unions
Mr P. Matthews.

Australian Vice-Chancellors' Committee
Professor B. R. Williams, Professor D. P. Derham, Professor A. Lazenby,
Professor R. H. Myers, Mr D. L. Purnell.

Federation of Australian University Staff Associations
Mr A. W. Anderson, Dr B. Bessant,
Mr I. D. Brice, Mr P. N. Chopra.

Flinders University of South Australia
Professor R. W. Russell, Professor A. M. Clark, Professor P. Bourke,
Professor M. H. Brennan.

Interim Committee for a South Australian Council of Educational Planning and Research
Mr Justice Bright.

Macquarie University
Emeritus Professor A. G. Mitchell.

Mitchell College of Advanced Education
Mr E. A. B. Phillips, Mr J. S. Hague.

Murdoch University
Professor S. Griew, Professor G. C. Bolton.

New South Wales Higher Education Authority
Mr J. J. Pratt.

Queensland Board of Advanced Education
Mr W. Wood.

South Australian Board of Advanced Education
Mr L. A. Braddock.

State College of Victoria
Mr B. M. McDonell.

Tasmanian College of Advanced Education
Dr P. Wisch.
<table>
<thead>
<tr>
<th>Institution</th>
<th>Members</th>
</tr>
</thead>
<tbody>
<tr>
<td>University of Adelaide</td>
<td>Emeritus Professor G. M. Badger, Professor N. T. Fentje, Professor D. O. Jordan, Professor C. J. Horne, Professor L. F. Neal, Mr A. E. Shields, Mrs G. Dunstan, Mr J. W. Warburton, Mr P. Lloyd.</td>
</tr>
<tr>
<td>University of New England</td>
<td>Professor A. Lazenby, Professor G. T. Butland, Professor C. Tatz, Dr B. Mitchell, Mr R. A. Boyd.</td>
</tr>
<tr>
<td>University of Queensland</td>
<td>Emeritus Professor Z. Cowen, Dr J. R. Laverty.</td>
</tr>
<tr>
<td>University of Tasmania</td>
<td>Sir George Cartland.</td>
</tr>
<tr>
<td>Victoria Institute of Colleges</td>
<td>Dr P. G. Law, Mr R. E. Parry.</td>
</tr>
<tr>
<td>Victorian Tertiary Education Advisory Council</td>
<td>Professor A. S. Buchanan.</td>
</tr>
<tr>
<td>Western Australian Institute of Technology</td>
<td>Dr W. A. Pullman.</td>
</tr>
<tr>
<td>Western Australian Teacher Education Authority</td>
<td>Mr N. Traylen.</td>
</tr>
<tr>
<td>Western Australian Tertiary Education Commission</td>
<td>Professor C. Sanders, Mr B. Durston.</td>
</tr>
<tr>
<td>British Broadcasting Corporation</td>
<td>Mr J. Robinson.</td>
</tr>
</tbody>
</table>
APPENDIX D

PERSONS PRESENT AT THE SEMINAR HELD ON 5 DECEMBER 1973

Dr Heather Adamson
Mr J. Anwyl
Mr A. Bain
Associate Professor D. Broadbent
Dr D. Crowley
Mr A. F. Dunton
Mrs Barbara Falk
Dr J. A. McDonell
Mrs J. A. McDonell
Mr H. C. Pratt
Dr M. White
Mr C. J. Wood
Mr C. Woods
APPENDIX E

ORGANISATIONS AND INDIVIDUALS WHO MADE WRITTEN COMMENTS ON THE DRAFT REPORT

ORGANISATIONS

Adelaide College of Advanced Education
Armidale Teachers College
Australian and South Pacific External Studies Association
Australian Council for Educational Research
Australian Council of State School Organisations
Australian Department of Education
Australian Department of Prime Minister and Cabinet
  Women's Affairs Section
Australian Esperanto Association
Australian National University Counselling Services
  Communication and Study Skills Unit
Australian National University Research School of Social
  Sciences Education Research Unit
Australian Union of Students
Australian Vice-Chancellors' Committee
Board of Advanced Education (Queensland)
Bunbury Regional Promotion Committee
Capricornia Institute of Advanced Education
Darling Downs Institute of Advanced Education
Department for Community Welfare (S.A.)
Department of Defence
Department of Further Education (S.A.)
Federation of Australian University Staff Associations
Federation of Staff Associations of Australian
  Colleges of Advanced Education
Gippsland Institute of Advanced Education
Home Economics Association of Australia
Institution of Engineers, Australia
Junior High School, Wongan Hills (W.A.)
La Trobe University, Department of Physical Chemistry
Library Association of Australia
Macquarie University School of Biological Sciences
Marcus Oldham Farm Management College
Mitchell College of Advanced Education
Murdoch University

Queensland Teachers Union

Riverina College of Advanced Education
Royal Melbourne Institute of Technology

Schools Commission
Society of Real Estate Agents and Valuers Ltd
South Australian Board of Advanced Education
South Australian Council for Educational Planning and Research
State College of Victoria
State College of Victoria, at Melbourne
State Library of Tasmania

Tasmanian College of Advanced Education
Torrens College of Advanced Education
Townsville Teachers College

University of New England
University of New South Wales (Broken Hill Division)
University of Queensland
University of Queensland Department of External Studies
University of Sydney Evening Students Association
University of Tasmania
University of Western Australia Research Unit in University Education

Victoria Institute of Colleges
Victorian Secondary Teachers Association
Victorian Teachers Union

Warrnambool Institute of Advanced Education
Western Australian Institute of Technology
Western Australian Tertiary Education Commission
Wollongong University College
Workers' Educational Association of N.S.W.

INDIVIDUALS

Adamson, Dr H.
Allsop, Dr J. W.
Archdale, Miss H. E.

Bain, Mr A.
Black, Mr N.
Broadbent, Associate Professor D.

Coombs, Mr J.
Crowley, Dr D. W.
Cumming, Dr G. D.
Davis, Mr D. J.
Duckett, Mr S. J.

Falk, Mrs B.
Friend, Mr D.

Herbert, Mrs P. M.
Higgins, Mr F. B.

Keogh, Mr M. B.
Keulemans, Mr T., and Hill, Mr J.
Kilkenny, Miss R.

Laverty, Dr J. R.
Levien, Dr B. J.
Little, Mr N. S.
Lloyd, Dr G.
Lynch, Mr T. J.

McDonell, Dr J. A., and Mrs W.
Mortimore, Mr G. W.

Northcott, Dr P.

Reece, Dr I. H.
Robinson, Mr J.
Russell, Mrs H.

Shekleton, Colonel P. R.
Simpson, Mr R. A.
Sinclair, Mr S. B.
Skertchly, Dr A.

Toft, Mr G. S.

van Rijswijk, Mr A.
Varney, Mr. R.

Walker, Dr. M. G.
Warburton, Mr J. W.
Wescott-Lewis, Dr M. F.
White, Dr M.
Wilson, Dr R. K.
Wood, Mr C. J.
APPENDIX F
ALTERATIONS TO DRAFT REPORT IN THE LIGHT OF COMMENTS

F.1 During its consideration of comments on the draft report, the Committee adopted a large number of suggestions and corrections on minor points, and these have been incorporated in the final report. There were also, however, criticisms and suggestions on certain major matters, and in response to these, and to its own further discussions, the draft report was altered in several substantial respects. The main alterations are mentioned in the following paragraphs.

F.2 Many commentators said that the draft report dealt inadequately with colleges of advanced education as distinct from universities. They urged that more information about the colleges should be included, and that positive suggestions about the part of the colleges in the recommended scheme should be made, as had been done in the case of universities. The Committee was aware of these shortcomings, which arise largely from the deficiencies in the official statistical collections relating to colleges, to the newness of many of them and the difficulty of gathering and presenting information about them in a useful form. With the help of the Commission on Advanced Education, further material on the colleges has been included in Chapter 4.

F.3 Although most of the commentators welcomed the recommendation for the establishment of a National Institute of Open Tertiary Education, there were many criticisms of the Committee's proposals concerning the Institute's status, powers and staffing and its relation to the Universities Commission and the Commission on Advanced Education. More specific references to these points are made in the final report. On two points the Committee decided to make substantial changes in its recommendations about the Institute. In the draft report it had been proposed that the Institute should be empowered to make awards on the basis of credits earned in more than one tertiary institution. Many commentators felt that this might lessen the incentive for institutions to liberalise the credit they extend to each other's courses, and that the Institute's awards might be poorly regarded in the community generally. The award granting power has been dropped from the proposed functions of the Institute, which are set out in paragraph 8.16.

F.4 The other alteration concerning the Institute relates to the composition of its council. In the draft report the Committee expressed the view that the Chairmen of the Universities Commission, the Commission on Advanced Education and the Australian Committee on Technical and Further Education, or their nominees, should be members ex officio of the Council of the Institute. The Committee agreed with the criticism that these persons, who from time to time would have to preside over their own Commissions when recommendations from the Institute
were under discussion, might suffer a conflict of interest, and reference to their membership was omitted from the final report.

F.5 The draft report made only a very brief reference to what the Committee had in mind as the special 'open' features of the university to be established at Albury/Wodonga, and there were requests for clarification. These requests, and criticisms from some commentators that the draft report generally had adopted a cautious and conservative approach and was institution oriented, were further discussed, and during that discussion the Committee's firm view was that the main emphasis of the university at Albury/Wodonga should be on openness, innovation and student needs. A statement along these lines appears at paragraph 8.38. The Committee had also suggested that the university at Albury/Wodonga, by including in its courses external students from Victoria, South Australia and Tasmania, should act as a major external studies centre for south-eastern Australia. It became apparent that such an arrangement might give rise to difficulties in South Australia and Tasmania, and that the situation in Victoria might undergo changes when Deakin university began operations. The Committee therefore decided to omit this reference from the final report, although it retains the hope that all institutions offering external courses will reduce geographical limitations on enrolment.

F.6 After the draft report was written developments took place relating to the establishment of Deakin university and clarifying both the plans of Murdoch University and the wishes of Flinders University in the matter of external studies. These matters were taken into account in the final report at paragraph 8.55.

F.7 At the time of the publication of the draft report, the Universities Commission and the Commission on Advanced Education, at the Committee's suggestion, recommended to the Minister that urgent action be taken to enable the University of Queensland, the University of New England, Macquarie University and some colleges to increase their external enrolments in 1975. This recommendation was not acted upon by the Government. A similar recommendation, though in a somewhat different form, is made in respect of the 1976-78 triennium in paragraph 8.57 of the final report.

F.8 The comments contained much discussion of the place of study centres and of library provision as elements in open tertiary education. The Committee has expanded these matters in the final report, in paragraphs 8.40 and 8.41 (study centres) and 8.42 and 8.43 (library provision).