This document is intended to provide a complete reference of the activities which took place at the PEP Residential Conference at Tanunda.

The document is divided into 7 sections each marked with a yellow place card. Within each section there is a summary statement of the activity which provides an overview.

For example, Section 3 "Sunday Evening Sessions" provides an overview of the papers presented by the Director General and the Deputy Director General. For those readers wishing more detailed information two appendices, marked with a blue place card; Appendix 2 and Appendix 3, have been included at the end of this section providing full transcripts of the papers delivered by the Director General and the Deputy Director General.

The intention of this document is that the reader may choose to gain an overview of the conference activities by referring to the summary, discussion pages in each section. Alternatively, should greater detail be required the reader has the opportunity to refer to the relevant appendices in each section which provide a full transcript of the speeches delivered and discussions which took place.

In this way all relevant information is located in one document which can be used:

* to develop an overview of the conference by referring to summary/discussion comment;
* to provide detailed information on any section of the conference by referring to the full transcripts contained in each section as appendices.
# TABLE OF CONTENTS

1. **INTRODUCTION**
   - Appendix 1  Conference Programme

2. **RECOMMENDATIONS**

3. **SUNDAY EVENING SESSION** - Discussion
   - Appendix 2  Paper 1 "The Role of PEP in DTAFE" Director General TAFE.
   - Appendix 3  Paper 2 "The function of the State Steering Committee" Chairman SSC.

4. **MONDAY EVENING SESSION** - Discussion
   - Appendix 4  Paper 1 "From Transition Education to Participation and Equity Programmes - The Changing Face of PEP" Assistant Secretary PEP Branch Commonwealth Ed. Department.
   - Appendix 5  Paper 2 "PEP as a Catalyst of Systems and Societal Change". Dean Faculty Ed. and Humanities SACAE.

5. **PROGRAMME GROUPS** - Discussion
   - Appendix 7  Transcript of Programme Group deliberations.

6. **SYNDICATE GROUPS** - Discussion
   - Appendix 8  Transcript of Syndicate Group deliberations

7. **ELECTIVE PROGRAMME** - Overview
   - Appendix 9  Curriculum Development discussion and resource papers.
   - Appendix 10  Disabled Access paper by Lloyd Bennetts (PEP Unit).
   - Appendix 11  Youth Participation paper Chris Wilson (YACSA).
   - Appendix 12  Participant list.

-----oOo-----
INTRODUCTION

The PEP Residential Conference held at the Barossa Motor Lodge, Tanunda from February 3 to 6 was a staff development exercise initiated in response to a request from the PEP Unit.

Preliminary discussions suggested an activity which brought together lecturers from across the broad range of TAFE PEP courses. Many of the courses offered under the PEP banner had their beginning under Transition Education and over a period of five years had developed a diversity marked by responses to local need and concentration on sections within the spectrums of the PEP client group. This activity marked the first opportunity for those involved in the delivery of the various programmes to meet in a PEP plenary group. Planning for the conference began with a focus of establishing a sense of identity under PEP as a programme area rather than a collection of courses.

These discussions further highlighted the need for those involved in the coordination and management of PEP at the college and head office level to be involved. The involvement of management was sought to develop an awareness amongst managers of the concerns of those responsible for the delivery of PEP programmes. Further the participation of managers would provide a 'working conference' focus for the activity bringing together teachers and administrators so that strategies developed at the conference would have both teaching and administrative support. It was intended that the conference should bring together those involved in managing, delivering and supporting PEP initiatives for a joint activity which assembled representatives from each of the spheres of influence on PEP so that these resources could be focussed on resolving challenges facing PEP in 1985 and beyond.

A critical factor influencing the timing of the conference was that with a recognised need to have both managers and field staff from all programme areas represented the conference needed to be scheduled at a time when students were not attending courses. Information from the PEP Unit suggested that the week of February 4-8 was the only time during the college year that students were not attending classes in any of the programme areas.

Thus the conference began to take shape as an ambitious project which sought to operate simultaneously on a number of levels.

At the micro level the conference was to provide an opportunity for lecturers involved in individual courses in specific colleges to review progress and establish directions. On the next level the conference brought together lecturers involved in a range of courses within a college and examined the coordination of PEP offerings within the local college context. The conference provided an opportunity for staff from programme areas reaching across college boundaries to monitor developments within their programme and discuss shared concerns specifically related to their area of teaching. The conference further fostered the development of regional PEP initiatives extending across college and programme boundaries. As the first activity which brought together representatives from all programme areas offered under PEP the conference sought to facilitate a sense of unity rather than an existing perception of PEP as collection of somewhat
unrelated programmes. At a broader level the conference addressed the issue of expanding the perception of PEP still further to the Departmental level where it was viewed as a facet of youth policy of participation and equity with implications for all programmes offered by TAFE. At the macro level the conference imparted a view of PEP from the State Steering Committee which extended beyond the bounds of TAFE and also examined the influence exerted on PEP by other State Government Departments. Input from two speakers on the Monday evening programme provided a background to PEP at the national level from the perspective of the Commonwealth Department of Education and the National PEP Committee.

The final conference programme (see Appendix I) was an attempt to provide an activity which addressed these various levels of concern and gave participants an overview of the influences which shape PEP extending from what happens in specific courses to the influences at the State and National level.

Sunday evening revolved around addressed by the Director General of TAFE (see Appendix II) and the Chairman of the PEP State Steering Committee, the Deputy Director General of TAFE (see Appendix III). These speakers addressed the role of PEP within TAFE and the function of the State Steering Committee opening the conference with a discussion of the challenges facing PEP as a programme to encourage youth participation and equity of educational outcomes.

Monday involved participants meeting throughout the day in programme specific groups dealing with issues related to particular teaching and management areas and in syndicate groups which addressed across programme, across college PEP initiatives on a regional basis.

The Monday evening programme involved three speakers John Burnett (Assistant Secretary PEP Branch Canberra) (see Appendix IV); Denise Bradley (Dean Faculty Education and Humanities) (see Appendix V) and David Pettit (Special Advisor to Victorian Education Minister) (see Appendix VI).

If there is any one shared experienced for staff working within PEP it is that of dealing with change. The three speakers addressed various aspects of change; the changes as PEP developed from Transition Education, PEP as a catalyst for societal and systems change and issues in monitoring and evaluating change. In total the three speakers provided a balanced perspective of changes occurring within PEP which shape its direction, the changes which PEP itself seeks to facilitate and the importance of monitoring and evaluation of the change process.

The programme for Tuesday revolved around a series of 13 elective options where participants had the opportunity to pursue areas of interest (see Appendix VII). Again electives were offered to meet needs at a variety of levels; to raise awareness of particular issues, develop teaching skills, share resources and develop links across programmes.
The final day of the conference was planned to allow participants to reform programme and syndicate groups to finalise recommendations and further develop strategies for implementation to present at the plenary closing session. The discussions which took place in these programme groups and syndicate groups are summarised in another section of this report, however, the full details of discussions appear in Appendices VIII and IX respectively.
Participation Equity Programme

Conference

* 3 February to 6 February, 1985 *

Barossa Motor Lodge
Tanunda
Firstly under the banner of 'Transition Education' and currently as 'Participation and Equity Programmes' the Department of Technical and Further Education has provided educational opportunities for many young people who previously had not been well served by traditional approaches to education. In five years of operation these courses have proved successful bridges to employment and further education for many previously dissatisfied and disinclined students. Not least among the factors contributing to the success of these courses has been the flexibility and willingness to change teaching methods and course content to meet the changing needs of the client group. A principle theme of this conference is to provide an opportunity for teaching staff and administrators who have been a part of this development to meet and review the changes and refinements that have occurred across each of the programme areas.

The conference provides a unique opportunity in bringing together for the first time representatives from all PEP courses and those line managers with responsibility for the oversight of PEP at the college level. This opportunity brings with it a responsibility. The success of the conference rests with you and will be measured in the number of issues which are raised and dealt with during the course of the conference rather than the list of recommendations for others to put into practice after the conference is finished.

To this end these three days have been planned as a 'working conference' bringing together participants in plenary sessions, in programme and syndicate groups, in working parties and in elective workshops with the central purpose of establishing a network of human and material resources which can be focused on the challenges facing PEP. The task facing participants meeting in each of these sessions will be to identify issues which need to be resolved and to take this unique opportunity to explore with college line managers and lecturers from other programme areas cooperative approaches to their solution.

While a primary focus of the conference will be the existing challenges facing PEP a further measure of the conference's success will be the extent to which participants explore and set in motion initiatives to best serve the changing needs of the young full-time students who will make up the PEP client group in the future.

Finally, participants are reminded that PEP forms one arm of the Department's overall participation and equity policy for youth and another criteria for the success of the conference will be the extent to which strategies are developed for the sharing of both teaching approaches and materials developed in Participation and Equity Programmes across the broad spectrum of courses offered by TAFE.
CONFERENCE AIMS

This conference aims to:

• provide a forum for teaching staff and college managers to review the development of teaching strategies, resources and PEP philosophy in each of the Participation and Equity Programme areas.

• provide participants with a perspective of PEP as a programme area both responding to, and initiating, change.

• establish a network of human and material resources extending across PEP courses and colleges.

• provide a forum where teaching staff and college managers can identify the challenges facing PEP now and in the future and cooperatively explore and develop strategies to meet these challenges.

CONFERENCE OBJECTIVES

Participants will:

• establish a register of existing successful teaching strategies and resources and a mechanism for the continual updating and dissemination of this information as new strategies and resources are developed.

• explore cooperative, (across programme, across college) approaches to best meeting the needs of young people who make up the PEP client group.

• develop guidelines for the preparation of PEP submissions for funding in 1986 focussing on who should participate in this process and how the submissions should be prepared.

• examine the curriculum development process employed in documenting PEP courses.

• review activities planned for the International Year of Youth and explore further initiatives that PEP can offer.

• identify staff development needs for 1985.
SUNDAY FEBRUARY 3

5.00 - 6.00 REGISTRATION

- Distribution of conference materials
- Room allocation
- Preview facilities

6.00 - 7.00 PLENARY

- Welcome & Introductions
- Conference format
- Organisation & administrative issues

7.00 - 8.30 DINNER

8.30 - 10.00 PLENARY

(Chairperson: Superintendent Special Services - Mr. John Martin)

- Official Opening

- The Role of PEP in DIAFE
  - The Director General TAFE Mr. Lyall Fricker

- Questions to Panel
  Panel - Director General Mr. Lyall Fricker
  - Deputy Director General Mr. Barry Grear
  - Director of College Operations Mr. Peter Fleming
  - A/Head PEP Unit Ms. Joannie Armitage
MONDAY FEBRUARY 4

7.00 - 8.30 a.m.  **BREAKFAST**

8.30 - 9.00 a.m.  **PLENARY**

- Programme for today
- Workshop room allocation
- Organisation and administrative issues

9.00 - 12.00 noon  **PROGRAMME GROUPS**

(e.g. EPUV, Foundation, Management, etc.)

- Conference expectations specific to Programme area
- Preparation of an 'activity report' to Plenary
- Future of the programme 1985 and beyond

12.00 - 1.00 p.m.  **LUNCH**

1.00 - 2.30 p.m.  **PLENARY**

- Presentation of 'activity reports'
- Challenges facing PEP in 1985 and beyond

2.30 - 3.00 p.m.  **COFFEE**

3.00 - 5.00 p.m.  **SYNDICATE GROUPS**

- Implications of IIV for PEP
- Across programme/college initiatives
- How should PEP submissions for 1986 be prepared?

6.30 - 8.00 p.m.  **DINNER**

8.00 - 10.00 p.m.  **PLENARY**

**FORUM** - 'PEP - Responding to and initiating change'

Chairperson: Deputy Director General - Mr. Barry Grear

**Paper 1** "From Transition Education to Participation and Equity Programmes - the changing face of PEP"
Mr. John Burnett, Ass. Secretary PEP Branch, Canberra

**Paper 2** "PEP as a catalyst for change"
Ms. Denise Bradley, Dean of Faculty of Education and Humanities, S.A.C.A.E.

**Paper 3** "Monitoring and evaluating change"
Mr. David Petit, Faculty of Education, Victorian College.

Questions to panel, comprising:
- Mr. John Burnett
- Ms. Denise Bradley
- Mr. David Petit
7.00 - 8.30 a.m.  **BREAKFAST**

8.30 - 5.00 p.m.  **PLENARY**
- Programme for today
- Electives room allocation
- Organisation and administrative issues

9.00 - 5.00 p.m.  **ELECTIVE WORKSHOPS**
A total of 9 elective workshops will be repeated over 4 time slots between 9.00 a.m. and 5.00 p.m. This will allow participants to attend the 4 electives they consider most relevant to their needs. As an alternative to the 9 formal elective options these time slots may be used to provide an opportunity for groups who identify a common interest to meet and further explore a particular issue. Information concerning the format, content and aims of the elective workshops is available with a personal programming guide at the end of this programme.

Proposed Elective Workshops:
- Barriers to Learning (social, cultural, environmental barriers)
- Computers as a teaching and learning aid
- Curriculum Process from inception to installation of the curriculum
- Disabled Access to PEP/TAFE programmes
- Management of Behaviour Problems
- Management of Charge
- Stress Management
- Teaching methods for dealing with migrant groups in the mainstream
- Thinking Skills (DeBono and CORT thinking)

5.00 - 6.00 p.m.  **SYNDICATE GROUPS**
- Cooperative approaches to meeting needs of PEP client group

7.00 - 8.30 p.m.  **DINNER**

8.30 - 9.30 p.m.  **PROGRAMME GROUPS**
- Review expectations of conference
- Establish programme working parties
### Wednesday February 6

<table>
<thead>
<tr>
<th>Time</th>
<th>Activity</th>
<th>Details</th>
</tr>
</thead>
<tbody>
<tr>
<td>7:00 - 8:30 a.m.</td>
<td><strong>Breakfast</strong></td>
<td></td>
</tr>
<tr>
<td>8:30 - 9:00 a.m.</td>
<td><strong>Plenary</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>* Administrative and organisational issues</td>
</tr>
<tr>
<td>9:00 - 10:30 a.m.</td>
<td><strong>Programme Working Parties</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>* Developing programme specific strategies</td>
</tr>
<tr>
<td></td>
<td></td>
<td>* Preparation report to Plenary</td>
</tr>
<tr>
<td>10:30 - 11:00 a.m.</td>
<td><strong>Coffee</strong></td>
<td></td>
</tr>
<tr>
<td>11:00 - 12:30 p.m.</td>
<td><strong>Syndicate Groups</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>* Developing Cooperative Strategies</td>
</tr>
<tr>
<td></td>
<td></td>
<td>* Preparation of report to Plenary</td>
</tr>
<tr>
<td>12:30 - 1:30 p.m.</td>
<td><strong>Lunch</strong></td>
<td></td>
</tr>
<tr>
<td>1:30 - 2:30 p.m.</td>
<td><strong>Plenary Reports</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>* Programme/syndicate reports</td>
</tr>
<tr>
<td>2:30 - 3:00 p.m.</td>
<td><strong>Concluding Comments</strong></td>
<td></td>
</tr>
<tr>
<td>3:00 p.m.</td>
<td><strong>Close</strong></td>
<td></td>
</tr>
</tbody>
</table>
## ELECTIVE PROGRAMME GUIDE

**TUESDAY FEBRUARY 5**

<table>
<thead>
<tr>
<th>PERSONAL PROGRAMME GUIDE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Elective 1 (9.00-10.30)</td>
</tr>
<tr>
<td>Elective 2 (11.00-12.30)</td>
</tr>
<tr>
<td>Elective 3 (1.30-3.00)</td>
</tr>
<tr>
<td>Elective 4 (3.30-5.00)</td>
</tr>
</tbody>
</table>

- The following 9 electives will each be repeated throughout the 4 time slots allocated to the elective programme, so you have the chance to attend the 4 options of greatest relevance to you.

- As an alternative to these elective options you may choose to use one or more of the time slots as an opportunity to form a group to explore an issue of common interest. A board will be available in the foyer on Monday for you to list proposed alternatives to assist you in forming an interest group.
RECOMMENDATIONS

INTRODUCTION

The following recommendations arising from Programme Group and Syndicate Group discussions have been summarized under categories of:

- Action at College level
- Action at Head Office level
- Organisation/Administration
- Staff Development
- Publicity

Following the list of recommendations from the conference is comment on any action undertaken in Term I 1985 to fulfil the recommendations.

* An interim report detailing Programme and Syndicate Group discussions and recommendations was submitted to Project Officers in the PEP Unit for action in March 1985.

RECOMMENDATIONS

COLLEGE LEVEL RECOMMENDATIONS

* The Aboriginal Education Programme Group recommended that:

"... local staff from the School of Aboriginal Education be consulted regarding the enrolment and participation of Aboriginal students in PEP courses ..."

* The Education Programmes for Migrants group recommended that:

"... Part-Time Bi-lingual aids be appointed to programmes involving large numbers of migrants especially during enrolment and pre-course counselling periods ..."

* The Introduction to Trades Programme Group recommended that:

"... College management ensure all college staff are aware of the aims and objectives of the ITT programme:
- who is coordinating
- where the programme is located
- the programme duration ...

"... College Principal call a meeting with all college staff to introduce the ITT course and its coordinator ...

"... Presentation of course statements of completion to be incorporated into college presentation ceremonies ...

* The Management Group recommended that:

"... A college based coordinator (of PEP) be appointed
- with managerial skills
- knowledge of TAFE system and expertise in programmes for young people
- responsibility for PEP on college wide basis, including Pre-Voc
- have direct links with the PEP Unit
- be State funded
The Vocational Preparation Group recommended that:

"... Pep students be given access to "part-time" contact with other college courses ..."

"... there be a deliberate mix of staff across the college to encourage an overview of ideas and resources ..."

The Elizabeth/Sal.:sbury Syndicate group recommended:

"... greater emphasis by college administrators to become aware of and implement the philosophy and structure of PEP through conferences, model programmes, model colleges ..."

The Croydon Syndicate group recommended:

"... regular monthly meetings for PEP college staff to share resources and information ..."

"... appointment of a college PEP coordinator to
  - coordinate all youth programmes at Croydon
  - establish links with PEP Unit
  - assist submission preparation in conjunction with PEP Unit and Vice Principal
  - liaise with community
  - establish links with mainstream courses
  - meet with regional reps. (Port Adelaide, Adelaide, Regency Park, Marleston).

The Gilles Plains/Tea Tree Gully Syndicate group recommended:

"... appointment of a college PEP coordinator to
  - oversee PEP within college (reporting to Principal)
  - establish/maintain regional groups

The Panorama/Kingston/Noarlunga Syndicate group recommended:

"... the formation of a South Area PEP Committee to
  - facilitate inter-college ventures
  - coordinate Southern area offerings of PEP courses
  - integration PEP into mainstream
  - develop network to identify local needs
  - share resources and personnel

The Adelaide Syndicate Group recommended that:

"... the college initiate contact with schools, ethnic clubs, SAFM and other community agencies to promote PEP ..."

"... the library staff be used as resource for access students with special needs ..."

"... the college establish links with other colleges..."
The Country Regions Syndicate Group recommended:
(Murraylands, Riverland, Whyalla, Eyre, Pt. Pirie, Pt. Augusta)

"... continued cooperation within the region as already established focusing on:
- regular meetings on regional basis
- observation visits by lecturers to other colleges/programmes

The South East Region recommended:

"... re-introduction of PEUY programme in the South East ...

"... integration of PEP and mainstream teaching staff e.g. Link, Pre-Voc, Voc-Prep, Business Studies, ITT, Career Awareness for Women, NOW, Foundation etc. to share resources and teaching methodologies ..."

HEAD OFFICE LEVEL RECOMMENDATIONS

1. General Service Fee

Aboriginal Education Group recommended:

"... the general service fee be dropped for Aborigines and individuals who satisfy the criteria for entry into PEP courses ..."

This recommendation was supported by a majority at the conference.

2. PEP Contract Appointments

"... With the progressive acceptance of PEP programmes into mainstream TAFE, it is recommended that the present system of short-term contracts be replaced by eligibility for tenure as per all other TAFE staff ..."

This recommendation was supported by a majority at the conference.

3. Literacy, Numeracy and Thinking Skills

"... No person can achieve participation and equity without skills of literacy, numeracy and thinking skills ... therefore PEP funding should reflect these goals as a high priority ..."

This recommendation was proposed by the EPUY group and was widely supported at the conference.

4. PEP Project Officers

"... one Project Officer be appointed to a geographical area with a full understanding of the PEP Unit, courses contained therein, thus filling a consultancy and resources role ..."

This recommendation was proposed by the Management group and was widely supported at the conference.
5. Uniform Allowance for PEP Students

"... A Uniform allowance be paid for non-apprentice courses ..."

This recommendation was supported by a majority at the conference.

6. Accommodation for Country PEP students

A general recommendation from country colleges was that some form of accommodation should be provided for PEP students to enable them to access courses from isolated areas.

This recommendation was widely supported at the conference.

7. Allocation of Funds/PEP Submissions

"A budget be allocated to individual colleges on a planning estimate basis and be monitored by a sub-committee formed by the Unit with systems representation ... A percentage of the base funds be held by the Unit for new initiative projects ..."

This recommendation proposed by the Management group drew considerable debate at the conference and further discussions are scheduled as a follow-up to the conference to explore the issue.

8. PEP and Programme Operations Groups

"... POG members take responsibility of PEP philosophies under the ambit of their normal operations so that this philosophy can be seen as an integral part of all educational programmes ..."

This recommendation by the Management Group received a high level of support at the conference.

STAFF DEVELOPMENT

1. Recommendations focussed on the provision of an "induction period" for staff newly appointed to PEP:

* The Introduction to Trades Programme Group recommended that:

"... All new staff and those moving into PEP Courses undergo an induction course of 4 weeks to include

- TAFE Structure and procedures
- ITT aims and goals
- Teaching methodology
- College orientation
- Contact with resource people
- Trade and Apprenticeship system ..."
The Voc-Prep Programme Group recommended that:
"... Staff Development put together a directory of resources for incoming staff ..."

The Pre-Voc Programme Group recommended that:
"... there be paid preparation/induction time for PTI/contract staff ..."

The South-East Syndicate Group recommended that:
"... new staff are recruited with sufficient lead time to allow for comprehensive and formal induction ..."

2. Recommendations from a number of areas focussed on the need for Staff Development to equip staff to meet the particular needs of some facets of the PEP client group.

The Aboriginal Education Programme Group recommended:
"... Staff Development to counter the tendency "for even the most enlightened TAFE lecturers who may fall into the trap of stereotyping Aboriginals ..."

The Education Programmes for Migrants, group recommended:
"... Staff Development opportunities for part time instructors and Management to overcome language difficulties and cultural differences (learning methods), to acquire skills in establishing student expectation and appropriate methodologies ..."

3. Recommendations from Foundation, Education Programme for Migrants, Aboriginal Education, Vocational Preparation, Pre-Vocational and Introduction to Trades called for:
"... support be given to workshops/conferences which further promote the interaction of staff of differing programmes ..."
INTRODUCTION

The conference commenced on Sunday evening with delegates registering from 5.00 p.m. to 6.00 p.m. and being welcomed and introduced to the conference format during a plenary session from 6.00 p.m. to 7.00 p.m. During the plenary session attention was drawn to the aims and objectives of the conference (detailed in Conference Programme). Particular emphasis was placed on the conference providing a unique opportunity for representatives from college line management and teaching staff to adopt a cooperative approach to the challenges facing PEP. Delegates were reminded that this activity would provide an opportunity to address concerns at a variety of levels ranging from specific course to across college to regional and Departmental issues of concern to PEP. Furthermore the conference would seek to provide information; from a Commonwealth, State Steering Committee, Departmental and College level; to develop links and the sharing of resources within programme areas and across college and geographical boundaries; and to develop teaching, coordination and managerial skills through a programme of elective workshops.

OPENING ADDRESSES (9.00 p.m. - 10.00 p.m.)

"The Role of PEP in DTAFE" (Director General TAFE, Mr. Lyall Fricker) (a complete transcript of the Director General's speech is detailed at the end of this section)

In declaring the conference formally open the Director General emphasized the important role PEP plays within TAFE. The Director General commenced by referring to the developmental links PEP has with the 'Transition From School to Work or Further Education Programme' (Transition Education). Mr. Fricker pointed out that "... what we are doing now bears a superficial resemblance to the earlier programmes but is philosophically quite different ...". The basis of Transition Education was that the problems of young people were perceived as a mismatch between the Education programmes offered in schools and the employment opportunities in the world outside school. The PEP guidelines quoted by the Director General emphasize 'participation' and 'equity':

"... to encourage all young people to participate in education or training at schools or Technical and Further Education Institutions, or in other forms of educational training, until they have completed a full Secondary Education or its equivalent ..."

"... to ensure that as far as practicable the education and training provided in schools and Technical and Further Education Institutions offer all young people equal opportunities to develop their individual talents and abilities and thereby ensure more equitable outcomes of education ..."

Mr. Fricker commented on two points raised by these guidelines. Firstly to say that "... what is meant by the equivalent of a 'full secondary education' ... is a problem which we have not yet resolved ...".
Secondly, with reference to the latter guideline, "... the 'Equity' to which we refer so frequently, is concerned with the outcomes of the education which we provide and is not, as many people seem to believe, directed at the equity or equality of access ...". The Director General made the point that the equity of access is addressed in the first objective, encouraging "all young people" to participate.

Having established the terms of reference for PEP Mr. Fricker recommended that the conference concern itself not only with what happens during a PEP course but what happens after. The Director General emphasized his belief that such programmes do not have "a discreet beginning and a 'terminus'". It was suggested that "... our educational activities should be seen as part of a progression in which the participants are assisted from one educational activity to the next ..., linking the concept to "Education Permanente", "Life long education" and "recurrent education". The Participation and Equity Programme should provide confidence and skills to move onto yet other courses, to gain a qualification for admittance to a higher level course, within TAFE or elsewhere "... and so the PEP programme has an influence which spreads right through the whole of our system ...".

Mr. Fricker commented that PEP is operating in a very difficult area and expanded on one contributing factor as being "... the young people whom we are trying to reach are in many cases disaffected by previous experience, are suspicious of anything with the word "Education" in it, will not go near large institutions because of their forbidding appearance, and (to them) the threatening overbearing attitude of the staff ...". The attitude and approach taken by staff was seen as an significant contribution to the success of programmes and Mr. Fricker picked up this point later in his speech; "... the new range of experiences which our staff are undergoing as a result of these programmes has been accompanied by staff development programmes which have met with an enthusiastic response. The substantially changed attitudes and changed methods of teaching has been widely praised by outside observers and has of course been most gratifying to colleagues working the same areas in the Department ...".

The Director General focussed attention on the marketing of PEP commenting that what he termed the 'RAZ?-MATAZZ' approach, involving record, stickers and badge promotion was an 'imaginative approach', producing a response that has been "... tremendously gratifying to those people who conceived and implemented the programme ...".

In summary, the Director General spoke of the magnitude of TAFE's involvement in PEP, with funding in the order of $3m involving in 1984 approximately 1300 students of whom 56% were female. Mr. Fricker drew attention to the division of funding, "... roughly a quarter of which is devoted to 'systems level' activities which includes Curriculum Development, Staff Development, Equal Opportunity activities, Research and Evaluation and of course the Administration itself. The remainder is spent in the direct provision of the programmes themselves ...". The Director General then posed a question for the conference to examine making his own view clear; "... should we be spending 3/4 on the actual programme and 25% on the systems level? Should we spend only 25% on programmes and 75% on systems level change?"
My own view is that the second may be just as unbalanced as the first, but I should be interested to hear the results of your own discussions ...".

The Director General reminded delegates that he would be returning to the conference for the final plenary session to listen to recommendations and the results of discussion.

-----oOo-----

"The Function of the PEP State Steering Committee" (Mr. Barry Grear, AM, Chairperson, State Steering Committee and Deputy Director General TAFE) (a complete transcript of Mr. Grear's speech is detailed at the end of this section)

In opening his address Mr. Grear defined PEP as being primarily concerned with change:

"... changes within the secondary school system, changes within the TAFE system, changes in the CAEs and universities. It is about changes in attitudes of students, staff, parents, and employers ...

Organizationally PEP is administered under the State's Grant Act 1983 with authority for approval and funding vested in the Commonwealth Minister for Education. The Minister is advised through the Commonwealth Tertiary Education Commission who are in turn advised by the Schools Commission and TAFE. Legislation provides for separate administration of government and non-government schools within the schools sector and that funds are separately provided for the schools sector and TAFE. The State Steering Committee is jointly schools sector and TAFE comprising representatives from:

- Department Education
- Department TAFE
- Commonwealth Department Education
- Commonwealth Schools Commission
- TAFE Council
- DEIR
- Department Labour
- Rep. Premier's Women's Advisor
- Rep. of parents
- two students
- two reps. teaching profession
- nominee S.A. Aboriginal Ed. Consultative Committee

The significant functions of the Committee are:

- Policy Formulation
- Interpretation of guidelines from Schools Commission and TAFE Council
- Establishment of specific SA guidelines and priorities
- Identification of areas of action and evaluation
Mr. Grear continued to make the point that the State Committee is an advisory committee, "... the act does not regard the State Committees as having power to administer programmes ...". However "... the Commonwealth would not be able to consider the State's proposals without being informed of the Committee's advice on those proposals ...". Thus the role of the Committee can be seen as one of overseeing rather than operating programmes as detailed previously under the significant functions of the Committee. A point which emerged through the Deputy Director General's speech was that the State Steering Committee will seek to play a more active role in the preparation stage of submissions, influencing the formulation of the submission it receives. In considering this the following comment by Mr. Grear is particularly relevant:

"... In relation to TAFE particular groups which need to be considered [in detailing submissions] are:

- aboriginals
- migrants and refugees
- handicapped
- women and girls
- people living in rural and isolated areas
- people living in low socio-economic areas

In conclusion Mr. Grear offered some goals which the State Committee would be looking towards to ensure that there is an outcome the improvement in participation and equity in our education system. Specifically the Deputy Director General listed the following goals under the headings of Systems level, Courses and Curriculum and People which relate to TAFE.

**Systems level goals:**

1. improve TAFE's ability to cater for the education and training needs of the 15-24 age group focussing on 15-19 year olds.

2. the development of collaborative arrangements between TAFE and schools for combinations of education, work and study.

3. development of non-institutional initiatives for young people who would not otherwise participate in education.

**Courses and Curriculum:**

1. development of TAFE courses which positively enrich and expand the range of options available to youth, particularly for the less academically inclined, and those currently unemployed.

2. TAFE course development which leads to a progression of skills leading towards a qualification or statement of attainment providing a basis for further education.

**People:**

1. assist in changing and developing teacher attitudes.

2. provide young people with confidence, vocational awareness, instruction needed to improve their potential for personal development.
Underlying the complex task faced by the State Steering Committee, the Deputy Director General's comments emphasize a commitment to personal development and empowerment leading to options for further educational opportunities in a programme that seeks to deliver these goals and at the same time change the system in which it operates where these goals are not met.

--------000--------
SOUTH AUSTRALIAN DEPARTMENT OF TAFE

PARTICIPATION AND EQUITY PROGRAMME CONFERENCE

OPENING ADDRESS BY L. P. FRICKER - DIRECTOR GENERAL OF TECHNICAL AND FURTHER EDUCATION

THE ROLE OF PEP IN THE DEPARTMENT OF TAFE
THE ROLE OF PEP IN THE DEPARTMENT OF TAFE

I SHOULD FIRST LIKE TO WELCOME TO THIS CONFERENCE THE PEOPLE WHO HAVE COME FROM ALL OVER THE STATE AND FROM INTERSTATE WITH A PARTICULAR WELCOME TO OUR COMMONWEALTH GUESTS.

I WOULD EXPECT TO FIND AT THE END OF THIS CONFERENCE THAT ALL OF US HAVE LEARNED SOMETHING AND, IN PARTICULAR, I AM LOOKING FORWARD TO AN EXCHANGE OF VIEWS WHICH WILL PROMOTE THE DEVELOPMENT OF PEP IN SOUTH AUSTRALIA AND ARTICULATE THE PEP PROGRAMME MORE CLOSELY TO THE OTHER PROGRAMMES OF THIS DEPARTMENT. WHEN CHRIS ASKED ME TO GIVE THIS TALK TONIGHT I WAS, NATURALLY, PLEASED TO BE ABLE TO ACCEPT BECAUSE OF THE TREMENDOUS IMPORTANCE WHICH I BELIEVE ATTACHES TO THE PEP PROGRAMME AND PERHAPS AS A GOOD STARTING POINT FOR TONIGHT, I MIGHT POSE THE QUESTION, WHAT DOES PEP ITSELF MEAN?

I THINK MOST OF US KNOW WHAT THE INITIALS STAND FOR - "PARTICIPATION AND EQUITY PROGRAMME" BUT WHAT DO WE REALLY UNDERSTAND BY THE WORDS "PARTICIPATION" IN THE FIRST PLACE AND "EQUITY" IN THE SECOND.

IF WE GO BACK A FEW YEARS TO THE PROGRAMME WITH WHICH I THINK MOST OF YOU ARE FAMILIAR, EVEN IF BY NAME ONLY, CALLED "TRANSITION" (SHORT FOR TRANSITION FROM SCHOOL TO WORK OR FURTHER EDUCATION) WE SEE THAT WHAT WE ARE DOING NOW BARES A SUPERFICIAL RESEMBLANCE TO THE EARLIER PROGRAMMES BUT IS PHILOSOPHICALLY QUITE DIFFERENT. A FEW YEARS AGO THE PROBLEMS OF YOUNG PEOPLE WERE PERCEIVED BY MANY AS BEING DUE TO SOME SORT OF MIS-MATCH BETWEEN THE EDUCATION PROGRAMMES OFFERED IN SCHOOLS AND THE EMPLOYMENT OPPORTUNITIES IN THE WORLD OUTSIDE SCHOOL; ATTEMPTS WERE THEREFORE MADE TO DEVISE PROGRAMMES WHICH WOULD EASE THE TRANSITION FROM ONE TO THE OTHER.

.../2
2.

In other words, the prime emphasis was on helping young people to get out of school and into work. The added "and further education" was seen as very much a minor part of the programme. With the change of Commonwealth Government however came a change of attitude and the emphasis was in effect reversed, so that rather than assisting young people to get out of school we should be doing everything in our power to keep them in school longer. The Commonwealth attitude is set out quite clearly in the guidelines which were issued to both the schools commission and the technical and further education commission and the programme (i.e. PEP) was described as having the following objectives. I quote

"1. To encourage all young people to participate in education or training at schools or technical and further education institutions, or in other forms of educational training, until they have completed a full secondary education or its equivalent."

As you see, there is nothing there which talks about going into the work-force nor is there anything which talks about post secondary education. The intention was to help all young people to complete a "full secondary education or its equivalent". The question naturally arises in the TAFE sector what is meant by the equivalent of a full secondary education and that is a problem which we have not yet resolved.

So now that we understand what "participation" means, and we in the TAFE sector are very clear that it means participation in education and not just participation in schools, we should look at what is meant by "equity".
3.

THE GUIDELINES TO WHICH I HAVE REFERRED GO ON AS FOLLOWS. I QUOTE.

"TO ENSURE THAT AS FAR AS PRACTICABLE THE EDUCATION AND TRAINING PROVIDED IN SCHOOLS AND TECHNICAL AND FURTHER EDUCATION INSTITUTIONS OFFER ALL YOUNG PEOPLE EQUAL OPPORTUNITIES TO DEVELOP THEIR INDIVIDUAL TALENTS AND ABILITIES AND THEREBY TO ENSURE MORE EQUITABLE OUTCOMES OF EDUCATION."

SO THAT THE "EQUITY", TO WHICH WE REFER SO FREQUENTLY, IS CONCERNED WITH THE OUTCOMES OF THE EDUCATION WHICH WE PROVIDE AND IS NOT, AS MANY PEOPLE SEEM TO BELIEVE, DIRECTED AT EQUITY OR EQUALITY OF ACCESS. THE EQUITY OF ACCESS IS ALREADY ADDRESSED IN THE FIRST OBJECTIVE WHICH IS TO ENCOURAGE "ALL YOUNG PEOPLE" TO PARTICIPATE. IN THAT BASIS, OF COURSE, PARTICIPATION IS CLEARLY EQUITABLE IF EVERYONE PARTICIPATES.

I MENTIONED BEFORE THAT SOME OF THE PROGRAMMES WHICH ARE CURRENTLY RUNNING IN OUR DEPARTMENT UNDER THE AEGIS OF PEP ARE VERY SIMILAR TO THOSE WHICH WERE RUNNING UNDER THE AEGIS OF TRANSITION AND THIS OF COURSE IS NO COINCIDENCE.

WHEN WE WERE OPERATING TRANSITION PROGRAMMES WE WERE CATERING FOR YOUNG PEOPLE WHO HAD RECENTLY LEFT SCHOOL, WE WERE PROVIDING THEM WITH COURSES WHICH WERE ADAPTED TO THEIR OWN NEEDS, AND WE WERE ATTEMPTING TO DEVELOP THEIR INTERESTS AND ABILITIES. WE WERE ALREADY DOING TWO THINGS WHICH PEP DESIRES - WE WERE FACILITATING THEIR CONTINUED PARTICIPATION IN EDUCATION AND WE WERE ALSO DEVELOPING EQUITABLE OUTCOMES.

AS A RESULT THEREFORE, WHEN THE COMMONWEALTH INTRODUCED THE NEW PROGRAMMES THE MAJOR EMPHASIS, BOTH PHILOSOPHICALLY AND IN TERMS OF FUND ALLOCATION, WERE DIRECTED TO THE SECONDARY SCHOOLS WHERE IT WAS...
CONSIDERED THE GREATEST NEED EXISTED. AS WE KNOW, THIS CAUSED A CERTAIN AMOUNT OF HEART-BURNING IN THE TAFE SECTOR WHICH BELIEVED THAT ITS HIGHLY SUCCESSFUL EFFORTS SHOULD HAVE BEEN BETTER REWARDED.

THAT, HOWEVER, IS NOW HISTORY AND I BELIEVE THAT THE CONTRIBUTION OF THE TAFE SECTOR TOWARDS THE TWIN OBJECTIVES OF PARTICIPATION AND EQUITY IN EDUCATION ARE NOW MORE CLEARLY RECOGNISED AT THE COMMONWEALTH LEVEL THAN MAY HAVE BEEN THE CASE TWO YEARS AGO.

TO TURN TO THE ROLE OF PEP IN THIS DEPARTMENT, THE FIRST THING WHICH I WISH TO ASK YOU IS TO CONSIDER VERY SERIOUSLY, NOT WHAT HAPPENS DURING THE PEP PROGRAMME OR PROGRAMMES WHICH WE PROVIDE BUT WHAT HAPPENS AFTER THE YOUNG PERSON HAS COMPLETED THE PARTICULAR ACTIVITY. I DO NOT BELIEVE THAT PROGRAMMES OF THIS NATURE, OR IN FACT ANY EDUCATIONAL PROGRAMME, HAS A DISCRETE BEGINNING AND A "TERMINUS". RATHER, EACH OF OUR EDUCATIONAL ACTIVITIES SHOULD BE SEEN AS PART OF A PROGRESSION IN WHICH THE PARTICIPANTS ARE ASSISTED TO MOVE FROM ONE EDUCATIONAL ACTIVITY TO THE NEXT. THIS IS NOT A NEW IDEA OF COURSE: WE HAVE BEEN READING FOR YEARS ABOUT "EDUCATION PERMANENTE" LIFE-LONG EDUCATION, AND RECURRENT EDUCATION, BUT FOR THE MOMENT WE ARE TALKING ABOUT PEP AND I WOULD LIKE YOU TO THINK ABOUT WHAT HAPPENS AFTER OUR STUDENTS HAVE GONE THROUGH OUR PROGRAMMES.

IT IS IN THE CONSIDERATION OF THIS QUESTION I THINK THAT THE IMPORTANCE OF THE ROLE OF PEP IN THIS DEPARTMENT BECOMES MORE APPARENT. THE STUDENTS WHO JOIN OUR PROGRAMMES ARE GENERALLY DRAWN FROM A GROUP WHICH HAS NOT BENEFITED GREATLY FROM THE PREVIOUS EDUCATIONAL OFFERINGS WHICH THEY HAVE SAMPLED. I DO NOT PROPOSE TO GO INTO THE REASONS FOR THIS, NOR AM I DISPOSED TO CRITICISE EITHER THE INDIVIDUALS NOR THE EDUCATIONAL INSTITUTIONS.
LET IT SUFFICE THAT MANY OF THE YOUNG PEOPLE COMING TO US HAVE NOT GAINED SUBSTANTIAL BENEFIT FROM THE PROGRAMMES TO WHICH THEY HAVE BEEN EXPOSED.

ACCORDINGLY THEY COME TO US TO BE, TO SOME EXTENT, RE-EDUCATED WITHIN A RANGE OF PROGRAMMES OF WHICH YOU ARE AWARE WITH TITLES SUCH AS - FOUNDATION COURSES, VOCATIONAL PREPARATION, CAREER AWARENESS FOR YOUNG WOMEN, INTRODUCTION TO TRADES FOR YOUNG WOMEN, SPECIAL EDUCATION PROGRAMME FOR MIGRANTS, LITERACY NUMERACY AND ELEMENTARY GARDENING, ABORIGINAL INTRODUCTION TO CHILD CARE, DISABLED PERSONS SUPPORT SERVICES PLUS A NUMBER OF OTHERS.

IT IS MY HOPE AND MY BELIEF THAT ON THE COMPLETION OF THESE COURSES THE YOUNG PEOPLE THEMSELVES WILL HAVE GAINED SUFFICIENT CONFIDENCE AND WILL HAVE ACQUIRED THE NECESSARY SKILLS TO MOVE ON TO YET OTHER COURSES, WITHIN THIS DEPARTMENT OR ELSEWHERE, WHICH WILL ENABLE THEM TO GAIN AN EDUCATIONAL QUALIFICATION ADMITTING TO A HIGHER LEVEL COURSE, OR A QUALIFICATION WHICH WILL MAKE THEM MORE EMPLOYABLE OR WILL INCREASE THEIR OWN LEVEL OF SKILL AND COMPETENCE. AND SO THE PEP PROGRAMME HAS AN INFLUENCE WHICH SPREADS RIGHT THROUGH THE WHOLE OF OUR SYSTEM.

FURTHER, IT IS MY UNDERSTANDING THAT THIS CONFERENCE IS THE FIRST OCCASION ON WHICH ALL THE DIFFERENT SUB-PROGRAMMES WITHIN THE PEP UMBRELLA HAVE BEEN BROUGHT TOGETHER, WITH STAFF FROM OTHER SECTIONS OF THE DEPARTMENT TO DISCUSS THEIR MUTUAL PROBLEMS, TO POOL THEIR IDEAS, AND HOPEFULLY TO IMPROVE THE WAY IN WHICH THIS DEPARTMENT OPERATES IN THIS VERY DIFFICULT AREA.

LET ME REPEAT THAT IT IS A VERY DIFFICULT AREA. THE YOUNG PEOPLE WHOM WE ARE TRYING TO REACH ARE IN MANY CASES DISAFFECTED BY PREVIOUS EXPERIENCE, ARE SUSPICIOUS OF ANYTHING WHICH HAS THE WORD "EDUCATION" IN IT, WILL
NOT GO NEAR LARGE EDUCATIONAL INSTITUTIONS BECAUSE OF THEIR FORBIDDING APPEARANCE, AND (TO THEM) THE THREATENING OR OVERBEARING ATTITUDE OF THE STAFF. WE HAVE TO FIND NEW AVENUES TO MAKE CONTACT AND THEN TO LEAD THEM TO FURTHER EDUCATION ALONG A PATH WHICH IS LIBERALLY STREWN WITH LAND MINES.

YOU WOULD ALL BE AWARE OF THE RECENT PEP PROMOTION WHICH FEATURED THE POP GROUP CHINA WHITE AND WHICH ENABLED YOUNG PEOPLE TO PICK UP A SINGLE (45 R.P.M.) TOGETHER WITH STICKERS AND BADGES. THIS SORT OF APPROACH, THE MARKETING OR RAZZ-MATAZZ APPROACH, IS COMPLETELY DIFFERENT FROM THE EARLIER STYLE OF EDUCATION WITH WHICH MOST OF US GREW UP, BUT I AM PLEASED TO SAY THAT THE RESPONSE HAS BEEN TREMENDOUSLY GRATIFYING TO THOSE PEOPLE WHO CONCEIVED AND IMPLEMENTED THAT PROGRAMME.

ALONG WITH THAT IMAGINATIVE APPROACH GOES THE EXPERIENCE AND DEDICATION OF A LARGE NUMBER OF OUR OWN STAFF WHO FOR THE LAST FIVE YEARS HAVE BEEN WORKING WITH GROUPS OF YOUNG PEOPLE IN THIS AREA AND WHO HAVE ACHIEVED SOME OUTSTANDING RESULTS. YOU ARE ALL AWARE NO DOUBT OF THE SUCCESS OF SUCH PROGRAMMES AND THE WAY IN WHICH SOME HAVE QUITE DELIBERATELY BEEN CONDUCTED IN PREMISES AWAY FROM THE INSTITUTIONAL ATMOSPHERE WHICH I MENTIONED BEFORE. A GREAT DEAL OF THE EXPERIENCE GAINED IN THOSE PROGRAMMES IS BEING BUILT INTO THE COURSES WHICH ARE NOW BEING PROVIDED UNDER PEP.

I SHOULD ALSO ADD THAT THE NEW RANGE OF EXPERIENCES WHICH OUR STAFF ARE UNDERGOING AS A RESULT OF THESE PROGRAMMES HAS BEEN ACCOMPANIED BY STAFF DEVELOPMENT PROGRAMMES WHICH HAVE MET WITH AN ENTHUSIASTIC RESPONSE. THE SUBSTANTIALLY CHANGED ATTITUDES AND CHANGED METHODS OF TEACHING HAS BEEN WIDELY PraISED BY OUTSIDE OBSERVERS AND HAS OF COURSE BEEN MOST GRATIFYING TO COLLEAGUES WORKING IN THE SAME AREAS IN THE DEPARTMENT.
I GUESS THAT ALL OF YOU KNOW THAT THE PEP PROGRAMME BOTH WITHIN THE EDUCATION DEPARTMENT AND WITHIN THIS DEPARTMENT HAS TO GO THROUGH A STATE PEP COMMITTEE OF WHICH OUR OWN DEPUTY DIRECTOR GENERAL IS THE CHAIRMAN FOR 1985, AND IN FACT ACTED AS CHAIRMAN FOR A SUBSTANTIAL PORTION OF 1984. THE FUNDING OF THE PROGRAMME IN TAFE IS OF THE ORDER OF $3M. OF WHICH ROUGHLY A QUARTER IS DEVOTED TO "SYSTEM LEVEL" ACTIVITIES WHICH INCLUDES CURRICULUM DEVELOPMENT, STAFF DEVELOPMENT, EQUAL OPPORTUNITY ACTIVITIES, RESEARCH AND EVALUATION AND OF COURSE THE ADMINISTRATION PROGRAMME ITSELF. THE REMAINDER IS SPENT IN THE DIRECT PROVISION OF THE PROGRAMMES THEMSELVES. IN 1984 THERE WERE APPROXIMATELY 1,300 STUDENTS ENROLLED IN PEP PROGRAMMES AND OF THESE APPROXIMATELY 56% WERE FEMALE.

A MATTER TO WHICH THIS CONFERENCE MIGHT ADDRESS ITSELF IS THE APPROPRIATE BALANCE BETWEEN "SYSTEM LEVEL" AND "PROGRAMME" EXPENDITURE. GIVEN THAT THE PARTICIPATION AND EQUITY PROGRAMME IS DESIGNED TO PRODUCE SYSTEM CHANGE TO KEEP YOUNG PEOPLE LONGER IN EDUCATION, AND TO PROMOTE EQUITABLE OUTCOMES OF EDUCATION, SHOULD WE BE SPENDING THREE-QUARTERS ON THE ACTUAL PROGRAMME AND 25% ON SYSTEM LEVEL? SHOULD WE SPEND ONLY 25% ON PROGRAMMES AND 75% ON SYSTEM LEVEL CHANGE? MY OWN VIEW IS THAT THE SECOND MAY BE JUST AS UNBALANCED AS THE FIRST, BUT I SHOULD BE INTERESTED TO HEAR THE RESULTS OF YOUR OWN DISCUSSIONS. IN PARTICULAR I SHOULD BE INTERESTED TO KNOW WHAT YOU USE TO JUSTIFY ANY BALANCE RATIO WHICH YOU MAY COME UP WITH.

IN CONCLUSION, I REPEAT THAT I BELIEVE THAT THIS IS AN IMPORTANT CONFERENCE. IT IS A FIRST IN ITS COVERAGE OF THE DIFFERENT SECTORS WITHIN THE DEPARTMENT, AND YOU HAVE A LINE-UP OF FIRST RATE SPEAKERS TO TAKE PART IN YOUR DISCUSSIONS.

I WISH YOU EVERY SUCCESS OVER THE NEXT FEW DAYS AND I LOOK FORWARD TO TAKING PART IN THE FINAL STAGES OF THE CONFERENCE ON WEDNESDAY.

THANK YOU VERY MUCH.
APPENDIX 3

CHAIRMAN PEP STATE STEERING COMMITTEE
SPEECH TO THE PEP RESIDENTIAL CONFERENCE

FEBRUARY 3RD, 1985

THE FUNCTION OF THE PEP STATE STEERING COMMITTEE

BY

MR. BARRY GREAR, A.M.
CHAIRPERSON, STATE STEERING COMMITTEE
AND
DEPUTY DIRECTOR-GENERAL OF TAFE
SPEECH TO THE PEP RESIDENTIAL CONFERENCE

FEBRUARY 3RD, 1985

THE FUNCTION OF THE PEP STATE STEERING COMMITTEE BY MR. BARRY GRAR, A.M., CHAIRPERSON STATE STEERING COMMITTEE AND DEPUTY DIRECTOR-GENERAL OF TAFE

It is to be expected that in the first year of a complex programme such as the Commonwealth Government's Participation and Equity Programme the operation of arrangements for its development and administration take time to be understood and to settle down to a pattern. Tomorrow evening John Burnett will be giving details of the change from transition education to PEP programmes. Denise Bradley will give us pointers which led to the changes and David Petit will indicate the way in which we can monitor and evaluate those changes.

The programme therefore is about change. Changes within the secondary school system, changes within the TAFE system, changes in the CAEs and universities. It is about changes in the attitudes of students, staff, parents, and employers. The goals of the programme require major curriculum, organisational, structural and instructional reform and yet my observation is that already significant progress has been made and many people are standing on the springboard ready to launch into new and exciting developments on behalf of the young people to whom the programme is directed. The Participation and Equity programme is administered under the State's Grants (Education Assistance - Participation and Equity) Act 1983. The programme funds projects and under the legislation, authority for approval of projects and programmes is vested in the Commonwealth Minister for Education. The School Commission and the Technical and Further Education Council through the Commonwealth Tertiary Education Commission are responsible for advising the Minister on the administration of the grants. The legislation provides that within the school sector the programme is to be administered separately for government and non-government schools and that funds are separately provided for the schools and TAFE sectors.

Joint Commonwealth/State Government Participation and Equity Programme Committees were set up by the State Ministers in 1984 following approval of their structure and size by the Commonwealth Minister for Education. The membership of the Committee comprises representatives of:-

- Department of Education
- Department of TAFE
- Commonwealth Department of Education
- Commonwealth Schools Commission
- TAFE Council
- Department of Employment and Industrial Relations
- Department of Labour
- Representative of the Premier's Women's Advisor
- Representative of Parents
- Two students
- Two representatives of the teaching profession,

and subsequently a nominee of the South Australian Aboriginal Education Consultative Committee and arrangements are being made for a representative of the Ethnic Community.

The significant functions of the Committee are:-

- Policy formulation
- The interpretation of the guidelines from the Schools Commission and the TAFE Council
The establishment of specific guidelines and priorities relevant to South Australia.

The identification of areas of action and evaluation.

Apart from some concern I have that there has been change in membership during the first year of operation of the Committee, I believe the South Australian Committee has been outstanding in its role of facilitating the development and operation of the programmes in 1984 and in approving the programmes for 1985. During the last few days the Committee has met and made further progress in sorting out its functions and method of operation. The functions of the State PEP Committee are outlined in the State's grant and the functions are:

1. To advise on the development of government projects and programmes in relation to the State for submission to the Commonwealth Minister for approval.

2. To advise on the implementation in the State of Government projects or programmes that are approved projects or programmes. The act further states that nothing in the above statement of functions prohibits the Committee from performing other tasks.

The first significant point about the statutory functions of the State Committees is that they are advisory Committees. The act does not give them executive or administrative functions. The Commonwealth does not regard the State Committees as having power to administer programmes. This is the function of State Education Authorities and Community Group Providers. However, there is an obligation on State authorities to ensure that Committees have sufficient information provided in a manner which assists them to carry out their monitoring and advisory functions effectively.

On the specific matter of submissions for Commonwealth approval of the projects or programmes, the Committees advice is the pre-requisite for Commonwealth consideration of the proposals. The Commonwealth would not be able to consider the State's proposals without being informed of the Committee's advice on those proposals. Normally, this would be to the effect that the proposals were acceptable to the Committee. To assist the Committee in its work during 1984 and running into 1985 a project sub-committee was established which could look at each project in detail and question officers from Departments and ultimately recommend to the Committee on each of the projects. In the next couple of months the Committee will be receiving annual reports of the activities which occurred in 1984 as well as details about the individual programmes. It is expected that those reports will comment on any whole school change, impact on TAFE mainstream, system change, equity outcomes, discern or proposed or catalytic effect, not only resulting directly from PEP expenditure but also resulting from State effort generated by PEP or consistent with PEP principles and objectives. In the schools area information is expected about what is happening in the whole school not just on the outcomes of the PEP projects within the school. In relation to TAFE particular groups which need to be considered are:

- aborigines
- migrants and refugees
- handicapped
- women and girls
- people living in rural and isolated areas
- people living in low socio-economic areas
Over time these reports will, I believe, become vital base information documents for the evaluation of the effectiveness of PEP programmes and the influence of those PEP programmes on the total education programmes of the Departments.

Mr. Fricker has discussed in his paper the aims of the participation and equity programme and has given his definition of the meaning of participation and equity as applied to the programme. I would like now to conclude by mentioning some of the goals which the State Committee would be looking towards to ensure that we have as an outcome an improvement in participation and equity in our education system. System level goals would be:-

1. to improve the ability of TAFE to cater for the education and training needs of young people in the 15 - 24 age group with particular reference to 15 - 19 year olds.

2. to help bring about changes to secondary school organisations to accommodate more adequately the social, economic and cultural diversity of students and promote self-confidence, independence and a sense of autonomy in all students.

3. to encourage the development of collaborative arrangements between TAFE and schools for the provision of combinations of education, work and study.

4. to encourage non-institutional initiatives, particularly for young people who would otherwise be unlikely to participate in education.

Goals which relate to courses and curriculum could be:-

1. to help development of TAFE courses which positively enrich and expand the range of options available to youth, particularly for the less academically inclined, and those currently unemployed.

2. to help reform and diversify the secondary school curriculum to meet the needs of all young people.

3. to foster TAFE course development which provides to the maximum possible extent a progression of skills leading to a qualification or statement of attainment or providing a basis for further education training.

4. to encourage review of credentialling and assessment arrangements at the secondary school level, including provision for accreditation of work experience.

Goals which relate to the people could be:-

1. to improve relationships between schools and the community, and community attitudes to education.

2. to assist in changing and developing teacher attitudes in schools.

3. to help provide young people with the confidence, vocational awareness, and motivation needed to improve their employment prospects and their potential for personal development.

..//4.
As you can see, and as will be revealed as you spend the next three days discussing participation and equity programmes in TAFE, the task of the Participation and Equity Committee at the State level is complex. However with the experience of 1984 I am confident that all members of the Committee will give it their best to ensure that the Education Department, Department of Technical and Further Education and the community groups who receive grants will be encouraged and facilitated in the effective administration and management of the programmes.
MONDAY FEBRUARY 4

EVENING SESSION

INTRODUCTION

If there is one common experience shared by everyone working in PEP it is an experience of change. Being part of a programme with changing guidelines, changing needs of the client group and changing emphasis and priorities. A programme area where the structure is dynamic and changeable which also aims to bring about change in the system in which it operates.

It was this aspect of the changing nature of PEP that was addressed in the evening session of Monday February 4. Three speakers approached the question from three different perspectives. Mr. John Burnett (Assistant Secretary PEP Branch Commonwealth Department of Education) spoke of the structural and internal changes as PEP developed from Transition Education and pointed to new directions in which PEP may yet evolve. Ms. Denise Bradley addressed the question of PEP's role in bringing about change, focussing on PEP as a catalyst for change in the system in which it operates and for societal change. Mr. David Pettit provided information on the monitoring and evaluation of change drawing distinctions between accountability, monitoring and evaluation.

EVENING SESSION 8.00 p.m. - 10.30 p.m.

PAPER 1 - "From Transition Education to Participation and Equity Programmes
- the changing face of PEP"
Mr. John Burnett, Ass. Secretary PEP Branch, Commonwealth Education
(A complete transcript of this paper appears at the end of this section)

Mr. Burnett introduced his paper by outlining the area he was to cover as, "...looking back to changes which occurred as PEP replaced the Transition Education Program and forward to likely changes yet to come ...".

The first change in the development from Transition Education to PEP that Mr. Burnett identified related to administrative responsibilities and his own position within the PEP framework, which he described as putting "... no personally near the top of an even taller pyramid than under Transition with fewer opportunities to talk with the people who are really doing the job ...". This had resulted from a more complex arrangement under PEP where the two Commonwealth Education Commissions undertake most of the dealing with State authorities with the Commonwealth Education Department being expected to exercise a stronger coordinating role than previously. Under Transition Education the Commonwealth Education Department was responsible for administration just at the Commonwealth end of the chain.
Mr. Burnett further outlined the role of the Commonwealth authorities as "... providing national leadership, developing guidelines for such programs (in consultation with State people), monitoring the implementation across Australia and, of course ensuring that the funds are provided when they are needed ..." The Commonwealth role then complements the State role who "... must of course do the actual work of implementation ...".

Mr. Burnett then turned his attention to the emergence of PEP and its relationship to Transition Education. "... PEP did not appear in a vacuum, and one factor in the environment early in 1983 was the existence of the Transition Programme ..." Thus many initiatives in the PEP programme are a continuation or development of Transition and this can be expected to continue in 1985. The essential difference in the programmes is the 'policy contexts' which can be "... partly explained by the change of Government in 1983 but there is also the fact that the world did change a little between 1979 and 1983 ...".

"... The fundamental policy statement for Transition was a Ministerial Statement of November 1979. While that statement included a number of broad objectives which foreshadowed PEP, the context clearly was that of improving the prospects for a successful transition from school to work of young people, with the Government's primary concern being the 50,000 young people who were seen as leaving school each year with poor employment prospects. A fundamental aim was to reach the stage, over four or five years, where special attention was being given to about that number of young people annually, so that they did not continue to add to the unemployment rate ...".

The PEP programme differs in that the personal development benefits of education strongly underlie the motivation for PEP and there is "... not the narrow focus on fitting school leavers for early entry into the labour force...". Further the 'equity' statements in PEP are much more "fully articulated than were the 'equity' statements at the birth of the Transition Program".

In examining the nature of PEP and looking for indicators of future directions Mr. Burnett pointed towards the TAFE Council Guidelines for 1985 as providing a "very balanced, considered and comprehensive statement".

The TAFE Council is looking towards:

- extension of the consultative processes within the Program, particularly with organisations representing the target groups;
- establishment of closer links between schools and TAFE;
- development of accreditation, assessment and credentialling arrangements which give a range of options and ensure recognition for achievement;
- development of more appropriate counselling, advisory and support services for those in the target group;
- teacher development for those involved in PEP courses and to improve understanding of the target group amongst TAFE teachers generally;
- evaluation of the progress achieved under the Program.
The Council sets out in some detail its views on the elements which should be components of PEP courses:

- basic skills acquisition;
- vocational orientation;
- specific vocational skills acquisition;
- work experience;
- personal development.

As a cautionary note Mr. Burnett reminded the conference that the goals and guidelines for PEP are ambitious statements and that: "... The goals in themselves are not enough, but it is easy to wander off course if we do not remind ourselves from time to time of what they are ...". Supporting the ambitious nature of PEP and its huge task Mr. Burnett cited that with funds available PEP in TAFE can only provide for some "... 17,000 of the potential target group of nearly 300,000. This raises the question of how PEP funds can best be used, including the balance between course provision and provision for curriculum development, teacher development and the like ..."

This latter point concerning the allocation of funds between 'system level change' and the 'operation of courses' was also raised by the Director General in his speech on Sunday evening. (Discussion of this issue by conference delegates is detailed in the section of this report dealing with the deliberations of 'programme' and 'syndicate groups').

Mr. Burnett highlighted what he saw as a fundamental difference between the provision of PEP in schools and in TAFE, following on from the consideration of funding 'systems development' versus course provision:

"...Whilst schools may see the general provision made for them as insufficient to meet all their needs they, nevertheless, have a guarantee of basic resource provision to serve all comers ... This is because Governments accept responsibility for providing places for all young people who seek to enrol at school ... TAFE does not have this. Under Transition and PEP, the Commonwealth to a large extent has bought a package of courses ...".

The role of TAFE, Mr. Burnett saw as having traditionally thought about and worked out "... pretty successfully TAFE's role in relation to serving the needs of industry and through that ... served the interests of individuals ... [however] ... it seems to me we need to think more about what is TAFE's role in relation to young people ..." Mr. Burnett foresaw a closer link with, schools - TAFE cooperative courses becoming 'integrated' programmes where students were not identified as 'school' or 'TAFE' but allowed "combinations of studies suited to their need".

"...Such developments would require not only changes in credentialling arrangements, but greater flexibility in school organisation practices and a greater commitment in TAFE to the priority of engaging in the initial education of young people ...".

It was emphasized by Mr. Burnett that increasing participation in one sector is wasted effort if all it does is to reduce youth participation in another sector.
Looking to future directions Mr. Burnett drew on the Kiroy Report as an indication that we can expect to see greater integration between education/training and work experience for young people. Furthermore the PEP allowance would eventually be phased out at least for those under 18 with the introduction of the traineeship system.

Beyond 1986 as the first three years of the PEP programmes draw to a close Mr. Burnett saw that new initiatives would evolve as the context and needs change however he concluded with the observation that:

"...What is important is that the principles underlying PEP should remain ...".

---------oOo---------

PAPER 2 - "PEP as a Catalyst for system and societal change"
Ms. Denise Bradley, Dean of Faculty Education and Humanities, SACAE
(a complete transcript of this paper is detailed at the end of this section)

Ms. Bradley opened her address by commenting on the enormity of the task facing PEP and on the greater demands asked of PEP than its predecessor Transition Education:

"...PEP is more comprehensive, more ambitious and more innovative than the Transition Education Program based as that program always seemed to be on the notion that there was something wrong with the young people involved in it. PEP aims to improve the opportunities of those young people who have not been well served by an education system ... As such, then, PEP is in concept a catalyst for changing both the content and process of education in schools, TAFE and higher education and is indeed an ambitious program ...".

In comparing the restructuring discussion which has been a part of the schools PEP with the moves for restructuring within TAFE generated by PEP, Ms. Bradley observes that; the need to restructure secondary schooling has been obvious to "most people". However the consensus on recognising the need has not been followed by any agreements about obvious solutions to the problems of secondary schooling. The debate within TAFE over restructuring has been less severe and Ms. Bradley suggests: "...It may be that the long term structural problems which are represented by the unemployment and underemployment of young people have to some extent been obscured by the rush to find short term solutions through TAFE ...".

The resistance to restructuring and systems change will need to be overcome if PEP is to succeed in its dual role as a service provider and an agent to improve its host system.

"...It has become clearer in the '80's that we need to look again at our education and training arrangements to ensure that all young people gain benefits from the arrangements and stay longer within an improved system ...".
Ms. Bradley pointed to "three major problems in our education and training arrangements for young people as they impact on TAFE at present". Firstly Ms. Bradley spoke of no clear consensus on the role of education and training in achieving socio-economic equality. Secondly Ms. Bradley identified "...no mechanism and no rational plan for reaching agreement at national level on the education and skill needs of the labour force for the next 15 years ...". Thirdly there appears "no rational division of responsibilities between Federal, State and local levels to serve some overall purpose if it was defined".

To illustrate her first point Ms. Bradley spoke of the high levels of participation that TAFE enjoys in South Australia but notes that "it is more difficult to be clear about whether there is equity in TAFE provision". As an example Ms. Bradley pointed to TAFE as a "... major institutional prop of the sex-segregated labour market which confines women to an unacceptably narrow range of occupational choices and opportunities ... women continue to be under represented in trade areas (7.1% in basic trade and 4.4% in post trade) ...".

A factor Ms. Bradley identified as contributing to the lack of consensus on the direction PEP should take is that the "... program has been launched at a time when everyone is still 'defining the problem' ... so PEP is still operating as a marginal systems effort to save those young people most disadvantaged by the operations of our education system and labour market ...". This sense of a "marginal operation" is reinforced by the staffing arrangements within PEP where one year contract impart a sense of "alienation" to the mainstream. Ms. Bradley questioned whether PEP could act as a catalyst at local or State level where it is supported at the college level by people whose present status and future prospects are uncertain. However, although problems are inherent in the way PEP operates in TAFE, Ms. Bradley sees that "...PEP in TAFE is quite clearly a way of gaining more insight into successful ways of changing TAFE ...".

A way in which PEP can and does act as a change agent within TAFE is by drawing attention to the needs for "... changes in recruiting students, in providing learning experiences for them, in supporting them and in forging new links with industry, commerce and unions to ensure that there is dialogue at local, State and national level about the skills and competencies needed by industry and commerce ...".

A further avenue in which PEP acts as a catalyst is within the college where "PEP offers an opportunity for professional development for everyone". This professional development is evident in the exchange of information particularly where staff working with PEP students have "developed strategies for working with disinclined students which give more to the learner and involve her or him in decisions about content and process of learning".

Mr. Bradley concluded by reminding conference delegates that "South Australia has made a real effort ... to look at the question of relationships between PEP courses and other TAFE courses more consistently than any other TAFE system" and yet there was still a long way to go to achieve the broad aims of PEP.
Mr. David Pettit, Special Adviser to Victorian Minister Education

The notes which form the framework of this paper are detailed at the end of this section.

Mr. Pettit provided conference delegates with an overview of the 'evaluation process' seeking to highlight the main features and suggested paths to follow rather than provide a recipe for 'how to'. This approach was chosen as Mr. Pettit acknowledged that 'different groups often have different priorities of information' citing as example 'federal policy makers, college boards and college lecturers'.

In setting the context for this discussion Mr. Pettit focussed on a definition of terms, drawing distinctions between 'evaluation', 'accountability' and 'monitoring'. Essentially his point was that one must be clear about the purpose for which information is collected and use appropriate tools for the different jobs.

In discussing evaluation Mr. Pettit highlighted significant features as, seeking "to express in terms of the known", "to review" and "to investigate in order to learn about the effectiveness of present practice as the basis for improved future action (formative = process and product)". Evaluation as detailed here was seen as an integral feature of the programme being part of the process and product of PEP. The integration of evaluation was particularly stressed as needing to be planned for and continuous, and therefore formative rather than cumulative. Mr. Pettit supported the concept of "evaluation as action research" and its place in this process appears in a diagramatic representation at the end of this section in Appendix VI.

When turning his attention to "accountability" Mr. Pettit saw it as meaning "... a public account/statement/record of practice, its effectiveness and cost ...". As such accountability would refer to that aspect of "evaluation" which provided a picture of PEP as one looked back at its operation examining successes and failures.

Monitoring was seen as an aspect of "evaluation" which was "...colla .ion by and/or provision of information to others who might benefit ...". When considering Mr. Pettit's initial point that different groups have differing information priorities it was apparent that 'monitoring' would serve the needs of college lecturers sharing developments and resources while 'evaluation' would be useful to both lecturers and college managers in the planning and modification of programmes. "Accountability" would then relate to the needs of State and Federal groups for information.

In expanding on the concept of evaluation as he had defined it Mr. Pettit saw its purpose(s) as:

- to ascertain quality and appropriateness of practice and its management as a basis for future decision making;
- to achieve better understanding and commitment to aims and practices by all concerned;
- professional development
- resourcing
- public confidence
Mr. Pettit further expanded on two other facets of the 'evaluation as action-research model', the 'planning' and 'implementation' stages.

The planning stage had as its focus the establishing of 'values framework for PEP' taking into account discussion of the aims, outcomes, process and content. Relating back to the theme of evaluation Mr. Pettit suggested that this planning stage was the appropriate phase in the cycle to conduct "negotiation of monitoring and consultancy". The point of emphasis here was the choice of appropriate personnel and strategies to conduct an integrated and on-going evaluation process.

Within the implementation phase Mr. Pettit referred to the major elements as being, "organisation and management, environment, content, teaching/learning style, student support, community/industrial relations". That is, operational issues. Mr. Pettit made this distinction to clarify the implementation stage as separate to the planning phase which deals with establishing 'PEP values'.

Prior to implementation one had to establish the 'values framework' as Mr. Pettit pointed out; "...cyclical action-research is values enert; PEP values/aims [are] sourced from (a) Ministerial Guidelines to CTEC; (b) TAFE PEP Guidelines ...". Mr. Pettit then went on to elaborate issues within this value framework which he saw as the 'PEP Agenda'.

* the nature and mix of general and vocational elements (the TAFE Guidelines "five elements")

* combination of general education, training and work experience
  part time, full time
  bridging
  target group representation, continuation on course
  social support
  post-PEP outcomes

* women
* non-institutional access to particularly disadvantaged groups
* participation by students

* consultative processes with community/industry - networking
  accreditation, assessment, credentialling
  Professional development across TAFE
  TAFE - school collaboration

* changing national expectations of TAFE
  in labour market, training, education (e.g. Kirby, O.E.C.D., Karmel)
  'a broader purpose' - the changing role of TAFE - and public knowledge of ...

In relating these issues within the 'PEP Agenda' to the evaluation process Mr. Pettit suggested, "... Evaluation could involve knowing/learning about these things; is both quantative and qualitative; [it] ... should be understandable and accessible ...". This latter point of evaluation being 'understandable and accessible' was a comment on who should be involved in evaluation as much as the process undertaken. Mr. Pettit suggested that too often evaluation was seen as the realm of 'experts' from another area within an organisation and not seen as a contributory process involving those actually delivering the service.
Mr. Pettit concluded by proposing a view of evaluation as aiming to "create a plaguey spirit of unrest".

The purpose of evaluation in this context was to act against the complacency of doing things as they had always been done. A 'plaguey spirit of unrest' suggests continuous, formative evaluation as an integral part of the programme offerings.
I was asked to speak to you about changes and developments within PEP, looking back to changes which occurred as PEP replaced the Transition Education Program and forward to likely changes yet to come.

One of the changes has been in administrative responsibilities. This has affected my own standpoint and perspective. It has also emphasised the need for co-operation and consultation on all sides.

Under the Transition Program, my Department was responsible for administration at the Commonwealth end; under PEP we have a more complex arrangement with the two Commonwealth Education Commissions undertaking most of the dealings with State authorities and the Department expected to exercise a strong co-ordinating role. This arrangement has a number of advantages but it puts me personally near the top of an even taller pyramid than under Transition with fewer opportunities to talk with the people who are really doing the job.
I think those involved in the Program, at all levels, need to talk to each other and to get the best possible understanding of the role which we all have to play. Co-operation and consultation are seen as basic to the PEP concept. A particular point has been made of involving the community, and the young people themselves, in its development and, of course, like other States Grant's Programs, it cannot work without close understanding and co-operation between the States and the Commonwealth.

You will perhaps be most interested in what I have to say about the future directions of PEP from my "birds eye view" from the Commonwealth Department of Education. I want to stress that my view of the Program, and of our education systems more generally, is only one view from a particular angle. Your perceptions are just as important and valid but it clearly is desirable that we do compare our perceptions.

I suppose the Commonwealth's role in such a Program is in the setting of broad directions and overall policy for the country. Commonwealth Governments decide that they have priority areas in which they wish to take initiatives; these policies are not given to us fully worked out in detail and, of course, it is not to be expected that they can take account of differing circumstances in States and regions.

The Commonwealth authorities have the tasks of developing guidelines for such programs (in consultation with State people), monitoring the implementation across Australia and, of course, ensuring that the funds are provided when they are needed. The State authorities and institutions, as the providers of education services, must of course do the actual work of implementation. It can be expected that any programs like PEP, where the issues are complex and the strands of the program are diverse, there will be significant differences amongst the States. There is a State level of "policy" as well as Commonwealth policy.
Of course, the Commonwealth would expect State policy and implementation to be consistent with the overall national objectives and policies. What I am saying, however, is that the whole enterprise is a partnership between the Commonwealth and the States, and the relationships between the two levels are complex and, to my mind, most interesting. In my experience, at officer level, they are generally very cordial and productive.

In order for us to look into the future together, we need first to reflect on our experience of the recent past. PEP is a new Program which, however, is related to the previous Commonwealth Government's Transition Program initiative. One of the questions which people have asked me fairly often since PEP was announced, is how PEP really differs from Transition? People read the statements about PEP and they can see that it is somehow different from the old program but they sometimes have difficulty in identifying a precise distinction. I am not sure that there is a clear and precise distinction. PEP did not appear in a vacuum, and one factor in the environment early in 1983 was the existence of the Transition Program. There are many activities being funded under PEP which are a continuation or development of transition programs and I would expect this to continue in 1985. This is true in both schools and TAFE. What seems to me to be different is the policy contexts of the two programs. These different policy contexts are, of course, partly explained by the change of Government in 1983 but there is also the fact that the world did change a little between 1979 and 1983.

The fundamental policy statement for Transition was a Ministerial Statement of November 1979. While that statement included a number of broad objectives which foreshadowed PEP, the context clearly was that of improving the prospects for a successful transition from school to work of young people, with the Government's primary concern being the employment prospects for 50,000 young people who were seen as leaving school each year with poor employment prospects. A fundamental aim was to reach the stage, over four or five years, where special attention was being given to about that number of young people annually, so that they did not continue to add to the unemployment rate.
PEP, however, starts from the twin concerns of participation and equity. Improved participation by young people in education is seen as desirable for a number of reasons including vocational reasons and the economic development of the country.

However, the personal benefits of education are part of the underlying motivation and there is not the narrow focus on fitting school leavers for early entry into the labourforce.

The equity concept certainly seems to me to be much more fully articulated than the "equity" statements at the birth of the Transition Program. PEP is clearly looking towards more equitable outcomes of education for young people. If you look at the objectives for the Program in the PEP legislation, they are not advocating some unattainable situation of equal outcomes but that, as far as practicable, education and training should offer to young persons equal opportunities to develop to the greatest extent possible their individual talents and abilities and thereby ensure as far as practicable more equitable outcomes of education.

I know that to state these kinds of objectives in an Act of Parliament is not to solve any problem nor to make it perfectly clear what those involved in the Program should be doing. What the objectives do, however, is to give us general goals to refer back to and I think it is important that people working in the Program should have the fundamental goals, in the back of their minds, at least. The goals in themselves are not enough, but it is easy to wander off course if we do not remind ourselves from time to time of what they are.

As far as I can judge, 1984 has been a productive and successful year for PEP in TAFE. This is to the credit of TAFE but we do need to acknowledge the challenges for the schools under PEP in 1984 were greater than for TAFE and that, as expected, there have been more problems on the school side.
I hope that you all have had an opportunity to look closely at the TAFE Council's Guidelines for 1985. They seem to me to represent a very balanced, considered and comprehensive statement which acknowledges what has been developed over the last few years but also give some important pointers to the future.

The TAFE Council is looking towards:

1. extension of the consultative processes within the Program, particularly with organisations representing the target groups;

2. establishment of closer links between schools and TAFE

3. development of accreditation, assessment and credentialling arrangements which give a range of options and ensure recognition for achievement;

4. development of more appropriate counselling, advisory and support services for those in the target group,

5. teacher development for those involved in PEP courses and to improve understanding of the target group amongst TAFE teachers generally;

6. evaluation of the progress achieved under the Program.

The Council sets out in some detail its views on the elements which could be components of PEP courses:

1. basic skills acquisition

2. vocational orientation

3. specific vocational skills acquisition

4. work experience

5. personal development
The Council points out that, with the funds available, PEP in TAFE can provide only for some 17,000 of the potential target group of nearly 300,000. This raises the question of how PEP funds can best be used, including the balance between course provision and provision for curriculum development, teacher development and the like.

It seems to me that there is an important difference between the schools and TAFE sides of the Program which points to a fundamental difference between the ways young people are provided for in the two sectors. To a much greater extent than with TAFE, the schools sector has been able to use its PEP funds for developmental purposes. This is because Governments accept responsibility for providing places for all young people who seek to enrol at school. This is not restricted to the compulsory years. Whilst schools may see the general provision made for them as insufficient to meet all their needs, nevertheless, have a guarantee of basic resources provision to serve all comers. TAFE does not have this. Under Transition and PEP, the Commonwealth to a large extent has bought a package of courses. Some of these have been new types of courses and others have added to existing provision made by the States. However, have we attacked broadly enough the management of change in TAFE?

If we are to expand the range of real options in education and training for young people it seems to me we need to think more about what is TAFE's role in relation to young people. I think traditionally we have thought about and worked out pretty successfully TAFE's role in relation to serving the needs of industry and through that, of course, have served the interests of the individuals who are specifically seeking vocational training.

I am, of course, not advocating that TAFE should abandon its traditional role; rather we need to consider what is TAFE's role from the starting point of the needs of young people as people with a full range of needs. The TAFE Council's "elements" of PEP courses certainly indicates that the full range of young people's needs should be taken into account.
The country does need to consider the resource implications of TAFE's role in this area. Should we be aiming for a situation where 15-24 year olds can expect just as confidently to gain a place in TAFE as teenagers can now expect to be enrolled in a government school?

The question of the role of TAFE as raised by PEP, however, goes beyond this. We should no longer be thinking of the role of TAFE in isolation. PEP has the advantage that it encompasses both schools and TAFE thus requiring Commonwealth authorities, State authorities and, I would hope, TAFE colleges and schools to consider their roles and functions in relation to institutions in other sectors.

Over the last 10 years, the development of Link courses has been significant in producing some measure of contact and co-operation between schools and TAFE colleges. You will know better than I what have been the successes and failures in this area.

The Commonwealth has proposed that the way of the future in schools-TAFE co-operative courses should be "integrated" programs which would progressively gain more prominence than link courses. This view reflects a development of thinking (and some action) in several States.

Integrated programs are seen as courses in which students beyond the compulsory schooling age are formally enrolled in both schools and TAFE colleges and undertake a continuation of general and vocational education leading to a final statement of attainment or certificate.

This envisages options for post-compulsory students which do not identify them as "school" or "TAFE" students, but allows combinations of studies suited to their needs. Such developments would require not only changes in credentialling arrangements, but greater flexibility in school organisation practices and a greater commitment in TAFE to the priority of engaging in the initial education of young people.
I think that moves in this direction could help to promote a more integrated approach by schools and TAFE to consideration of the educational needs of young people. From time to time it is apparent that there are elements of competition between the two sectors and this is clearly undesirable. It is not much good increasing participation in one sector, if all this does is to reduce youth participation in the other.

Beyond schools-TAFE co-operation, we can expect in future to see much greater integration between education/training and work experience for young people.

The Kirby committee of enquiry into labour market programs, which recently presented its final report to the Commonwealth Government, has pointed to the need for greater emphasis on education and training in labour market programs.

As you probably know, one of the key recommendations of the report is for the development of a new system of traineeships combining work and formal education and training. The scheme would be initially for young people aged 16-17 and TAFE is seen as the main provider of the off-the-job component. The Committee envisages that the Transition Allowance and PEP in TAFE would eventually be phased out, at least for those under 18, as a result of the introduction of the traineeship system.

The Commonwealth has endorsed in principle the proposed system of traineeships. There are to be discussions over the next few weeks with employer groups, trade unions, State ministers and educational authorities to help in deciding how the scheme will be implemented in detail.

It is of course much too early at this stage to say what changes there will be in the future directions of PEP in TAFE as a result of decisions on the traineeship system. However, it is to be expected that sooner or later PEP as a program will be phased out, as Kirby has suggested,
and just as Transition was before it. This will not necessarily be a bad thing. New programs evolve as context change and new needs emerge. What is important is that the principles underlying PEP should remain. PEP's basic objectives of increased participation and equity for all young people should guide us as we progress towards having an integrated, coherent system of education, training and work experience for young people, which is appropriate to the realities of current social and economic conditions. Income support for the age group is an essential ingredient of such a system, and the Commonwealth is considering plans in this area in the light of the Kirby Committee's proposals and of the findings of the OECD review team which visited Australia late in 1983. Widespread recognition and acceptance of the need for such a coherent system of education, training, employment and income support for young people is a most important first step towards its achievement, and perhaps we can share the hope that over the next few years we will be able to make very substantial progress towards it.

In the meantime, of course, those who are working with young people in our colleges and schools must work in an "imperfect" world with the resources available to them. While I hope we will make substantial progress with the broad development of the system, it will, of course, continue to be an "imperfect" world. All the information I have suggests that TAFE colleges over the past few years, have made an increasingly important contribution to meeting the needs of young people. Of course, they do not all get jobs or continue their education after a few weeks' or months' participation in a Transition or PEP course. However, many thousands have been given a new perspective on their lives, an enhanced sense of their own worth, as well as skills which are of use to them whatever their immediate prospects.
Such results cannot be achieved without TAFE teachers and coordinators judging for themselves the needs of the young people they deal with and applying understanding and skill to teaching and supporting their students. The future for many youth may well be in no small measure influenced by what you people do with them.

I hope you will maintain a strong sense of confidence in the importance of your work and ensure that the policy levels in the State and the Commonwealth are aware of your needs, your problems and also your successes.

J. P. Bewick
I am indeed honoured as a member of the TAFE Council and its representative on the South Australian PEP Steering Committee, to be asked to speak at this Conference. PEP is more comprehensive, more ambitious and more innovative than the Transition Education Program based as that program always seemed to be on the notion that there was something wrong with the young people involved in it. PEP aims to improve the opportunities of those young people who have not been well served by an education system committed in principle to educational opportunities for all, but in practice unable to provide equitably for large groups like the poor, migrants, Aboriginals and women. PEP starts from the premise that publicly funded education in a democratic society has a responsibility to organise itself as an inclusive system rather than a system which excludes such significant groups within society from full access to its services and benefits. As such, then, PEP is in concept a catalyst for changing both the content and process of education in schools, TAFE and higher education and is indeed an ambitious program.

PEP in TAFE has had less public discussion than PEP in schools. Perhaps this has been because the need to restructure secondary schooling has been obvious to most people (in parenthesis, the acknowledgement of the obvious need is not followed by any agreements about the obvious solution to the problems of secondary schooling.) As well, it may be that the long term structural problems which are represented by the unemployment and underemployment of young people have to some extent been obscured by the rush to find short term solutions through TAFE. The size of the problem of youth unemployment and underemployment cannot be ignored and
economic improvement will not solve it, as a recent report stated:

"Right now Australia does not have enough jobs for young people and increasingly, the jobs that are available are part-time and marginal employment, with much of it in declining industries and shrinking occupational areas. As the Australian economy recovers from the current recession, it appears that, at the margin, employment growth will be in areas that will not favour young people."

It has become clearer in the '80's that we need to look again at our education and training arrangements to ensure that all young people gain benefits from the arrangements and stay longer within an improved system. But it is clear that young people will benefit only if it is accepted that the education and training system in Australia has major deficiencies and that major change is necessary. As the same report stated:

"The education and training arrangements in Australia are premised on the labour force needs of an industrial economy: a small minority of professional workers and highly skilled trade workers, and a large majority of unskilled and semi skilled workers and skilled workers who learn their skills on the job; critical skill gaps have been filled through immigration. Such notions are dangerously obsolete in the post industrial OECD economies where high technology and the service sector are growing in importance."

(OECD review of youth policies in Australia, restricted draft, November 1984, p.24).

Overall in Australia there seem to be three major problems in our education and training arrangements for young people as they impact on TAFE at present:
There is still no clear consensus on the role of education and training in achieving socio-economic equality. We are still arguing about what equity means in practice and I'll diverge here to illustrate what I mean about this first point.

TAFE has been a model for other sectors since the early 70's in the way it has sought to improve access. As a result, TAFE at State and local College level can show high levels of participation in its courses, but it is more difficult to be clear about whether there is equity in TAFE provision. For example, TAFE remains a major institutional prop of the sex-segregated labour market which confines women to an unacceptably narrow range of occupational choices and opportunities and ensures their being held in low status, low paid jobs which are threatened by structural change. Although female enrolments in TAFE are rising women continue to be under-represented in trade areas (7.1% in basic trade and 4.4% in post trade.) This reflects their continued low participation in apprenticeships other than hairdressing. However, they are under-represented also in the para professional area which is not tied to apprenticeships.

TAFE, therefore, needs to look only at the pattern of female enrolments across Australia to see that it is not able to claim that it is organised to achieve socio-economic equality. What concerns me is that there still seems to be debate in the sector about whether or not it should be so organised.

A second major problem in our current arrangements is that there is no mechanism and no rational plan for reaching agreement at
national level on the education and skill needs of the labour force for the next 15 years.

There is no rational division of responsibilities between Federal, State and local levels to serve some overall purpose if it was defined.

Up until now I suppose I've been looking at the external main pressures on PEP. Well, what does all this mean for those people working in PEP? I suppose it means that the program has been launched at a time when everyone is still "defining the problem". There is, as yet, no consensus on this, let alone on formulating solutions. So PEP is still operating as a marginal systems effort to save those young people most disadvantaged by the operations of our educational system and the labour market. As a result, people working in it are forced to confront every day the inequities of current arrangements, but have no power to change these arrangements. The young people that they work with are those who, because of their race, their socio-economic status, their locality or their gender are least likely to benefit from existing arrangements and it is not yet clear whether or not a PEP course will do much to improve things. Of course, many of the teachers share with their students a sense of alienation and feel marginal to the mainstream within the TAFE College. Will they be employed next year? How do they relate professionally to their colleagues who are permanent and well integrated into a school which has firm and developed links with industry and other education providers? In such circumstances how can PEP act as a catalyst at local or State level? At College level PEP is supported by people whose present status and future prospects are uncertain and who are dealing with students who are uncertain, alienated and low in self esteem. Clearly they need support and encouragement from more experienced and more senior colleagues.
In particular, they need to be seen as people whose experience in recruiting students, in developing learning experiences, and in evaluating the success of a program has much to offer colleagues. Their successes and their failures need to be shared and discussed at College level because they should be able to provide information on strategies for improving course provision in what is still being called "mainstream TAFE courses". Of course we need there to be some acknowledgement that such courses need improvement. Although solutions to the larger questions about why particular groups are not succeeding in education and the labour market must be found at State and national level and many decisions - political and administrative - will have to be made before things improve, and most of these decisions are ones outside the power and control of any individual or group, we can all do our part to change things. PEP in TAFE is quite clearly a way of gaining more insight into successful ways of changing TAFE. The program focuses on those young people who are not benefiting from existing arrangements. Once again, I'd stress that TAFE has a responsibility as part of the publicly funded education system to find ways to respond to their needs and PEP can act at State and at College level as a way of increasing awareness of gaps in provision and, as I have said, drawing attention to the need for changes in recruiting students, in providing learning experiences for them, in supporting them and in forging new links with industry, commerce and unions to ensure that there is a dialogue at local, State and national level about the skills and competencies needed by industry and commerce. Good channels of communication from PEP practitioners to the TAFE system and its decision-makers are vital.
Within the College PEP offers an opportunity for professional development for everyone. New student populations in, for example, pre-vocational courses, are already placing demands on staff who have been used to students who are more inclined to accept the rules as defined by TAFE teachers. Many PEP students are alienated from formal education, with significant periods of unemployment behind them - conscripts as they see it required to attend by CES officers or by parents. They place great strains on inadequate facilities, on staff often unprepared to deal with them and on a curriculum based on assumptions about content and process which relate to another age. Staff working with PEP students have developed strategies for working with disinclined students which give more power to the learner and involve her or him in decisions about content and process of learning. Such strategies are often very different from more conventional approaches in TAFE and offer exciting possibilities for improved learning for all TAFE students.

In summary, then, the experience of working with PEP students - of motivating them and of adapting curriculum and teaching processes to take into account their need is an experience which should be shared with people working within more traditional TAFE programs, because those programs must begin to change to accomodate groups who are under-represented in order to achieve greater equity.

Another issue of concern for people working in TAFE must be to ensure that at local level PEP is integrated with other courses. South Australia has made a real effort I believe to look at the question of relationship between PEP courses and other TAFE courses more consistently than any other TAFE system, but at local level we must ensure that we look at what real opportunities for productive work or further training PEP courses open up for students. The recent ANOP survey of young people made it quite clear that they want paid work and that they want education and
training that equips them for work. In the present circumstances - of structural change in the economy and economic stringency it seems obvious that many will need to use PEP to gain entry to further courses of training - probably in TAFE. If so, then we must ensure both that we can plot a path for them through PEP programs to other TAFE courses and from them to a job. If however, at local level we see that's not happening then it's important to work out why it's not and begin to talk about it - particularly if the point of loss is into "mainstream" TAFE courses. That, I believe, is an issue at College level but it must surface to the State PEP Committee too. If it's not working everyone must know about it sooner rather than later.

There are many other issues about PEP as a catalyst for changing TAFE which will arise as a result of this conference and most of you as practitioners know a great deal more about the frustrations and joys of working to change TAFE than I do. However, I do believe it is possible to change educational systems and that it is important to keep on at it. It's very discouraging at times, but we are working with a system which has been developed over a long time and it will take time to change it. Let me remind you that it is a very ambitious program - one for special needs and groups and one for everyone. One concerned with special courses and arrangements and with the development of a inclusive improved mainstream curriculum.

I wish you well with the task.

DENISE BRADLEY
4 February 1985
EVALUATING (AND MONITORING) CHANGE IN PARTICIPATION AND EQUITY PROGRAMS IN TAFE

(i) **Meanings** (hopefully helpful; not necessarily conventional)

**Evaluation:** to express in terms of the known
- to review
- to investigate in order to learn about the effectiveness of present practice as the basis for improved future action (formative = process and product)

**Accountability:** a public account/statement/record of practice, its effectiveness and cost.

**Monitoring:** collation by and/or provision of information to others who might benefit.

(ii) **Purposes of Evaluation**

- to ascertain quality and appropriateness of practice and its management as a basis for future decision making
- to achieve better understanding and commitment to aims and practice by all concerned
- professional development
- resourcing
- public confidence

(iii) **Relationships between/within systems**

**Context:** different groups often have different priorities of information e.g. federal policy makers, college boards, college lecturers.

**Concept:** TAFE, P.E.P. (and beyond) as a "learning system" would imply -

* each level or site able and responsible to learn from its practice for future action
* learnings regularly exchanged between levels and sites (mutual accountability), in order to develop collective wisdom
* negotiation between levels/sites as part of total planning process, including evaluation/monitoring
* adequate security within a framework of collective responsibility to address difficulties

(iv) **Evaluation as Action-Research**

- a conceptualisation of process
  - Cyclical, on-going, adaptable - (see diagram A).
Reflection

Planning - values framework (P.E.P.)
- aims - outcomes
- process - content

evaluation - of aims

negotiation of monitoring and consultancy

Implementation - organisation and management
- environment
- content
- teaching/learning style
- student support
- community/industrial relations

Outcomes evaluation - student outcomes - short/long term
- Implementation
- PEP derived aims and values (see below)

Reflection .... etc.

(v) PEP Agenda

(NB - cyclical action-research is value's inert: PEP values/aims sourced from (a) Ministerial Guidelines to CTEC; (b) TAFE PEP Guidelines)

* the nature and mix of general and vocational elements (the TAFE Guidelines' "five elements")

* combination of general education, training and work experience
  part time, full time
  bridging
  target group representation, continuation on course
  social support
  post-PEP outcomes
  women
  non-institutional access to particularly disadvantaged groups
  participation by students

consultative processes with community/industry
  - networking
  accreditation, assessment, credentialling
Professional development across TAFE
TAFE - school collaboration
changing national expectations of TAFE in labour market, training, education (e.g. Kirby, O.E.C.D., Karmel) 'a broader purpose' - the changing role of TAFE - and public knowledge of....

Evaluation could involve knowing/learning about these things; is both quantative and qualitative; should be understandable and accessible

(vi) Strategies of Evaluation (self evaluation = self satisfaction?)

Aim to create "a plaguey spirit of unrest"

* recording
* consultancy support for self evaluation
* moderation - triangulation (e.g. Vic. P&I schools reference groups; Vic. S.I.P., Californian School Improvement).
* augmentation
* reporting
EVALUATION AS ACTION-RESEARCH

DIAGRAM A

REFLECTION

EVALUATION

IMPLEMENTATION

PLANNING

RE-PLANNING
PROGRAMME GROUPS
"Programme Groups" provided an opportunity for representatives from the seven programme areas under PEP to meet on Monday, Tuesday and Wednesday of the conference to discuss issues relevant to their specific programme area.

A separate "programme group" was formed for representatives from college management. This group discussed issues of common interest to the organisation and administration of PEP at the college and Head Office level.

Transcripts of the reports by each of the Programme groups are detailed over page in Appendix 7.

The Programme Groups represented were:

- Aboriginal Education Programmes
- Migrant Education Programmes
- Foundation
- EPUY
- Introduction to Trades.
- Vocational Preparation
- Pre-Vocational (not representative of all colleges)
- Management

------oOo------
ABORIGINAL EDUCATION

Background:

The School of Aboriginal Education conducts courses in response to requests from:

a) Aboriginal Communities and organisations.
b) The S.A. Aboriginal Consultative Committee.
and
c) Smaller groups or individual Aborigines.

The client group are Aborigines aged between 15 and 65 years.

There is a diverse range of Full time and Part time courses and training programmes within the School, e.g. Pre-Nursing, Intro to Child Care, Foundation, Gardening, Apprentice support, Automotive, Literacy Pre Tertiary Craft, etc.

The school is committed to:

a) the mounting of special courses for Aborigines and
b) increasing Aboriginal access to other courses.

Aborigines and PEP

Aboriginal people, whether they are urban, rural or traditional, have cultural backgrounds that are completely different from that of the majority of Australians. This difference from the dominant culture is manifested in different ways by different Aborigines.

a) They may feel ripped off, and consequently may be hostile to the dominant culture.

b) Aborigines often feel that educationally they have been 'dumped', or left behind. There is often a strong desire to catch up.

c) Aborigines continually experience prejudice.

Regardless of these manifestations all Aborigines want to be treated as individuals and not as stereotypes.

This is an important consideration for TAFE lecturers who have Aborigines in their courses. Sterotyping of Aborigines is a trap into which the most enlightened TAFE lecturer may fall.

It is recommended that local staff from the School of Aboriginal Education be consulted regarding the enrolment and participation of Aboriginal students in PEP courses.

While the School of Aboriginal Education does have a policy of encouraging Aboriginal students to enrol in other TAFE courses, there will continue to be many situations where it is appropriate to mount culturally sensitive PEP courses for Aborigines.

It is imperative that such courses are mounted in consultation with the School of Aboriginal Education.

The General Service fee presents a barrier to the participation of most disadvantaged groups in TAFE courses. This is particularly true of Aborigines and PEP students.
Therefore, in order to remove this barrier, it is recommended that the general service fee be dropped for Aborigines and individuals who satisfy the criteria for entry into PEP courses.

Such an action would demonstrate, (at minimal expense) the department's commitment to the principles of participation and equity across the complete range of its offerings.

At the National level, the Minister's advisers on Aboriginal Education i.e. the National Aboriginal Education Committee are concerned that in the process of implementation, some PEP courses are not meeting the spirit of the Ministers Commitment to Aboriginal participation.

Of specific concern is

a) a tendency towards integration as a method of improving Aboriginal participation, regardless of local circumstances.

b) the lack of cross cultural sensitivity in some TAFE lecturers who are involved with Aboriginal students.

Thank you.

These views are the expressions of the National Aboriginal Education Committee.
EDUCATION PROGRAMME FOR MIGRANTS

Representing the E.P.M. which has run as a successful pilot programme in the second half of 1984 at C.P. and will be running again this year at the same location.

The course was initiated originally not soon enough to meet the vast needs and demands of young migrants in the Croydon Park area.

Identifiably the largest and most needy migrant group are at present Indo Chinese. -May be a controversial statement.

Let me give you our reasoning - Disrupted Education (example), Unaccompanied (removing them from family support), Culturally alienated.

In November 84 there was an estimated 250 Indo Chinese who were eligible for our course at C.P.J.C. along.

In July 84 with a limited publicity campaign:

140 notified
66 attended info session
53 interviewed
26 selected

Implication here is that at least one other course could have run. We were embarrassed by the strong demand and frustrated by the fact that this demand could not be met.

To help meet this need and increase student intake a lecturer was seconded from Education Department.

This however will not meet the needs of all potential students registered at C.P.J.C. and goes virtually nowhere.

Meeting the needs of potential students registered at Mile End J.C. (part of C.P. catchment area).

The needs of potential students living in areas outside of the catchment area of C.P.C.

Questions arise from this -

Who gets to meet the educational and vocational needs of these young migrants who are not given the opportunity to enter into programs. and following from this

How will this be done. In what format. Most importantly WHEN!!

Second point -
To overcome language communication, cultural difficulties experienced by Lecturers.

Specifically in Counselling situations and Vocational studies classes where language levels are more complicated and sophisticated.
The recommendation is to employ Part time Bi-lingual Aides to overcome these frustrations and difficulties.

and thirdly,

To improve Staff Development opportunities for P.T. Instructors and Management staff to overcome Language difficulties and cultural differences (learning methods), student expectations and methodologies.
- appropriate S.D. for full time lecturers.

Student Destination (an observation)
Very motivated to further Education even though short term goals are vocationally orientated.
- Will use TAFE's facilities in the future.

Therefore the demand for facilities will not lessen.

Q. How are we going to address this increased demand so that migrants have equitable access long term?

TAFE can provide for the educational and vocational needs of young migrants which will best serve the particular group and the community as a whole.
I. Goals
Clarifying the timing and ease of access to other courses.

As a result of the Conference—interaction has allowed clarifications of aims of diff. courses.

Participants strengthen ties, more willing to commend clients across courses.

Opportunity difference groups in an environment allowed exchange of information and ideas.

Prompted formulation of ongoing regional liaison.

Strengthening of ties occurred at lecturer level, seen as important.

II. Goals
Acceptance of the course for its intrinsic value.

Feedback from the group:

The presence of management gave lectures more confidence in the credibility of courses in colleges.

Staff felt that the attitude expressed by management formally was in the main positive and informally could result in the acceptance of the youth policy more universally in colleges.

Recommendation:

That the dissemination of information be comprehensive so that college managers and those overseeing PEP courses who were unable to attend are fully informed of the discussions and recommendations arising from this conference.

It caused concern that some colleges were not effectively represented at management level.

as a result:

Recommendation:

With the progressive acceptance of PEP programmes into mainstream TAFE, it is expected that the present system of short-term contracts be replaced by eligibility for tenure as per all other TAFE staff.

Opinion:

It is expected that this would be a methodology of promoting other m/s programmes with the aims of PEP.
III. Goals

Strengthen links between lecturers of different courses (mention EPYU F/C e.g. through meetings, workshops, etc.

It will be noted that goal was in fact broadened to cover all PEP programmes.

We believe this goal has been partially achieved and that future planning will enable more meaningful interaction.

This conference has demonstrated that the interaction between staff of different programmes has been comprehensive and has consolidated the declared youth policy.

Recommendation:

That college/unit support be given to workshops which further promote the interaction of staff of differing programmes.

In conclusion, the participants felt that the nature of the residential conference promoted more meaningful interaction than would otherwise have occurred.
INTRODUCTION TO TRADES PROGRAMME GROUP

Our Recommendations for the conference:

1. There should be one uniform allowance for all PEP students.

2. All new staff and those moving into PEP Courses undergo an induction course of 4 weeks to include:
   - TAFE structure and procedures
   - ITT aims and goals
   - Teaching methodology
   - College orientation
   - Contact with resource people
   - Trade and apprenticeship system.

3. That a circular from the college management be sent to all college staff explaining the Introduction to Trades aims and goals - therefore sharing info about where the course will be located when it's running, how long the course is, who will be coordinating the programme and for this to be actioned by college administration. We believe the course must be understood by all staff including the ancillary staff.

4. That it become college policy for the Principals to call a short meeting that includes as many staff as possible to introduce the course and the coordinator.

5. That there be a meeting between the Coordinator, lecturing staff and staff development representative with the appropriate skills to discuss the curriculum and exchange information.

6. That a new video be produced by the Publicity Unit in consultation with the Introduction to Trades Coordinator.

7. That a Promotion Kit be produced aimed at High School students through the High School Counsellors and to also be used at Parent nights.

8. To have produced information pamphlets printed in different languages.

9. To identify appropriate community resources and establish a contact person within those organisations for information exchange on the courses and maintain the networks -
   - Womens information switchboard
   - CYSS groups
   - DCW, CES, etc.

We want to see:

11. Produced a Statement of Achievement to be designed specifically for the introduction to Trades Courses, and that

12. Where ever possible ensure the preservation of statements to the students be a part of the college presentation.

13. Permanency in the PEP area (last but not least).
EPUY
Wayne Darby

Goals:
1. Exchange of ideas achieved at an individual and group level.
2. Limited achievement - Administrative awareness.
3. Cooperation and appropriate referral - the process has begun generally and specifically.
4. Limited success - will be followed up.
5. See recommendations.
6. Liaison established to redress this resource need. Material and human resources sharing and development has been initiated.

Recommendations:

No person can achieve participation and equity without the skills of literacy, numeracy and thinking skills.

We recommend strongly that:

A. Resources be made available to redress the problem already existing in TAFE.
B. That there be recognition that this will be an ongoing problem.
C. That liaison in urgent and concrete terms be implemented with other educational bodies.
D. That PEP money be used effectively by focusing on those areas in terms of staffing and resources and that present allocation needs to reflect the urgency of the problem.

2. To make administration aware of necessity to cater for an expanding number of future students to PEP Courses.

3. Maintaining and developing cooperation between PEP programmes, leading to appropriate referral and catering for student needs.

4. That EPUY/PEP students are entitled to sit for entry tests to pre-vocational courses despite not having attained year 11.
The Conference:

1. A recognition that doing a job well is apparently not enough. (naivety)

2. An awareness that there is a lot going on "out there".

3. The conference has made other people very accessible to us. It has personalized "Courses".

4. Brought defensive attitudes out into the open.

5. Revitalized.


7. Reassured that we are doing a good job working within PEP guidelines.

8. Conference could have been task oriented - more across programme small groups - would have been productive.
MANAGEMENT SUMMARY:

Essentially our group looked at the Role of PEP in two areas, namely:

The Units responsibility and the College responsibility.

This summary has not been given a prioritized listing and of course all areas will be detailed fully in the Conference Document.

Areas of concern that was discussed and placed under the area of responsibility of the PEP Unit.

1) The confusion of the function of project officers where we find that one project officer is placed on a regional operational basis and another on a programme basis.

Recommendations are that One Project Officer be appointed to a geographical area with a full understanding of the PEP Unit, courses contained therein, thus filling a consultancy and resources role. An example of this system is that of the Aboriginal Education and Migrant Education Department who already have this system in operation.

2) Submission for Courses:

In the past College staff have sent enormous time and effort in preparing submissions, not knowing of what the outcome will be, courses that they will finally run etc. etc.

Recommendations:

A budget be allocated to individual colleges on a planning estimate basis and be monitored by a sub-committee formed by the Unit with systems representations.

A percentage of the base funds be held by the Unit for new initiative projects.

3) Staff Development:

It was felt that it is a necessary function of the Unit to conduct Workshops within Individual Colleges, therefore informing all College Staff of the Philosophy of PEP. The Superintendent of Special Services conduct special meetings with Principals to make them aware of his role and the function of PEP within their colleges.

4) Programme Operation Groups:

It was recommended that P.O.G. members take the responsibility of PEP philosophies under the ambit of their normal operations so that this philosophy can be seen as an integral part of all educational programmes. It was suggested that this recommendation be placed on the agenda for the next P.O.G. convenors meeting and written into the P.O.G. guidelines.
College Responsibilities:

1) That a college based coordinator be appointed with:
   Managerial skills
   Knowledge of the TAFE system in general with expertise in programmes for young people.
   Be responsible for the total PEP college programme including Pre-Voc.
   Have direct liaison links to the Unit Projects Officer.
   That this person be funded out of State Funds.
   It was felt that this person could only come from experienced personnel within the TAFE system and should be given the status applicable to this very demanding position.

2) In relation to college staff the recommendations are as follows:
   a. Current staff be retrained and deployed.
   b. Remedial specialist staff needed.
   c. Mainstream staff are integrated with PEP staff.

Other areas discussed were as follows:
   b. Cooperation between colleges.
   c. Future conferences/Planning Constraints.
VOC-PREP

Kym Ware - Murraylands

Induction proves to be offered to specific skill lectures as a normal part of employment.

Staff development to try to put together a "directory of resources" for incoming staff.

Continuing opportunity for sharing of knowledge, resources across programs. i.e. course details to be publicly available to staff and students.

"Accreditation" of courses to be split up into useable components to suit the client group.

High school interaction across TAFE but not PEP students.

C.S. fee to be waived for PEP students who wish to take a component of a mainstream course - students to be encouraged to "sample" or "test the water".

PEP students to be given access to "part-time" contact with other courses without financial disadvantage.

Encourage deliberate interaction.

Recommend deliberated mix of staff across program to encourage overview of ideas and resources.

Feedback - suggest swapping teams for Wednesday.

Line managers deliberately set out to give ongoing support to Voc-Prep lecturers.
PRE-VCC.

Recommend

1. A uniform allowance be paid for non-apprentice courses.
2. Information sessions precede test.
3. Tests be 'trade specific' e.g. Building or Automatic.
5. Increased promotion at high schools of our courses.
6. Adequate organisational time between when a college knows it is to run a course and the running of the course.

Who

1. H.O. call Principal to write to Fleming/Reg Super.
2. College level decision on timing.
3. Trade specialists to test.
5. Lecturers at local college/coordinator.
6. Principal to write to Director-General via D.C.O. (Peter Fleming).

How

1. Submission to funding body.
2. Dates coordinated by PEP.
3. PEP Unit to coordinate lecturers to write tests.
4. Policy decision via submission ?
5. Visits/displays/counselling.
6. Include in departmental response to 'Kirby Report'.

Why

For benefit of STUDENTS.
"Syndicate Groups" were formed to provide an opportunity for regional groups representing colleges in particular geographical locations to explore the exchange of information, and resources (material and human).

Syndicate Groups were scheduled to meet on Monday, Tuesday and Wednesday of the conference to provide a context for across-college, across-programme initiatives to be developed.

Each Syndicate Group contained representation from each of the PEP programme areas operating within the region.

Transcripts of the reports by each of the Syndicate Groups and details of their feedback on the conference are detailed over page in Appendix 8.

The Syndicate Groups formed were:

- Elizabeth/Salisbury
- Croydon Park
- Gilles Plains/Tea Tree Gully
- Panorama/Kingston/Noarlunga
- Adelaide
- Regency Park/Port Adelaide/EPUY Enfield/Port Adelaide
- Murraylands/Riverlands/Whyalla/Eyre Peninsula/Port Pirie/Port Augusta
- South East

------oOo------
I am reporting back from the Northern Area Syndicate Group. To fit what we have to say into 5 mins. I'll read directly from notes. We wish to make certain recommendations and statements with minimum of elaboration.

Initially, we recommend that:

1) TAFE take advantage of IYY to develop structures and support for the views of youth to be incorporated into the decision making processes of TAFE.

2) Future funding should be directly proportional to the socio-economic needs of the specific localities e.g. Northern Area.

3) Overt pressures be placed on college administrators to become aware of and implement the philosophy and structure of PEP Programmes through conferences, model programmes, model colleges, etc.

We wish to state:

There is a commitment within the Northern Metropolitan PEP group to extend cooperation among youth service providers which already exists. Head Office support for these local initiatives has implications for curriculum development, staffing and funding.

We wish to see that:

4) TAFE endorses the principle of cooperation with the secondary education division to improve links between the two systems and that consideration of models in other states e.g. The T.O.P. in Victoria is given in order to develop these links.

Recognising the specific needs of people in the Elizabeth, Salisbury and Northern areas, the Director-General undertakes to inform himself of broader issues relating to youth needs which include income security, housing, health needs, legal service and that TAFE college resources be used to address these needs; recognising that these responses have long term pay-off implications for the DTAFE in that it will introduce young people to an environment that meets their training needs as part of the total needs of young people.

We ask that the Department:

Specifically consider the issue of student allowance structures be reviewed to provide greater equity of payment and that involvement from PEP to mainstream TAFE student allowances be reviewed periodically to overcome economic disadvantages experienced by students.
CROYDON PARK COLLEGE

PEP Unit in conjunction with college should appoint PEP coordinator/manager of non school leased status of at least Senior Lecturer level whose duties will be to:

- Coordinate all youth programs at Croydon.
- Establish close liaison with PEP Unit.
- Assist with submissions in conjunction with PEP Unit Officer and Vice Principal.
- Liaise with community groups re business of establishing areas of need for young people.
- Establish links with mainstream courses to facilitate access to those courses.
- Meet on regular basis with other college coordinators or college reps of Pt. Adelaide, Adelaide, Regency Park and Marleston.

PEP Staff at Croydon should:

- Have monthly meetings re sharing resources and information.
- Investigate possibility of team teaching across programs.
1. Appointment of coordinator, full time, broadly experienced relevant to college. Accountable to principal.

2. Need to encourage greater acceptance PEP Unit/Staff Development awareness of PEP courses and principles among staff - staff development function - invitation to PEP Unit Staff to speak at individual colleges.

3. Policy statement of Director-General final outcome of PEP course (including pre-voc) e.g. Technical excellence v development of self confidence/personal development - John Martin Superintendent of Special Services.

4. Sharing of resources - develop geographical locations - coordinators within location to interact as a group.
Glynn Hillier

Formation of Southern Central Area PEP Committee.

Members from each college:

- Exec. to establish intra awareness and integration and inter college liaison.
- Lecturer coordinator interact at course level.

Issues for committee attention:

- To develop a coordinated PEP course area offering to develop courses and common appropriate marketing material and mediums. Hope that some proportion of funding be college based.
- To facilitate intercollege resource sharing - staff skills, equipment, facilities.
- To promote integration of PEP programs with college mainstream courses.
- To promote full time staff awareness of behavioural expectation of PEP students.
- To promote staff development exercises to provide full time lecturers with the skills necessary to manage PEP classes.
- To develop a network to identify local student needs.
- To identify a range of resource persons skilled in teaching PE and familiar with appropriate methodologies.
ADELAIDE COLLEGE REPS.

Recommendations:

That Adelaide College explore possibilities for PEP funding such as an Education Program for Migrants (A is for Access!) We already have many students who fall under Advertising.

That the college initiate contracts with schools, ethnic clubs, SAFM, and other community agencies to advertise PEP and mainstream courses.

That the college library has personnel who take responsibility for catering for the special needs of access students.

That EPUY and Pre-Voc. be represented or/consulted by the college Access Committee.

That PEP staff make links with other college programs through link and meetings with staff, and make use of resources used across the college.

3 issues - Funding, Liaison, Advertising.
SYNDICATE GROUP (9) REPORT

REPRESENTATION AREA

REGENCY PARK C.C.
PORT ADELAIDE C.
EPUY CENTRES - ENFIELD & PORT ADELAIDE

Recommendation:

Responsibilities include:

1. Set up area sub-committee to consider a range of areas of concern as they arise.

2. Provide greater cross fertilisation of information on existing regional programmes. i.e. (to allow, as an example, a student to enter/exit various appropriate youth access programmes).

3. Liaise with C.E.S. to assist students in obtaining up to date course information.

4. Provide C.E.S. with details on necessary prerequisites for student selection.

5. Negotiate for access of available resources within the Regional Colleges.

6. Monitor any needs for staff development within existing TAFE lectures to promote necessary changes in methodology.

A major concern of group

Some EPUY students were too old to participate in Pre-Voc courses - Apprenticeship.

An offer was made to allow access to, as an example, an existing Applied Electricity Course for a potential Electrician.

Recorder - Dick Fishlock
REGIONAL COOPERATION

Country colleges - Murraylands, Riverland, Whyalla, Eyre Peninsula, Pr. Pirie, Pt. Augusta

Colleges cooperate well but it can be improved e.g.
- meetings of lecturers (regular)
- Visits by lecturers to other colleges - country and metropolitan - to develop communication links and generate new ideas.
- Funding for replacement API and travel/accommodation costs.

Lack of broad range of courses

Student unable to progress from one course to another. e.g. EPUY to Foundation, Voc-Prep students are lost from the system.

Foundation courses become short EPUY courses when EPUY is not run.

Rural/Isolated Youth

Dissatisfaction with ability to service youth outside of the college town. e.g. small country towns - Rural/Farms. eg. Eyre Peninsula - total population approx. 35,000, Port Lincoln - 12,000.

- Little suitable in town accommodation available.
- Family assistance - 16 yr old youth living away from family.

A travelling allowance may help in some cases where the distances are not too large.
SOUTH EAST

Across College/Programme Initiatives

In the S.E. a positive step towards across college/programme initiatives has been made by the allocation of PEP responsibilities to a member of senior staff - and this has enabled the SECC to adopt the approach of utilizing PEP staff in other programmes throughout the college.

E.g. Foundation lecturers as used in Link, Pre-Voc., Voc-Prep., Business Studies and in '85 in ITT, Career Awareness for Women, NOW, etc.

This has been greatly assisted by the management.

Recommendations:

1) Prior to 1980 and the start of Foundation Courses, an EPUY programme was conducted at Mt Gambier. We feel that the need for EPUY still exists. We would therefore recommend that the Unit investigate the possibility of re-introducing the programme in S.E.

2) Many potential students who would benefit from PEP are unable to consider joining any courses due to geographic isolation. This problem could be resolved if accommodation was provided by the college. We therefore endorse the initiatives proposed by the college management and seek support from the PEP Unit to provide hostel type accommodation for this client group.

3) New lecturers in PEP receive insufficient induction because they are recruited with minimal lead time prior to start of courses. Therefore we recommend that new staff are recruited with sufficient time to allow for comprehensive and formal induction.
IRON TRIANGLE & EYRE PENINSULA FEEDBACK

Allow more structured time in workshops - e.g. facilitators let participants know they have 10 mins to summarize.

Over continuity of conference - EXCELLENT.

Conference started on high note and continued this way.

Food Venue Organisation - Superb.

Could Questionnaire to participants prior to conference re - smoker, - non smoker - late or early returns etc.

Questioning method - threatening situation on night 1 versus night 2 - having to give name - inconsistent.

Elitist situation - head table! - perhaps all should be mixed.

Liked the "breaking up" allocation of rooms - much more interaction and meeting of different people.

Speeches too long at conclusion of meal - suggest interspersing during meeting.

All agreed "all worthwhile" - excellent conference.
SOUTH EAST CONFERENCE FEEDBACK

1) Residential Conference provided the opportunity for interaction between PEP programmes and lecturers.

2) Day 4 exercise in Programme Groups could have been done on Day 2 - so as to give time to research the possibilities of solutions with the vast network and experiences in attendance.

3) The speeches on Monday were too long which taxed the groups attention span after a long day. Whilst the viewpoints of the speakers was appreciated the format could have done with some re-arranging.
CROYDON PARK REVIEW OF CONFERENCE

Extension of workshops over 2 days instead of 1.

- suggestions of participants for workshops before conference.
- time slots allowed for discussion of workshops/issues arisen within groups - non task orientated.

Very helpful in meeting other people from other areas/awareness of the structure of PEP.

Other ideas evolved.

Groups jelled well.

A big thank you to all staff development and organizers from Croydon Park.
ELIZABETH-SALISBURY SYNDICATE CONFERENCE FEEDBACK

Great place to disseminate and generate information.

Good for developing relationships between courses and P.R.

Timing of Monday night speeches inappropriate.

Could have been more goal-oriented.

Poorly paced (too much input too quickly leading to early burn-out).

Heavy work-load

More 'group maintenance' could have been structured into the conference.

Would have liked to see more principals and superintendents here.

Devaluation of the cooperation we have achieved because of the absence of senior management.

Some goals of the conference over-ambitious.

The showers were hot.

Conference venue inappropriate (e.g. lack of boards, places to display information).

Would have liked detailed conference agenda earlier.

Elizabeth-Salisbury group met for the first time at this conference and we have undertaken for this to be an ongoing group for further regional initiatives.

We recommend that individual programme conferences be abolished and in their place a fullscale PEP conference be held at least annually.

*We have undertaken to involve students in aspects of the curriculum process. This group will meet again in March with interested students to organise activities for IYY.
GILLES PLAINS, TEA TREE GULLY AND MARLESTON FEEDBACK ON CONFERENCE

1. Timing of conference - towards end of course so recommendations can be implemented by the next course.

2. Length of electives - not long enough topics were meaty and couldn't really do justice to them.

3. Intensity of conference - heavy loading during day followed by lighter after dinner activities or vice versa.

4. Enabled exchange of experiences between experienced and newer staff in an informal manner - and for staff at all levels to meet each other.

5. Venue - excellent - set scene for informal conference - positive attitudes developed.
EVALUATION - ADELAIDE COLLEGE GROUP

1. It is valuable to bring people together - away from the workplace -
   - to facilitate discussion.
   - identify areas for cooperative arrangements.
   - to break down barriers, prejudices and defences.
   - to make useful contacts.

2. Bad timing - couldn't be at a worse time.

3. Role of staff-development sessions (Tuesday)
   - some thought were irrelevant to PEP issues.
   - some thought they were excellent while we're all here.

4. Programme - a 2 1/2 day programme could have achieved what we needed.

5. Some of us couldn't sleep; rowdiness in certain areas.

6. Smoking - ask who smokes when considering room allocation.

7. Pre-reading - a statement of each programme's aims, offerings and resources from PEP Unit.

8. Staff development workshops found to be excellent.
   Management of change, stress management, disabled access.

9. Venue - comfortable; outdoors; food excellent. Drinkers better catered for than non-drinkers!
More senior college management members should be present to fully appreciate the significance of recommendations and to add a further dimension to problems. There must be support at all levels in an organization to achieve an objective. All levels of H.O. and all levels of college staff.

Therefore applicants are required from all levels for best chance of achieving conference objectives.

Marketing of the conference must be appropriate to achieve this.

Factors which may help to overcome this -

- clearly specified conference objectives which are pertinent to all of the client group.
- adequate advance publicity and background reading.
- Sunday and Monday night inputs following substantial imbibing were unproductive.

Conference electives were well received and only criticism was that participants could have liked to attend more sessions.
FEEDBACK - GILLES PLAINS - TEE TREE GULLY - MARLESTON

1. Timing of conference excluded staff with valuable input.

2. More equitable intensity of pressures - relaxation breaks.

3. Valuable interchange of areas of activities.

4. Valuable to induction of new lecturers to the programs.

5. Venue - excellent atmosphere.
ELECTIVE PROGRAMME
ELECTIVE PROGRAMME

INTRODUCTION

In addition to offering an opportunity to receive information relating to the Commonwealth, State and Departmental perspective of PEP conference delegates were provided with an elective programme for Tuesday which allowed groups to form on the basis of interest in specific issues. The elective programme provided a range of experiences from information sessions to skills development workshops.

A total of 11 elective sessions were offered throughout the day each being repeated in four separate time slots so that all conference participants had the opportunity to attend the four sessions of highest priority to them.

The topics covered and the name and contact address of those who presented/facilitated the sessions are listed below:

Barriers to Learning
Ms. Madeleine Woolley, Equal Opportunities Unit, level 11, 31 Flinders Street, Adelaide 5000. (08) 227 4299.

Behaviour Management
Mr. Chris Smith, TAFE Staff Development Centre, Desmond Av., Marleston 5033 (08) 297 0033.

Computing Skills (NEC)
Ms. Mary Spencer-Smith, PEP Unit, level 12, 31 Flinders Street, Adelaide 5000. (08) 227 0897.

Curriculum Development
Ms. Lyn Ware, Curriculum Development Branch, level 12, 31 Flinders Street, Adelaide 5000. (08) 227 4096.

Disabled Access
Mr. Lloyd Bennetts, PEP Unit, level 12, 31 Flinders Street, Adelaide 5000. (08) 227 4199.

Literacy and Numeracy
Mr. Bob Wilson, Adult Literacy Unit, 221 Wakefield St., Adelaide 5000 (08) 223 2333.

Management of Change
Ms. Claire Bossley, TAFE Staff Development Centre, Desmond Av., Marleston 5033. (08) 297 0033.

Management of Stress
Mr. David Wells, TAFE Staff Development Centre, Desmond Av., Marleston 5033. (08) 297 0033.

Migrant Education
Ms. Amanda McKay and Mr. Richard Nelson, Croydon Park College, Goodall Av., Croydon Pk. 5008 (06) 45 9044.

Thinking Skills
Ms. Barbara Whittle, EPUY, level 12, 31 Flinders St., Adelaide 5000 (08) 227 0742.

Youth Participation
Mr. Chris Wilson, YACSA, 194 Morphett St., Adelaide 5000 (08) 212 5246.
The elective sessions ranged through information sessions, informal/formal discussion groups and skills development workshops. Information sessions such as "Curriculum Development", "Disabled Access" and "Youth Participation" are detailed over page. Information on the remaining sessions can be obtained by contacting the person listed above as the contact for each session.
PARTICIPATION EQUITY PROGRAMME

CONFERENCE

CURRICULUM RESEARCH AND DEVELOPMENT

WORKSHOP

FEBRUARY 1985
DEPARTMENT OF TECHNICAL AND FURTHER EDUCATION

SUMMARY OF EXISTING ACADEMIC PRACTICES AND PROCEDURES FOR TAFE 1-4 AWARDS (MARCH 1984)
(all steps imply a feedback loop)

This flowchart shows the course development process. The presence of one shadow screen indicates 2nd order information is available. The number in the top right hand corner indicates the sheet number containing this additional information. The presence of additional shadow screens indicates 3rd order information is available. The sheet numbers for this information are located on the Level 2, 2nd Order Information Sheet.
ACCREDITATION: Certification that the standards of a course are appropriate to the award to which it leads and that the content of delivery of the course are likely to achieve the purpose for which the course was or will be introduced.

STATUS OF CREDIT: Describes the relationship between the course and other courses within the organisation or courses offered by other institutions. It will list any transfer of credit arrangements. (e.g. DTA/FE/ED/HIGHER ED, ANY NCC ARRANGEMENTS, INTERSTATE CREDIT ANY CO-OPERATIVE VENTURES AND OTHER INSTITUTIONS).
ACCREDITATION OF THE FINAL CURRICULUM DOCUMENT

From Sheet 1

DDG Endorsed Curriculum Proposal

Accreditation Document to SACO TAFE

Accreditation Committee

SACO TAFE Accredits Curriculum Proposal

DG Advised of Accreditation

TEASA Formal Accreditation

Go to Sheet 1
TAFE Objectives for PEP

- Develop general and vocational skills for those in PEP and/or improve access to regular, mainstream TAFE courses.
- Improve student ability to assess options in TAFE and work.
- Improve consultation with community and Government Agencies serving the target groups.
- Establish close School-TAFE links.
- Develop credentialling to acknowledge achievement and to increase options.
- Develop counselling and student support.
- Professional development for TAFE teachers in PEP and increased understanding of target groups by all TAFE teachers.
- Evaluation.

CURRICULUM DEVELOPMENT AND RESEARCH

PROGRAMME AND COURSE PLANNING

All courses should comprise elements of five areas:

(1) BASIC SKILLS

Broad based transferable skills such as communication; numeracy, keyboarding, problem solving and other life and social skills which whilst not vocationally specific may be developed through vocational tasks.

(2) VOCATIONAL ORIENTATION

Students should be given a clear picture of the employment scene and the options available to them.

(3) SPECIFIC VOCATIONAL SKILLS

PEP courses which have employment as a major objective will encourage the acquisition of specific vocational skills. This should not be at the expense of the other course elements which have been identified. These courses should seek to cover a range of skills applicable to a number of related occupations rather than focusing narrowly on one or two specialised areas.

(4) PERSONAL DEVELOPMENT

A major objective of TAFE PEP is the encouragement of students to take responsibility for their own personal development. This should extend to student participation in decision making about PEP course development and implementation and the development of a range of personal and social skills. This aspect has strong links with the acquisition of basic skills (1). Where courses are designed for identified groups particular consideration should be given to their needs in this area, (e.g. ITT) but in no course should this component be left to chance.

(5) PLANNED AND INTEGRATED WORK EXPERIENCE

Students should be provided at the very least with simulated work experience, preferably with on-the-job work experience where it can be arranged through the co-operation of employers and unions. The objectives of work experience should be both in the area of vocational orientation (2) and skills enhancement (1) and (3).

The mix and depth of treatment will vary between courses and will depend on:-

- the educational, personal and training needs of particular groups of young people (i.e. subgroup within the target population) towards whom the particular course is directed
- the local labour market
- the existing educational programmes at the college concerned or nearby colleges with which the course could relate.
PEP
Age 15-24 yrs - Unemployed 4-12 months

(NORMAL ENTRY REQUIREMENT TO COURSES)

MAINSTREAM COURSES

TECH. CERT.
PRE-TEST YEAR 12

APPRENTICESHIP

PREVOC TRADE PRE-TEST YEAR 11

TAFE CERT.
YEAR 11

BRIDGING
CONTINUUM
TRANSITION

66 MODELS
MAINSTREAM COURSES
CURRICULUM DEVELOPMENT BRANCH

PARTICIPATION AND EQUITY PROGRAMME

COURSES DOCUMENTED

EPUY
Foundation

VOCATIONAL PREPARATION

Clerical Skills
Customer Contact
Industrial Machining (Clothing Industry)
Industrial Cutting (Clothing Industry)
Wool Industry
Baking Industry
Dairy Hands
Dental Studies
Food and Bar
Retail Sales
Retail Food Sales
Horse Hands
General Agriculture
Warehouse Personnel
Industrial Skills
Viticulture
Health Auxilaries

Introduction to Trade for Young Women
Introduction to New Technology for Young Women
PEP RESEARCH AND EVALUATION IN D.TAFE: SUMMARY OF OUTPUT

From 1980 to 1984 Research Branch provided a research and evaluation service directly to the Transition Education Unit. The products of this service are outlined below.

Reports from evaluation projects

Since 1980 Research Branch produced 15 publications and 6 unpublished reports on major transition education or PEP evaluation projects.

These reports are listed in Attachment 1.

Research and evaluation consultancy

Besides the major reports an ongoing information and consultancy service was provided to the Transition Education Unit. From late 1983 this service was manifested by over 20 documents forwarded to the Head of the Transition Education Unit for use by the Unit's staff and for field staff associated with the Unit's PEP activities. The information comprised:

- literature on "how to do evaluations"
- statistical and labour force information
- general information of relevance to PEP, obtained from international and local literature.

Examples of this material are shown in Attachment 2.

Obtaining copies

Copies of the published reports can be obtained from the South Australian TAFE Clearinghouse (Mrs R. Klar, Clearinghouse Officer, (08) 227 4299). Copies of the other, unpublished material can be obtained through Mr D. Houston, Curriculum Development Branch, 227 4928.
ATTACHMENT 1: MAJOR REPORTS

A. Published Reports

1. Davies, A.C; Kinnear, D.H; O'Neil, M.G. (1978)
THE UNEMPLOYED YOUTH PROGRAMME: ON EVALUATION
SA Department of Further Education, Adelaide

2. Frank, I (1980)
LINK COURSE EVALUATION 1980: CHRISTIAN BROTHERS COLLEGE
SA Education Department, SA Department of Further Education, Adelaide

LINK COURSE EVALUATION IN 1980: CROYTON PARK COLLEGE OF FURTHER EDUCATION
SA Education Department, SA Department of Further Education, Adelaide

SA Education Department, SA Department of Further Education

LINK COURSE EVALUATION 1980-81: AN INVENTORY OF LINK COURSES
SA Education Department, SA Department of Technical and Further Education, Adelaide

TRANSITION EDUCATION IN SOUTH AUSTRALIAN TAFE: A POLICY REVIEW. VOLUME I
Department of Technical and Further Education, Adelaide

LINK COURSE EVALUATION 1980: MINI CASE STUDIES: REPORTS ON FIVE LINK COURSES
SA Education Department, SA Department of Further Education, Adelaide

9. Grosvenor, J.S. and Metcalf, P.A. FEMALE PARTICIPANTS IN VOCATIONAL EDUCATION PROGRAMMES FOR TRADITIONALLY MALE TRADES: SMALL SCALE RESEARCH ON PERCEPTIONS BY STUDENTS AND STAFF
SA Department of TAFE, Adelaide (forthcoming)

INVESTIGATION OF LINK COURSES IN SOUTH AUSTRALIA: 1978-79 PROGRAMME
Department of Further Education, Adelaide

EVALUATION OF THE 1981 VOCATIONAL PREPARATION PROGRAMME
Department of Technical and Further Education, Adelaide.
EVALUATION OF THE 1982 TRANSITION  
EDUCATION STAFF DEVELOPMENT PROGRAMME  
SA Department of TAFE, Adelaide

EVALUATION OF THE TAFE COMPONENT OF THE  
SALISBURY CITY COUNCIL FOR JOB TRAINING AND  
JOB PLACEMENT PROGRAMME. S.A.  
Department of TAFE, Adelaide.

SOUTH EAST LINK COURSE EVALUATION 1980  
Department of Technical and Further  
Education, Adelaide.

EVALUATION OF THE 1981 PRE-VOCATIONAL  
(METAL AND ELECTRICAL TRADES)  
PROGRAMME  
Department of Technical and Further  
Education, Adelaide
B. Unpublished Reports


2. Metcalf, P.A. AN EVALUATION OF THE 1932 INTRODUCTION TO TRADES COURSES FOR YOUNG WOMEN


5. DTAFE, Research Branch DEMOGRAPHIC CHARACTERISTICS OF STUDENTS IN 1982 TRANSITION EDUCATION PROGRAMMES March 1984

6. DTAFE, Research Branch BACKGROUND AND PERSONAL CHARACTERISTICS DATA FROM 317 STUDENTS ENROLLED IN DTAFE PRE-VOCATIONAL COURSES (FIRST AND SECOND SEMESTER) 1984 October 1984
FOR INFORMATION: KARMEL - ON APPRENTICESHIP AND YOUTH EDUCATIONAL POLICY

In July an article on Peter Karmel's views on the Australian apprenticeship system appeared in the Times Educational Supplement and copies were circulated by Vern Ager and, later, by me. Pam Metcalf (Research Branch) has contacted Prof. Karmel's office and obtained the reference (copy attached) which gave rise to the Times' article:


The paper was presented as the Stawell Oration to the Medical Society of Victoria on 2 May 1984.

(J.S. GROSVENOR)
ACTING PRINCIPAL EDUCATION OFFICER

JSG/SG

13/9/84
Education and Training for Work and Living

PETER KARMEL
Australian National University

The weak position of teenagers in the labour market, the shift to service industries employing white rather than blue collar workers, the need for highly qualified workers, and the fight to improve the position of the disadvantaged make an increase in participation in post-compulsory secondary and tertiary education desirable. Increased participation in the senior years of high school should aim to give students opportunities to participate in the mainstream of economic and social activity. Revamped curricula should be seen as vehicles for achieving competency in communication—reading, writing, speaking, calculating, computing. They should involve intellectual effort and the acquisition of communication skills. The present apprenticeship system should be allowed to run down and be replaced by a comprehensive training scheme. In such a scheme, young people should be trainees and not employees. All employers should provide a proportion of places within their work-force for trainees. If more educational and training services are to be offered, it is important that all such services be offered in cost-effective ways. The continual pressure for resources to reduce class size and contact hours will place in jeopardy plans for widening educational opportunities. Top priorities should be for more resources to raise educational participation in post-compulsory schooling and tertiary education and to establish a rational training system, and for such reallocation of existing resources as is necessary to raise the minimum competencies to be achieved during compulsory schooling. Until these have been achieved, demands for richer provisions per teacher or per pupil should be postponed.

In this paper I shall direct attention to the relationship between education and training and the work people do and the way they live. My main purposes are to place the relevant issues in the context of the last decades of the 20th century and to suggest the broad directions in which we should move. I shall first examine the characteristic trends of the socioeconomic context. This context suggests that policies should be directed towards raising participation in education and reforming the arrangements through which we train much of our work-force. Finally I shall discuss briefly the problems of those who are least successful in our educational and training system, and I shall comment on the quantity of resources which we shall have to devote to education.

CONTEXT OF THE LAST DECADES OF THE 20th CENTURY

Work-force Participation

For many years now, working lives have been shortening. People start work later and they stop earlier. The trend towards later entry into the work-force has been going on for a considerable time as more young people have tended to stay in full-time education, but the tendency to retire earlier is a more recent
phenomenon. For example, while more than 90 per cent of men aged 55 to 59 years were in the work-force in 1971, the proportion is now less than 80 per cent; indeed barely more than 40 per cent of men aged 60 to 64 are at work or seeking work (Karmel, 1983, p. 268). Although there has been a substantial lift in the proportion of working women in the prime ages over the past 20 years or so, the tendency for later commencement and earlier retirement applies to women as well as to men.

Not only do people start work later and stop earlier, but full-time workers work fewer weeks in the year (more recreation leave, public holidays, long-service leave, sick leave, maternity leave, paternity leave) and fewer hours in the week; the trends towards more holidays and a shorter working week, although fitful, are inexorable. All these, combined with an increase in the expectation of life, result in people spending a smaller proportion of their waking hours in work. Since the beginning of the century, the number of hours worked, on the average, by a man over his working life has probably declined at the rate of about one-half per cent per annum—a decline of one-third over the whole period.

With people entering the work-force at higher ages, it is natural that they should be engaged in education prior to entering the work-force. Education is a worthwhile activity; if young people are not working, the argument for their participation in education is strong, particularly as education lays the foundation for the acquisition of the skills that will be needed for active working life. Not only this, but a rewarding use of leisure depends to a large extent on capacities that are developed through the educational system. Similarly, it is not unusual to find older people, who have retired, engaged in educational pursuits.

The changes in work-force participation of the past 20 years or so have also been accompanied by a rapid increase in part-time jobs and a move towards fractional full-time employment. These trends have imparted a flexibility into not only the work-force but the manner in which people are able to conduct their lives. People are able to combine part-time work and education; they are able to undertake, at the same time, jobs requiring different skills; and they are much less constrained in the way they are able to combine work, education, and leisure.

**Industrial-occupational Distribution**

The structure of the labour market has undergone major changes in the last 10 to 15 years (Karmel, 1983, p. 266). Manufacturing industry has suffered a sharp decline as an employer of the work-force, and agriculture has continued to decline. The offsets have been in an expansion in finance, property, and business services and in community services. These changes in the industrial structure have been reflected in changes in the occupations of employed persons. Professional and technical occupations have expanded considerably, and clerical ones have increased somewhat. These changes have been mainly at the expense of farming occupations and those involving tradesmen, process workers, and labourers. There has been a shift from producing goods to offering services, from blue to white collar jobs, from tradesmen to technicians.
During the 1970s, employment in agriculture, mining, and manufacturing fell from 34 per cent of the total to 26 per cent; 30 years ago the figure was 43 per cent. There is no doubt that this powerful trend will continue and that, with the quickening of technological progress, fewer people will be engaged in the traditional activities of primary and secondary production.

These shifts in industrial-occupational structure have clear implications for education. First, the expanding sectors of the economy are ones requiring a more highly qualified work-force. Secondly, much future employment will be in service industries. These industries involve dealing with people; here, communication skills are of the first importance and require a broad general education. Thirdly, the industrial-occupational changes which will take place in response to technological progress will require a greater acquisition of scientific and technical skills, and the up-dating of skills and the retraining of many members of the work-force on a continuing basis. A combination of more leisure for older people and the need to up-date skills and retrain will have a direct impact on educational provision for mature people as distinct from the young—the former to satisfy a demand for education for its own sake, the latter to maintain the educational capital of the work-force.

**Employment of the Young**

The shortage of jobs for young people is not a recent phenomenon, although it has been exacerbated by the lower levels of economic activity of the last decade. Since the mid-sixties, the number of full-time jobs for teenagers has been steadily declining. This has been associated with a requirement of employers for greater skill and more experience. The costs of employing young, inexperienced workers are high and the return to the work-force of older married women has supplied at least one alternative source. Whatever the precise configuration of reasons, young people have been increasingly locked out of the primary labour market and forced into a secondary market of dead-end, short-term, part-time jobs or into unemployment. In the mid-sixties, 70 per cent of those aged 17 had full-time jobs. The proportion is now less than 45 per cent (Australia. Commonwealth Tertiary Education Commission, 1983, p. 53); and this proportion is likely to decline further. Until about 10 years ago, the decline in job opportunities for the young was not reflected in increasing unemployment because retention at secondary school was rising. However, since the mid-seventies, the trend towards greater retention has reversed for boys and has been insufficient for girls to prevent substantial unemployment developing among teenagers. The unemployment rate for 15- to 19-year-olds is now about 25 per cent (Karmel, 1983, p. 269).

**Educational Participation**

As a long-run trend, retention in full-time education to the last years of secondary school has been rising. By the mid-1970s, approximately 35 per cent of young people remained to the final year of secondary school—a proportion which has remained fairly stable since then. While this proportion is a great deal higher than it was 30 years ago, it is comparatively low by international standards (Karmel, 1981, p. 8). Australia is well down the list of OECD coun-
tries in its participation of teenagers in full-time education (e.g. those aged 16-18 years in secondary schools). In particular, countries like the United States, Canada, and Japan hold more than twice the proportion of young people to the last year of high school.

Retention of students into the upper reaches of the secondary school is by no means uniform across Australia. There are wide differences among the States. For example, the ACT retains over 70 per cent of its young people to Year 12, while Tasmania retains only a little over 20 per cent. Similarly retention in non-Catholic, non-government schools is nearly 90 per cent whereas it is under 50 per cent in Catholic schools and under 30 per cent in government schools (Australia. Commonwealth Schools Commission, 1984, p. 14). Among individual government schools there are wide variations; in Victoria one quarter of the schools retains less than 30 per cent of students whereas another quarter retains more than about 50 per cent (Ainley, Batten, and Miller, 1984, p. 51). Variations in retention are closely related to the socioeconomic status of parents, to ethnic background, and to the location of a school. High retention rates are associated with a school area of high socioeconomic level, a high proportion of students with a non-English-speaking background, and a city rather than a rural country location. The nature of the curriculum offered by the school also affects retention (Ainley et al., 1984, p. 143).

The participation of young people in higher education is closely related to retention at secondary school, although a large proportion of people enrolling at universities and colleges of advanced education do not do so directly after leaving school. As with retention to the end of secondary school, participation in higher education rose strongly until the mid 1970s when it levelled off, and indeed fell for younger students. Again, Australian participation in higher education ranks comparatively low among OECD countries and is well below that in the United States, Canada, and Japan (Karmel, 1981, p. 9).

Apprenticeship Training

The relatively low levels of retention in the higher grades of secondary school in Australia must be interpreted against a background of the important role that apprenticeship has played in the training of tradesmen. In the last two years there has been a sharp decline in the number of new apprenticeships available, but two years ago the number of young people entering apprenticeship was significantly greater than the number of young people entering universities and colleges of advanced education direct from school. Indeed by age 19 about one-third of males had been or still were apprentices. Although apprenticeship is intended to be a training for a specific trade and therefore an entrée to that trade, the subsequent career patterns of qualified tradesmen indicate that many people use an apprenticeship as a more general training (Blandy and Wooden, 1984, p. 65). It follows that apprenticeship provides an alternative to senior secondary education and to a more formal education for large numbers of young men. These young men do not appear in the statistics under full-time education but under full-time employment. That few apprenticeships are taken up by women helps to explain the greater difficulty young women have in securing employment and why more young women than young men now complete secondary school.
This is an appropriate place to draw attention to the serious limitations of the apprenticeship system as a means of providing work-force training. In the first place, the system covers only the traditional trades, typically in such industries as metal-working and building. There is no coverage for the wide range of occupations in retail and wholesale trade, finance and banking, tourism and community services; these occupations are the very ones that have been, and may be expected to continue to be, expanding. Secondly, the system exhibits an extreme gender bias. Only about 7 per cent of apprenticeships are of women and most of these are in the hairdressing trade. The system is therefore out of touch with a society which is placing an increasing emphasis on the avoidance of sex discrimination. Thirdly, apprenticeship dates from an era when a master had several apprentices whom he supervised closely, for whom he was responsible, and who could expect experience in a wide range of tasks. Some major employers do provide excellent apprenticeship conditions, but many employers are unable or unwilling to do so and small employers may have difficulty in offering a sufficiently wide experience to apprentices.

Fourthly, in some industries it is difficult to attach apprentices to particular employers and it has been necessary to move into group schemes. Fifthly, the availability of apprenticeship depends on the state of the business cycle. When times are good and employers are busy, they wish to take on apprentices: but the apprentices may finish their training in a downturn when few jobs are available. On the other hand, during recession, fewer apprenticeships are available and there is likely to be a shortage of trained people when the upturn comes. Thus the system operates in a perverse fashion in relation to the supply of and the demand for skilled tradesmen. Sixthly, it is an expensive system for employers — indeed over the last decade employers have had to be subsidized to persuade them to indenture apprentices. The final objection is that it is difficult to supervise the education and training experiences being offered to apprentices; these are bound to be uneven from employer to employer.

RAISING EDUCATIONAL PARTICIPATION

In the middle of 1983, the Minister for Education and Youth Affairs (Senator the Honourable Susan Ryan) announced funding guidelines for the Commonwealth Education Commissions for 1984. These guidelines emphasized the Government’s policy ‘to encourage young people over the school leaving age to participate in useful and fulfilling education and training activities in school and TAFE’, and to ‘contribute to the goal of increasing participation in higher education’ (Australia. Department of Education and Youth Affairs, 1983, pp. 3, 10). The Commonwealth Government is therefore committed to a policy of raising educational participation.

This policy is an appropriate response to a situation in which full-time career-oriented jobs are becoming scarcer for young people and in which work-force participation will require higher levels of general education as well as technical and professional qualifications.

In the first place, education is a worthwhile activity in itself. The argument that a policy of increasing retention at secondary school is merely a device for reducing the statistics of unemployment misses the point. If employment op-
opportunities are not available for young people, alternative activities must be sought; participation in education is an alternative activity obviously preferable to idleness and the dole.

The trends in work-force participation, in the industrial-occupational structure, and in technological change are good reasons for promoting an expansion of educational activity. The evidence is clear that unemployment is concentrated among early school leavers and the least well qualified. To compete in the labour market, young people require an effective education. They also require a broad education for those areas of employment that are likely to expand in the decades ahead—in particular the service industries; and they need a better scientific education to operate in a world of high technology. Education is equally important for them if they are to enjoy the full the leisure opportunities that technological progress is likely to bring. We have been through a period in which there has been a tendency to under-value education, particularly non-vocational education; it is time again to assert the importance of education for work and living.

There is another reason for expanding educational opportunities. As pointed out earlier, there are wide differentials in the extent to which various schools retain their students to the senior years of secondary school. Those who leave early are particularly disadvantaged in the search for jobs and, when they obtain jobs, in the wages they receive. Those in the lowest socioeconomic groups, single-parent families, certain ethnic minorities, and Aboriginal people all suffer from disadvantages which tend to be perpetuated through relatively low levels of educational attainment and therefore an incapacity to break out of the cycle of poverty. The Commonwealth Government has addressed this particularly in its Participation and Equity Program which is aimed at raising the participation of disadvantaged groups in secondary education and TAFE (Australia. Department of Education and Youth Affairs, 1983, p. 15).

It is one thing to argue for an increase in educational participation, quite another to bring it about. No one, I hope, would suggest that young people should be forced to stay unwillingly in school. Such a policy would be self-defeating. It is, therefore, necessary to examine the factors affecting retention in secondary schools with a view to eliminating the large differentials in retention that occur from school to school. It appears that differences among retention rates are associated both with the environment in which the school is located (i.e. the nature of the student catchment) and with the curricula and organizational features of the school. The former is not capable of rapid modification, although attitudes of students, parents, and teachers should be amenable to change by appropriate community and political action. If participation in secondary education is to be raised, changes will also be necessary in curricula, in teaching methods, and in school structures. Curricula will have to be devised which will seize and retain the interest of many students for whom the present curriculum does not. Teaching methods may have to become more individualistic and more co-operative. Changes in school atmosphere may have to be made. Structures may have to be created that are not school-like. The possibility of two-year senior colleges, which appear to have been so successful in the ACT, should be considered.

In all this, it will be important for us to keep our eyes firmly on the objective.
The objective is not merely to fill in some years, occupying the time of young people when otherwise they would be unemployed—to treat school as a parking lot or a maturing vat. This may be one reason for the promotion of educational participation but it is not the objective. The objective must be to give all students opportunities to participate as adults in the mainstream of economic and social activity. Thus revamped curricula must be seen above all as vehicles for achieving competency in communication—reading, writing, speaking, calculating, computing. I therefore offer no apology for placing an emphasis on the importance of competency in these basic skills.

Many students have difficulty in coping with the academic curriculum of the traditional secondary school. This provides a reason for designing new curricula. However, it is not a reason for designing curricula which require students to make no intellectual effort and which do not contribute to the acquisition of communication skills. Disadvantaged students will be doubly disadvantaged if they are offered curricula of intellectual par which will, in fact, segregate them from the majority of students.

Many students appear to perceive vocational skills as more 'relevant' than academic subjects. This is understandable, but they should be made to see that the acquisition of basic communication skills is even more relevant to their lives than purely vocational skills. In all this, I want to emphasize the importance of achieving minimum competencies in a range of educational activities. We need to move from the traditional methods of examining and assessing students, in which we rank them and label the bottom third or half as failures. We need to put more emphasis on absolute standards, on what in the educational trade is called criterion referencing. We should, as a minimum, aim to raise the standards of most students to what are the present average standards. A similar point was made for the United Kingdom by Sir Keith Joseph, Secretary of State for Education and Science, in a speech at the North of England Education Conference, Sheffield, 6 January 1984:

I conclude that it is a realistic objective to try to bring 80-90% of all pupils at least to the level now... expected and achieved by pupils of average ability in individual subjects; and to do so over a broad range of skills and competence in a number of subjects.

In order to encourage young people to stay in school, financial support may be necessary in some cases. The Secondary Allowance Scheme already offers such support, although it is small in magnitude and its means-testing severe. However, the evidence appears to be that financial pressure is a relatively unimportant reason for leaving school (King, 1984, p. 99). Additional financial assistance may be necessary only in a rather limited range of cases.

Participation in higher education is closely related to retention to the completion of secondary school. Those who drop out of secondary school early seldom proceed to higher education, although universities and colleges of advanced education now offer non-traditional modes of entry to assist such people. In the final year of high school, disadvantaged groups in the community are under-represented and this under-representation carries forward into higher education (Australia. Commonwealth Tertiary Education Commission, 1984, paras. 3.11, 3.12). It follows that, if a policy to raise retention in secondary school is
successful, increased participation in higher education is likely to take place. Some of those seeking entry will have studied new curricula which differ from the traditional academic secondary school subjects. Tertiary institutions will need to accept alternative entry qualifications. Again, this underlines the need for new curricula to be vehicles for the acquisition of basic skills. There is no point in a policy which brings people to the threshold of tertiary education and then denies them the possibility of success, not because of the entry requirements of the institutions, but because of lack of competency to deal with the courses offered by the institutions. However far the secondary syllabus moves away from traditional methods and subjects, there is no place for soft options if there is to be a genuine equality of educational opportunity.

TRAINING

Although I have distinguished between education and training in the title of this paper, the distinction is not a very useful one. The term ‘training’ tends to be used in relation to the acquisition of specific skills. Education in its broadest sense is directed towards the development in the individual of the capacity to communicate, to make critical judgments, and to understand the society and culture in which he or she lives. Vocational education is part general education and part training. The word ‘training’ is used in this section to refer to the acquisition of occupational skills other than in formal educational institutions.

If the policy of increasing retention in secondary schools is successful, most young people will complete at least 11 and probably 12 years of schooling. A substantial proportion of these (perhaps 50 per cent) will then proceed to full-time tertiary education and undertake formal courses in formal institutions—universities, colleges of advanced education, and technical and further education colleges. The remainder will wish to undertake training within industry or commerce rather than exclusively at educational institutions. Some of these will obtain full-time jobs. The others should have available to them opportunities in a properly organized training scheme. I envisage that such a training scheme will ultimately replace the present apprenticeship system with all the shortcomings outlined above.

Such a training scheme would rest on two foundations. First, the young people concerned would be trainees (students) and not employees. In this respect it would differ sharply from the existing apprenticeship arrangements which regard apprentices as employees. Secondly, employers would be expected to provide places within their work-force for a proportion of young people: they would be required to have a work-force with a reasonably balanced age distribution. On these foundations, the training system which I would advocate for the end of the 20th century would have the following characteristics.

Employers, private and public, would be expected to make available a number of places in their organizations either for the full-time employment of young people or for trainees. Since the average working life is equivalent to about 30 years of full-time employment (at present about 40 years for men and 20 for women), and on the assumption of a three-year training period, an appropriate proportion of young people within the total of employees would be in the order of 10 per cent. This requirement might be achieved by agreement or
it could be made enforceable at law; if this were done, firms employing less than 10 persons would, of course, have to be exempt.

Trainees would be paid training allowances not wages. The allowances would be similar to those paid under the Tertiary Education Allowances Scheme; they would therefore be significantly lower than the wages at present paid to apprentices or juniors. The allowances might have to be widened wholly or in part by the government. The direct cost of this to the government would be considerable, but it would be offset by savings from unemployment benefits and from many of the present manpower schemes. Government subsidy for on-the-job training in industry and commerce would correspond to government provision of tertiary education in formal institutions.

The trainees would be expected to spend about half of their time obtaining on-the-job practical experience (and in doing so contributing to the work of their employer) and about half in more formal education and training. This could be given in technical and further education colleges, special institutions, or even, in the case of large employers, in-house schools. Provisions would have to be made for supervision of these arrangements to ensure that employers were offering adequate training experiences and that trainees were responding appropriately. Provision would also have to be made for assessment and certification.

A training system of this kind would overcome the limitations of the present apprenticeship arrangements. It could be made to cover a wide variety of industries and occupations; it would not exhibit gender bias; it would ensure adequate training experiences through a system of supervision; it would eliminate the dependence of apprenticeship opportunities on the state of business; it would be more responsive to manpower requirements; and it would not be as costly to employers. Such a radical change of training arrangements could not be achieved overnight. There would be opposition from entrenched interests among employers and trade unions, and the new arrangements would have major implications for industrial relations—for example, in respect of the employment of juniors. The apprenticeship system could not be abandoned, but it should not be extended in its present form and it should be allowed to run down. The new arrangements might have to be introduced industry by industry; public sector industry in particular could play an important role.

If retention in secondary education and participation in tertiary education were lifted in the ways outlined earlier, and if a training system of the kind suggested were implemented, the pattern of activities of young people would be transformed. The trend towards fewer job opportunities in career-oriented full-time employment of the young would continue but young people would, for the most part, be engaged either in full-time education or in training. Some of those in full-time education might also be in part-time employment of a casual kind; and those engaged in training would be combining formal education with practical on-the-job training. The number of young people registered as unemployed would be much reduced. Such a scenario implies the rationalization of the various schemes for the financial support of the young and for the subsidization of their employment.
LOW EDUCATIONAL ATTAINMENT

The position in the labour market of those with low educational attainment has greatly deteriorated over the past 20 or 30 years. A generation ago many people left school at the age of 13 or 14 years; early school leavers were not a peculiar minority. Moreover there were unskilled jobs available for young people—on farms and in factories for boys and in domestic work, factories, and shops for girls. These jobs have largely disappeared. Those with low attainment are in an especially disadvantageous position in the labour market. Low achievers drop out of school early and have high unemployment rates; they are disproportionately employed in low-skilled and low-paid occupations.

In our society we may now have a group of people whose productivity is lower than the socially acceptable minimum wage. Such people will not find employers willing to engage them. Proposals to raise educational participation and to institute a modified system of training may not cope with the plight of the bottom 10 or 20 per cent in school attainment. We shall, therefore, be faced either with taking steps to raise the educational standards of this group or with occupying it in sheltered, that is, subsidized, employment.

Faced with this choice, the preferable alternative is clearly to operate through the educational system. To do this, emphasis must again be placed on standards of minimum competency. In this, the role of primary schools may well be more important than that of secondary. There will always be a small proportion of children who for reasons of physical or mental handicap reach only low standards of attainment. However, for the rest, it would be a reasonable expectation that all children leaving primary school should emerge with certain minimum standards in communication skills. During the past decade, government primary schools have enjoyed a 60 per cent increase in real operating resources per student (Australia. Commonwealth Schools Com- mission, 1984, p. 50). This should have enabled teachers to pay more attention to individual pupils and to ensure that minimum standards are reached by virtually all of them. The community should clarify its expectations of teachers, just as teachers should clarify the expectations they hold for their pupils. It is simply not good enough that significant numbers of children enter secondary school without the skills to cope with secondary studies.

RESOURCES

Policies to raise educational participation and to improve training arrangements will require additional resources. If retention at secondary school throughout Australia were raised to the levels of the ACT (76 per cent in Year 11 and 73 per cent in Year 12), Year 11 enrolments would increase by about 30 per cent and Year 12 enrolments would double: expenditure on school education would increase by about 7 per cent. If participation of young people in tertiary education followed this, enrolments in tertiary education would increase by about 50 per cent and expenditure likewise. A training system to cover 300 000 (double the number of apprentices in the peak year of 1982) might cost $600 m.

These are considerable sums, and they do not include allowances for the additional students and trainees. However, the latter would be offset to a signifi-
cant extent by savings on unemployment benefits and employment subsidy schemes. In any event, the many schemes of financial support for young people require rationalization; in this process, attention should be paid to methods of funding, including the possibility of raising funds through tertiary tuition fees.

It is important, however, to place this expenditure in perspective. Expenditure on education rose sharply in the several years following 1973-74. By 1977-78 expenditure on education had reached 6.3 per cent of gross domestic product. In the same year, Australia was in the middle of OECD countries in respect of public sector current expenditure on educational services. Australia is only a medium spender on education. Since 1977-78, expenditure on education has been constrained and the proportion of gross domestic product devoted to education has declined to 5.9 per cent (Australian Bureau of Statistics, 1984, p. 4). Expenditures of the magnitude mentioned above would raise this proportion by about 1.4 percentage points to 7.3 per cent—-not an inordinately high figure.

The increase in the proportion of gross domestic product devoted to education that will be required is a reflection of the trend away from producing goods to offering services. Such a trend implies greater employment in industries such as finance, tourism, and entertainment. It will also be manifested in the provision of educational, health, and welfare services. Most of these latter services are offered by, or at least funded by, the public sector. They will therefore make increasing demands on the budget. It is widely recognized that there is a strong case for taxation reform. However, to suppose that such reform could be accompanied by a reduction in the overall incidence of taxation runs contrary to underlying social and economic trends.

The increase in expenditures resulting from the proposed policies would not take place in one year. Indeed the increases in educational participation and the institution of new training arrangements would have to be phased in over a fairly long period, say a decade. To raise the proportion of gross domestic product spent on education and training over a decade by 1.4 per cent would not be an impossible task.

If the provision for education and training is to be broadened in the manner proposed, it will be difficult to find resources to support any betterment of the present levels of provision. Over the past decade there have been considerable improvements in the per pupil resources available in schools. For example, over the period 1973-74 to 1981-82, real recurrent expenditure per pupil in government schools increased by about 50 per cent, and from 1976 to 1981 real recurrent expenditure per pupil in most non-government schools increased by about 20 per cent (Australia. Commonwealth Schools Commission, 1984, pp. 50-3). (Real recurrent expenditure per student in universities and colleges of advanced education has actually declined by about 8 per cent over the same period (Australia. Commonwealth Tertiary Education Commission, 1981, pp. 65, 70; 1984, pp. 28-9)).

Clearly it will not be possible to continue to raise per pupil resource standards in schools, or even perhaps to restore standards in higher education, at a time when educational participation is increasing significantly. It follows that, if more educational and training services are to be offered, it is important that all such services be offered in cost-effective ways; the continual pressure for
smaller class sizes, less contact hours, and more resources per pupil will place in jeopardy plans for widening educational opportunities.

My priorities are for more resources to raise educational participation in post-compulsory schooling and tertiary education and to establish a rational training system, and for such reallocation of existing resources as is necessary to raise the minimum competencies to be achieved during compulsory schooling; until these have been achieved, demands for richer provisions per teacher or per pupil will have to be postponed.

REFERENCES


ACKNOWLEDGMENT

This paper was delivered as the Stawell Oration to the Medical Society of Victoria on 2 May 1984.

AUTHOR

Emeritus Professor Peter Karmel is the Vice-Chancellor of the Australian National University, Canberra, ACT 2600.
Dear Marianne,

Attached is a copy of a pro-forma for describing computer software items.

It has been made available from ACER through the S.A. Institute for Educational Research. It might be useful for your project on computer resource units. Photocopying is authorised.

Yours sincerely,

[Signature]

(J.S. Grosvenor)
EDUCATION OFFICER (RESEARCH)
EDUCATIONAL CONSIDERATIONS:

<table>
<thead>
<tr>
<th>Role of the computer</th>
<th>Did you use the computer in your instruction?</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Did you use the computer in your instruction?</td>
</tr>
</tbody>
</table>

**Comments if you wish:**

- Supportive materials
- Handouts
- Instructor's notes
- Other

**Program Name:**

- Program Name
- Date of Review
- Source

**Curriculum Area:**

- Curriculum Area
- System Requirements

**Abstract:**

- Abstract

**Comments:**

- Comments

**Level of Teacher Involvement:**

- Level of Teacher Involvement
- Leveled drill
- Drill
- Appropriate
- Inappropriate

**Fluency of Application:**

- Fluency of Application
- Maximum
- Minimum
- Very flexible

**Response modes required:**

- Response modes required
- Multiple choices for response
- Yes
- No

**Applicability to the Curriculum:**

- Applicability to the Curriculum
- Appropriate
- Inappropriate

**Feedback:**

- Feedback
- Immediate
- Delayed
- Immediate
- Delayed

**Supportive routines:**

- Supportive routines
- Multiple choice for program
- Individual
- Group
- Both

**Evaluation:**

- Evaluation
- High
- Low
- High
- Low
### Tone of communication
- Friendly
- Neutral
- Condescending
- Sarcastic

### Reading ability
- Suitable for suggested level
- Too high for suggested level
- Too low for suggested level

### Appropriateness of graphic displays
- Suitable for suggested level
- Too complex for suggested level
- Too simplistic for suggested level
- No graphics included

### Screen layout
- Well designed/balanced screens
- Poorly designed/unbalanced screens

### Program sequence
- Level mastery
- Same for each student
- Random conditions
- Provision for branching
- Start-stop
- Start-stop-continue

### Record keeping
- For students and teachers
- For teachers only
- Print-out facility available
- No records kept

### Motivational effect
- High motivational effect
- Medium motivational effect
- Low motivational effect

### Extra materials
- Teachers' guide
- Students' guide
- Program users' guide
- Other (please specify)

### General comments

### COMPUTER-BASED CONSIDERATIONS

#### System requirements (see page 1)

#### Peripherals required (see page 1)

#### Operational ease
- Reliable
- Efficient error handling
- Easy to operate
- Difficult to operate

#### Documentation
- Program listing
- Program users' guide
- Information on variables
- Flow chart
- Algorithm explained

#### General comments on operating efficiency

---

![Image](https://via.placeholder.com/150)
Features

5 IA Teachers: Supply and Demand
by Rex Miller and Mark R. Miller

14 Interactive Video: Part Two
by Jim K. Tanoko

17 An Alternative for Teaching
Construction Layout
by Wayne H. Zook and Wayne D. Andrews

22 Teach More Than Skills and Knowledge
by Richard Goeltz

Departments

8 Feifer’s Stand
by John Feifer

26 Product Guide

42 Classified

IN D U S T R I A L
EDUCATION
January 1984
Vol. 73, No. 1

Features

Our cover this month features a Rhino Robot which is being used as a primary teaching tool at the ITT Technical Institute in Ft. Wayne, Indiana.

Departments

8 Feifer’s Stand
by John Feifer

26 Product Guide

42 Classified

IN D U S T R I A L
EDUCATION
January 1984
Vol. 73, No. 1

Features

Our cover this month features a Rhino Robot which is being used as a primary teaching tool at the ITT Technical Institute in Ft. Wayne, Indiana.

Departments

8 Feifer’s Stand
by John Feifer

26 Product Guide

42 Classified

IN D U S T R I A L
EDUCATION
January 1984
Vol. 73, No. 1

Features

Our cover this month features a Rhino Robot which is being used as a primary teaching tool at the ITT Technical Institute in Ft. Wayne, Indiana.

Departments

8 Feifer’s Stand
by John Feifer

26 Product Guide

42 Classified

IN D U S T R I A L
EDUCATION
January 1984
Vol. 73, No. 1

Features

Our cover this month features a Rhino Robot which is being used as a primary teaching tool at the ITT Technical Institute in Ft. Wayne, Indiana.

Departments

8 Feifer’s Stand
by John Feifer

26 Product Guide

42 Classified

IN D U S T R I A L
EDUCATION
January 1984
Vol. 73, No. 1

Features

Our cover this month features a Rhino Robot which is being used as a primary teaching tool at the ITT Technical Institute in Ft. Wayne, Indiana.

Departments

8 Feifer’s Stand
by John Feifer

26 Product Guide

42 Classified
Teach More Than Skills and Knowledge

by Lyndall L. Lundy

Industrial Education teachers spend a great deal of time selling and showing students how to use tools, machines, and equipment of industry. At the same time, they teach a wealth of related technical information. Students learn how to correctly use tools, various electronic devices, and other information, but they also need to be learning some common-core worker attitudes.

Simko states, in a brochure for the United States Steel Corporation on worker success, that "... pride in daily work," is a very important attribute. He further states, "... To program a machine is no problem, but man cannot be put into a predetermined sequence by programming a control tape." In other words, there is more to preparing people for work in a technological society than simply giving them production skills.

Business and industry want people they can depend on. Chace and Epstein indicate that there is a "growing number of adult workers who are dysfunctional. At least 6 percent of the workforce are alcoholics, costing the economy over $32 billion per year in lost production." In addition, others have drug dependencies that make them less productive and dependable.

In 1982, the University of Wyoming Vocational Education faculty conducted a survey of Wyoming's business and industries. One of the objectives of this survey was to determine common-core worker attitudes desired by business/industry. In that survey, respondents were asked to indicate the qualities and attitudes that they preferred of all their workers. Data on workers' productivity from 215 companies are summarized in Table 1. This table shows the number of times certain statements were made by employers relative to desirable work habits, knowledge, and attitudes. The four most frequently mentioned items were good work habits, productivity, product/company knowledge, and dependability/responsibility. In brief, Table 1 shows that business and industry employers in Wyoming are looking for employees with positive attitudes toward work or attitudes that will lead to greater productivity.

### TABLE I

<table>
<thead>
<tr>
<th>WORKER PRODUCTIVITY</th>
<th>NUMBER OF STATEMENTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>WORK HABITS AND KNOWLEDGE</td>
<td>118</td>
</tr>
<tr>
<td>Productivity</td>
<td>101</td>
</tr>
<tr>
<td>Productivity/Company Knowledge</td>
<td>72</td>
</tr>
<tr>
<td>Initiative, Conscientious</td>
<td>55</td>
</tr>
<tr>
<td>Work Without Supervision</td>
<td>54</td>
</tr>
<tr>
<td>Self-Image, Positive, Self-Esteem</td>
<td>43</td>
</tr>
<tr>
<td>Organized, Efficient, Manage Time</td>
<td>39</td>
</tr>
<tr>
<td>Understand Profit Motive</td>
<td>39</td>
</tr>
<tr>
<td>Work Under Pressure</td>
<td>39</td>
</tr>
<tr>
<td>TOTAL WORK HABITS AND KNOWLEDGE</td>
<td>540</td>
</tr>
<tr>
<td>Dependable, Responsible</td>
<td>72</td>
</tr>
<tr>
<td>Honest</td>
<td>72</td>
</tr>
<tr>
<td>Punctual, Good Attendance</td>
<td>57</td>
</tr>
<tr>
<td>Loyal</td>
<td>33</td>
</tr>
<tr>
<td>Flexible</td>
<td>19</td>
</tr>
<tr>
<td>Confidential</td>
<td>14</td>
</tr>
<tr>
<td>Serious, Businesslike</td>
<td>7</td>
</tr>
<tr>
<td>TOTAL WORK ATTITUDES</td>
<td>266</td>
</tr>
<tr>
<td>TOTAL DESIRABLE PRODUCTIVITY, ATTRIBUTES CITED</td>
<td>806</td>
</tr>
</tbody>
</table>

*Average number of attributes stated per company = 3.8 (806 + 215)

### TABLE II

<table>
<thead>
<tr>
<th>PERSONAL ATTRIBUTES</th>
<th>NUMBER OF STATEMENTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Appearance (Clean, Neat, Appropriate)</td>
<td>114</td>
</tr>
<tr>
<td>Trained (Willing to Learn)</td>
<td>84</td>
</tr>
<tr>
<td>Personable (&quot;Good&quot; Personality, Likeable)</td>
<td>77</td>
</tr>
<tr>
<td>Motivated (Self-Actualized)</td>
<td>46</td>
</tr>
<tr>
<td>Pride (In Own Quality Work)</td>
<td>44</td>
</tr>
<tr>
<td>Self-image (Positive, Self-Esteem)</td>
<td>38</td>
</tr>
<tr>
<td>Intelligent (Common Sense, Practical, Uses Own Mind)</td>
<td>37</td>
</tr>
<tr>
<td>Ambitious (Interested in Self-Development, Advancement)</td>
<td>34</td>
</tr>
<tr>
<td>Positive Attitude (Toward Self, Others, Work, General Outlook)</td>
<td>34</td>
</tr>
<tr>
<td>Decisive (Solve Problems, Etc.)</td>
<td>22</td>
</tr>
<tr>
<td>Creative</td>
<td>18</td>
</tr>
<tr>
<td>Sincere</td>
<td>15</td>
</tr>
<tr>
<td>Sense of Humor</td>
<td>8</td>
</tr>
<tr>
<td>TOTAL PERSONAL ATTRIBUTES CITED</td>
<td>573</td>
</tr>
</tbody>
</table>

*Average number of Personal Attributes stated per company = 2.66 (572 + 215)
More Than Skills

Table II deals with personal attributes desired by Wyoming's business and industry employers. The four most frequently mentioned desirable personal attributes were appearance (clean, neat, appropriate), trainable (willing to learn), personable ("good" personality, likeable), and motivated (self-actualized). A sense of humor was mentioned as being least important.

Now, what are the implications for industrial education teachers? I believe that this bit of research, although limited in scope, has two important implications for industrial education teachers across the country.

First, employers are saying in one state at least, that worker productivity is interrelated with worker attitudes, work habits and knowledge. Industrial education teachers in the secondary schools must now forget that there is a great need for preparing young people in their respective classes with good work habits. Students need to be taught such things as honesty, punctuality, regular attendance, productivity and conscientiousness. Most of these attributes can be taught and certainly encouraged in the industrial education shop environment. A system of rewards and penalties need to be fairly administered to encourage students to develop desirable work characteristics. To do this, we must teach and require such standards of behavior demanded by businesses/industry is to do the students and society a disservice.

Second, potential workers need several personal attributes. Among the most important are: 1) dressing appropriately, 2) willing to learn their job, 3) being personable, 4) taking pride in their work, and 5) being willing to do an honest day's work for a day's pay.

Many educators feel that the disciplines of industrial education need to stress more pre-vocational or general education concepts. At least two of the important needs of youth could be met this way:

1. Learn respect for others and cooperation.
2. To grow, think, and understand rationally.

The attitudes and feelings of employees determine to a large degree their success on the job. The attitudes of the instructor have a great influence upon the students who will become employees of business and industry. The proper attitude should be displayed by the instructor which will, in turn, be perceived and developed by the students.

In summary, ways must be found to develop in students proper work habits, knowledge and/or attitudes. Employers want productive workers. Industrial education teachers have a unique opportunity through their quasi-business/industry setting to teach valuable worker attributes.

A worker in a cabinet manufacturing plant. Workers like this person need more than skills and knowledge.

REFERENCES

LABOUR FORCE CHARACTERISTICS OF
THE 15-24 YEAR OLDS IN AUSTRALIA (1984 Data)

General Comments

1. Unemployed In Each State

   South Australia has 9.41% of the unemployed 15-24 year olds in Australia. This is the fourth highest unemployment rate among this age group in Australia. The range is 1.47% to 36% (N.S.W.). See Table I.

2. Labour Force In Each State

   South Australia has 8.95% of the 15-24 year olds in the Australian labour force (see definition sheet). This is the fifth highest component of the Australian labour force in this age group. The range is 1.46% (A.C.T.) to 33.66% (N.S.W.). See Table II.

3. Distribution of 15-24 year olds

   South Australia contains 8.71% of the 15-24 year olds in Australia. This is the fifth largest component of this age group in Australia. The range is .95% (N.T.) to 3.80% (N.S.W.). See Table III.

4. Proportion of Unemployed to Labour Force

   17.11% of 15-24 year olds in the labour force in South Australia are unemployed. This is the third highest level of unemployment among the States, and is above the Australia wide figure of 16.28%.

   Although S.A. is ranked fifth in relation to the number of 15-24 year olds in each State, it has the third highest unemployment rate relative to the labour force figures.

5. Proportion of Unemployed to Population of 15-24 year olds

   12.51% of 15-24 year olds in the population of S.A. are unemployed. This is the second highest level of unemployment (to population of 15-24 year olds) in Australia. The range is 10.26% (VIC) to 13.94% (TAS). It is important to note that the "population" includes the labour force plus all other 15-24 year olds in each State.
LABOUR FORCE CHARACTERISTICS
OF THE 15-19, 20-24 YEAR OLDS IN AUSTRALIA

General Comments (Refer to tables for figures).

1. Unemployed in Each State
   - South Australia has 9.5% of the unemployed 15-19 year olds in Australia. This is the fourth highest unemployment rate among this age group in Australia. The range is 1.64% (A.C.T.) to 36.88% (N.S.W.). See Table 1.

   - South Australia has 13.4% of the unemployed 20-24 year olds in Australia. This is the fourth highest unemployment rate among this age group in Australia. The range is 1.18% (A.C.T.) - 35.95% (N.S.W.). See Table 1.

2. Labour Force In Each State
   - South Australia has 9.22% of the 15-19 year olds in the Australian Labour Force (see definition sheet). This is the fifth largest component of the labour force, in this age group in Australia. The range is .65% (N.T.) to 33.02% (N.S.W.). See Table II.

   - South Australia has 8.75% of the 20-24 year olds in the labour force. This is the fifth largest component of the labour force in this age group in Australia. The range is .77% (N.T.) to 34.11% (N.S.W.). See Table II.

3. Distribution of 15-24 Year Olds
   - South Australia has 8.74% of the 15-19 year olds in Australia, the fifth largest component of this age group in Australia. The range is 91% (A.C.T.) to 33.2% (N.S.W.).

   - South Australia has 8.69% of the 20-24 year olds in Australia, the fifth largest component of this age group in Australia. The range is 15.99% (A.C.T.) to 34.32% (N.S.W.).

   - The distribution of unemployment and the labour force generally have similar frequency distributions to the population distributions of 15-19, 20-24 year olds among the States and Territories. (See Table I, II, III).
4. Percentage of the 15-19, 20-24 Labour Force that are Unemployed

21.15% of 15-19 year olds in the labour force, in South Australia are unemployed. This is the fourth highest proportion in Australia. The range is 17.49% (QLD.) to 28.11% (TAS.). Some of the less populated States have a significantly higher proportion of unemployed in the 15-19 year old labour force sector:

14.08% of the 20-24 year olds in the labour force, in South Australia are unemployed. This is the third highest percentage in Australia and slightly above the figure for the whole of Australia (13.27%). The range is 10.12% (A.C.T.) to 15.36% (QLD.)

5. Percentage of 15-19, 20-24 Year Olds In The Labour Force

63.58% of 15-19 year olds in South Australia are in the labour force. Only Queensland and Western Australia have higher figures. The range is 66.75% (W.A.) to 42.75% (N.T.).

83.70% of 20-24 year olds in South Australia are in the labour force. Only Victoria and A.C.T. have higher figures. The range is 84.42% (A.C.T.) to 63.64% (N.T.).

6. Unemployed in 15-19, 20-24 Year Age Groups as a Percentage of Population In Each Age Group

13.45% of 15-19 year olds in South Australia are unemployed, the third highest proportion in Australia. The range is 10.86% (VIC.) to 16.35% (TAS.)

11.59% of 20-24 year olds in South Australia are unemployed, the third highest percentage in Australia. The range is 8.54% (A.C.T) to 12.33% (QLD.).

The proportion of unemployed in each age group, in South Australia is higher than the Australia-wide figures. (See Table VI).

Although S.A. is ranked fifth in relation to the number of 15-19 and 20-24 year olds, it has the third highest proportion of unemployed in each age group. It is important to note this ranking is based on a comparison of unemployment with the population not the labour force.
### TABLE I

**NUMBER AND PERCENTAGE OF 15-19, 20-24 YEAR OLDS UNEMPLOYED, FOR EACH STATE AND TERRITORY, RELATIVE TO AUSTRALIAN SITUATION, MAY 1984**

<table>
<thead>
<tr>
<th>State or Territory</th>
<th>Unemployed 15-19 (000's)</th>
<th>%</th>
<th>Unemployed 20-24 (000's)</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>NEW SOUTH WALES</td>
<td>58.6</td>
<td>36.88</td>
<td>51.8</td>
<td>35.95</td>
</tr>
<tr>
<td>VICTORIA</td>
<td>37.6</td>
<td>23.66</td>
<td>33.9</td>
<td>23.53</td>
</tr>
<tr>
<td>QUEENSLAND</td>
<td>24.2</td>
<td>15.23</td>
<td>26.6</td>
<td>18.46</td>
</tr>
<tr>
<td>SOUTH AUSTRALIA</td>
<td>15.1</td>
<td>9.50</td>
<td>13.4</td>
<td>9.30</td>
</tr>
<tr>
<td>WESTERN AUSTRALIA</td>
<td>14.7</td>
<td>9.25</td>
<td>12.3</td>
<td>8.54</td>
</tr>
<tr>
<td>TASMANIA</td>
<td>6.1</td>
<td>3.84</td>
<td>4.4</td>
<td>3.05</td>
</tr>
<tr>
<td>NORTHERN TERRITORY</td>
<td>N.A.</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>A.C.T.</td>
<td>2.6</td>
<td>1.64</td>
<td>1.7</td>
<td>1.18</td>
</tr>
<tr>
<td>AUSTRALIA</td>
<td>158.9</td>
<td>100.0%</td>
<td>144.1</td>
<td>100.0%</td>
</tr>
</tbody>
</table>

*Source: Base data supplied by A.B.S.*

### TABLE II

**NUMBER AND PERCENTAGE OF 15-19, 20-24 YEAR OLDS, IN THE LABOUR FORCE, FOR EACH STATE AND TERRITORY - MAY 1984**

<table>
<thead>
<tr>
<th>State or Territory</th>
<th>Labour Force: 15-19 (000's)</th>
<th>%</th>
<th>Labour Force: 20-24 (000's)</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>NEW SOUTH WALES</td>
<td>255.8</td>
<td>33.02</td>
<td>370.5</td>
<td>34.11</td>
</tr>
<tr>
<td>VICTORIA</td>
<td>193.4</td>
<td>24.96</td>
<td>294.1</td>
<td>27.08</td>
</tr>
<tr>
<td>QUEENSLAND</td>
<td>138.4</td>
<td>17.86</td>
<td>173.2</td>
<td>15.95</td>
</tr>
<tr>
<td>SOUTH AUSTRALIA</td>
<td>71.4</td>
<td>9.22</td>
<td>95.2</td>
<td>8.76</td>
</tr>
<tr>
<td>WESTERN AUSTRALIA</td>
<td>78.7</td>
<td>10.16</td>
<td>99.0</td>
<td>9.11</td>
</tr>
<tr>
<td>TASMANIA</td>
<td>21.7</td>
<td>2.80</td>
<td>29.0</td>
<td>2.67</td>
</tr>
<tr>
<td>NORTHERN TERRITORY</td>
<td>5.0</td>
<td>.65</td>
<td>8.4</td>
<td>.77</td>
</tr>
<tr>
<td>A.C.T.</td>
<td>10.3</td>
<td>1.33</td>
<td>16.8</td>
<td>1.55</td>
</tr>
<tr>
<td>AUSTRALIA</td>
<td>774.7</td>
<td>100.00%</td>
<td>1086.2</td>
<td>100.00</td>
</tr>
</tbody>
</table>

*Source: Base data supplied by A.B.S.*
TABLE III
DISTRIBUTION OF 15-19, 20-24 YEAR OLDS IN AUSTRALIA, BY EACH STATE AND TERRITORY, MAY 1984

<table>
<thead>
<tr>
<th>State or Territory</th>
<th>Total Population: 15-19 No. (000's)</th>
<th>%</th>
<th>Total Population: 20-24 No. (000's)</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>NEW SOUTH WALES</td>
<td>427.4</td>
<td>33.26</td>
<td>456.5</td>
<td>34.32</td>
</tr>
<tr>
<td>VICTORIA</td>
<td>346.3</td>
<td>26.95</td>
<td>350.3</td>
<td>26.33</td>
</tr>
<tr>
<td>QUEENSLAND</td>
<td>211.8</td>
<td>16.48</td>
<td>215.7</td>
<td>16.22</td>
</tr>
<tr>
<td>SOUTH AUSTRALIA</td>
<td>112.3</td>
<td>8.74</td>
<td>115.6</td>
<td>8.69</td>
</tr>
<tr>
<td>WESTERN AUSTRALIA</td>
<td>118.2</td>
<td>9.20</td>
<td>121.0</td>
<td>9.10</td>
</tr>
<tr>
<td>TASMANIA</td>
<td>37.3</td>
<td>2.90</td>
<td>38.0</td>
<td>2.86</td>
</tr>
<tr>
<td>NORTHERN TERRITORY</td>
<td>11.7</td>
<td>0.91</td>
<td>13.2</td>
<td>.99</td>
</tr>
<tr>
<td>A.C.T.</td>
<td>20.1</td>
<td>1.56</td>
<td>19.9</td>
<td>1.50</td>
</tr>
<tr>
<td>AUSTRALIA</td>
<td>1285.1</td>
<td>100.00%</td>
<td>1330.2</td>
<td>100.00%</td>
</tr>
</tbody>
</table>

Source: Base data supplied by A.B.S.

TABLE IV
PERCENTAGE OF 15-19, 20-24 YEAR OLDS IN THE LABOUR FORCE IN EACH STATE AND TERRITORY WHO ARE REGISTERED AS UNEMPLOYED, MAY 1984

<table>
<thead>
<tr>
<th>State or Territory</th>
<th>% of Labour Force Unemployed: 15-19</th>
<th>% of Labour Force Unemployed: 20-24</th>
</tr>
</thead>
<tbody>
<tr>
<td>NEW SOUTH WALES</td>
<td>22.91%</td>
<td>13.98%</td>
</tr>
<tr>
<td>VICTORIA</td>
<td>19.44%</td>
<td>11.53%</td>
</tr>
<tr>
<td>QUEENSLAND</td>
<td>17.49%</td>
<td>15.36%</td>
</tr>
<tr>
<td>SOUTH AUSTRALIA</td>
<td>21.15%</td>
<td>14.08%</td>
</tr>
<tr>
<td>WESTERN AUSTRALIA</td>
<td>18.68%</td>
<td>12.42%</td>
</tr>
<tr>
<td>TASMANIA</td>
<td>28.11%</td>
<td>15.17%</td>
</tr>
<tr>
<td>NORTHERN TERRITORY</td>
<td>N.A.</td>
<td>-</td>
</tr>
<tr>
<td>A.C.T.</td>
<td>25.24%</td>
<td>10.12%</td>
</tr>
<tr>
<td>AUSTRALIA</td>
<td>27.51%</td>
<td>13.27%</td>
</tr>
</tbody>
</table>

Source: Base data supplied by A.B.S.
### TABLE V

**PERCENTAGE OF 15-19, 20-24 YEAR OLDS IN THE LABOUR FORCE, FOR EACH STATE AND TERRITORY, MAY 1984**

<table>
<thead>
<tr>
<th>State or Territory</th>
<th>% of 15-19 Not In Labour Force</th>
<th>% of 20-24 Not In Labour Force</th>
</tr>
</thead>
<tbody>
<tr>
<td>NEW SOUTH WALES</td>
<td>59.85%</td>
<td>79.28%</td>
</tr>
<tr>
<td>VICTORIA</td>
<td>55.93%</td>
<td>83.96%</td>
</tr>
<tr>
<td>QUEENSLAND</td>
<td>65.34%</td>
<td>80.30%</td>
</tr>
<tr>
<td>SOUTH AUSTRALIA</td>
<td>63.53%</td>
<td>82.70%</td>
</tr>
<tr>
<td>WESTERN AUSTRALIA</td>
<td>66.75%</td>
<td>81.82%</td>
</tr>
<tr>
<td>TASMANIA</td>
<td>58.18%</td>
<td>63.64%</td>
</tr>
<tr>
<td>NORTHERN TERRITORY</td>
<td>42.75%</td>
<td>84.42%</td>
</tr>
<tr>
<td>A.C.T.</td>
<td>51.24%</td>
<td>84.42%</td>
</tr>
<tr>
<td>AUSTRALIA</td>
<td>60.30%</td>
<td>81.65%</td>
</tr>
</tbody>
</table>

Source: Base data supplied by A.B.S.

### TABLE VI

**UNEMPLOYED IN 15-19, 20-24 YEAR AGE GROUPS FOR EACH STATE AND TERRITORY, EXPRESSED AS A PERCENTAGE OF POPULATION IN EACH AGE GROUP (MAY 1984)**

<table>
<thead>
<tr>
<th>State or Territory</th>
<th>Unemployed In Population: 15-19</th>
<th>Unemployed In Population 20-24</th>
</tr>
</thead>
<tbody>
<tr>
<td>NEW SOUTH WALES</td>
<td>13.71%</td>
<td>11.35%</td>
</tr>
<tr>
<td>VICTORIA</td>
<td>10.86%</td>
<td>9.68%</td>
</tr>
<tr>
<td>QUEENSLAND</td>
<td>11.43%</td>
<td>12.33%</td>
</tr>
<tr>
<td>SOUTH AUSTRALIA</td>
<td>13.45%</td>
<td>11.59%</td>
</tr>
<tr>
<td>WESTERN AUSTRALIA</td>
<td>12.44%</td>
<td>10.17%</td>
</tr>
<tr>
<td>TASMANIA</td>
<td>16.35%</td>
<td>11.58%</td>
</tr>
<tr>
<td>NORTHERN TERRITORY</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>A.C.T.</td>
<td>12.94%</td>
<td>8.54%</td>
</tr>
<tr>
<td>AUSTRALIA</td>
<td>12.36%</td>
<td>10.83%</td>
</tr>
</tbody>
</table>

Source: Base data supplied by A.B.S.
LABOUR FORCE CHARACTERISTICS


General Comments

1. Unemployed 15-24 Year Olds As A Percentage of State Labour Force (All Ages)

   . 2.28% of the labour force in South Australia are unemployed 15-19 year olds.

       This is the second highest proportion in Australia. The range is 2.01 (VIC) to 3.23 (TAS).

   . 2.03% of the labour force in South Australia are unemployed 20-24 year olds. This is the third highest proportion in Australia. The range is 1.46 (A.C.T.) to 2.35 (QLD).

   . 4.31% of the labour force in South Australia are unemployed 15-24 year olds. This is the third highest proportion in Australia.

2. Proportion of Unemployed Who Are 15-19, 20-24 Years Of Age

   . 26.22% of all unemployed in South Australia are in the age range of 15-19 years. This is the third highest proportion among the States and is above the national figure. The range is 22.32% (QLD) to 41.93% (A.C.T.)

   . 23.26% of all unemployed in South Australia are in the age range of 20-24 years. This is the third highest figure among the States and is above the national figure. The range is 17.74% (A.C.T.) to 24.54% (QLD).

   . 49.40% of all unemployed in South Australia are in the age range of 15-24 years. This is the third highest figure in Australia. The range is 44.4% (W.A.) to 69.35% (A.C.T.)
### TABLE I

<table>
<thead>
<tr>
<th>STATE or TERRITORY</th>
<th>15-19 YEAR OLDS</th>
<th>20-24 YEAR OLDS</th>
</tr>
</thead>
<tbody>
<tr>
<td>NEW SOUTH WALES</td>
<td>2.36%</td>
<td>1.82%</td>
</tr>
<tr>
<td>VICTORIA</td>
<td>2.01</td>
<td>1.81</td>
</tr>
<tr>
<td>QUEENSLAND</td>
<td>2.14</td>
<td>2.35</td>
</tr>
<tr>
<td>SOUTH AUSTRALIA</td>
<td>2.28</td>
<td>2.03</td>
</tr>
<tr>
<td>WESTERN AUSTRALIA</td>
<td>2.23</td>
<td>1.86</td>
</tr>
<tr>
<td>TASMANIA</td>
<td>3.23</td>
<td>2.33</td>
</tr>
<tr>
<td>NORTHERN TERRITORY</td>
<td>N.A.</td>
<td>N.A.</td>
</tr>
<tr>
<td>A.C.T.</td>
<td>2.23</td>
<td>1.46</td>
</tr>
<tr>
<td>AUSTRALIA</td>
<td>2.23%</td>
<td>2.02%</td>
</tr>
</tbody>
</table>

### TABLE II
PROPORTION OF 15-19, 20-24 YEAR OLDS WHO ARE UNEMPLOYED, EXPRESSED AS A PERCENTAGE OF ALL UNEMPLOYED IN EACH STATE, MAY 1984

<table>
<thead>
<tr>
<th>STATE or TERRITORY</th>
<th>15-19 YEAR OLDS</th>
<th>20-24 YEAR OLDS</th>
</tr>
</thead>
<tbody>
<tr>
<td>NEW SOUTH WALES</td>
<td>24.85%</td>
<td>21.16%</td>
</tr>
<tr>
<td>VICTORIA</td>
<td>25.93</td>
<td>23.38</td>
</tr>
<tr>
<td>QUEENSLAND</td>
<td>22.32</td>
<td>24.54</td>
</tr>
<tr>
<td>SOUTH AUSTRALIA</td>
<td>26.22</td>
<td>23.26</td>
</tr>
<tr>
<td>WESTERN AUSTRALIA</td>
<td>24.18</td>
<td>20.23</td>
</tr>
<tr>
<td>TASMANIA</td>
<td>31.28</td>
<td>22.56</td>
</tr>
<tr>
<td>NORTHERN TERRITORY</td>
<td>N.A.</td>
<td>N.A.</td>
</tr>
<tr>
<td>A.C.T.</td>
<td>41.93</td>
<td>17.74</td>
</tr>
<tr>
<td>AUSTRALIA</td>
<td>24.95%</td>
<td>22.62%</td>
</tr>
</tbody>
</table>
### TABLE III

**Proportion of Unemployed Who are in the 15-24 Age Range, Expresssed as a Percentage of Labour-Force in Each State, May 1984**

<table>
<thead>
<tr>
<th>State or Territory</th>
<th>% of 15-24 Year Olds</th>
</tr>
</thead>
<tbody>
<tr>
<td>New South Wales</td>
<td>4.44%</td>
</tr>
<tr>
<td>Victoria</td>
<td>3.82</td>
</tr>
<tr>
<td>Queensland</td>
<td>4.49</td>
</tr>
<tr>
<td>South Australia</td>
<td>4.31</td>
</tr>
<tr>
<td>Western Australia</td>
<td>4.08</td>
</tr>
<tr>
<td>Tasmania</td>
<td>5.55</td>
</tr>
<tr>
<td>Northern Territory</td>
<td>N.A.</td>
</tr>
<tr>
<td>A.C.T.</td>
<td>3.71</td>
</tr>
<tr>
<td>Australia</td>
<td>4.25%</td>
</tr>
</tbody>
</table>

### TABLE IV

**Proportion of 15-24 Year Olds Who are Unemployed, Expressed as a Percentage of All Unemployed in Each State, May 1984**

<table>
<thead>
<tr>
<th>State or Territory</th>
<th>% of 15-24 Year Olds</th>
</tr>
</thead>
<tbody>
<tr>
<td>New South Wales</td>
<td>46.81%</td>
</tr>
<tr>
<td>Victoria</td>
<td>49.31</td>
</tr>
<tr>
<td>Queensland</td>
<td>46.86</td>
</tr>
<tr>
<td>South Australia</td>
<td>49.40</td>
</tr>
<tr>
<td>Western Australia</td>
<td>44.40</td>
</tr>
<tr>
<td>Tasmania</td>
<td>53.85</td>
</tr>
<tr>
<td>Northern Territory</td>
<td>N.A.</td>
</tr>
<tr>
<td>A.C.T.</td>
<td>69.35</td>
</tr>
<tr>
<td>Australia</td>
<td>47.57%</td>
</tr>
</tbody>
</table>

Source: Base data supplied by ABS for all tables.
RANKING OF LABOUR FORCE ITEMS FOR 15-19, 20-24 AND
15-24 YEAR AGE GROUPS IN SOUTH AUSTRALIA, RELATIVE TO OTHER STATES

ITEM

Percentage of Unemployed in South Australia 15-19 Fourth
Percentage of Unemployed in South Australia 20-24 Fourth
Percentage of Unemployed in South Australia 15-24 Fourth
Percentage of Labour Force (15-19) in South Australia: 15-19 Fifth
Percentage in Labour Force (15-19) in South Australia: 20-24 Fifth
Percentage in Labour Force (15-24) in South Australia: 15-24 Fifth
Percentage of (15-19) Population in South Australia: 15-19 Fifth
Percentage of (20-24) Population in South Australia: 20-24 Fifth
Percentage of (15-24) Population in South Australia: 15-25 Fifth
Percentage of Unemployed to Labour Force:
Each State 15-19 Fourth
Percentage of Unemployed to Labour Force:
Each State 20-24 Third
Percentage of Unemployed to Labour Force:
Each State 15-24 Third
Percentage of Unemployed to Population:
Each State 15-19 Third
Percentage of Unemployed To Population:
Each State 20-24 Third
Percentage of Unemployed To Population:
Each State 15-24 Second
Percentage of State Labour Force Unemployed, 15-19 Year Olds Second
Percentage of State Labour Force Unemployed, 20-24 Year Olds Third
Percentage of State Labour Force Unemployed, 15-24 Year Olds Third
Percentage of All Unemployed in Age Group: 15-19 Third
Percentage of All Unemployed In Age Group: 20-24 Third
Percentage of All Unemployed In Age Group: 15-24 Third
### TABLE III

**NUMBER AND PERCENTAGE OF 15-24 YEAR OLDS**

**IN THE POPULATION, RELATIVE TO AUSTRALIAN SITUATION, MAY 1984**

<table>
<thead>
<tr>
<th>State or Territory</th>
<th>15-24 In Population No.(000's)</th>
<th>15-24 In Population %</th>
</tr>
</thead>
<tbody>
<tr>
<td>NEW SOUTH WALES</td>
<td>883.9</td>
<td>33.80</td>
</tr>
<tr>
<td>VICTORIA</td>
<td>696.6</td>
<td>26.64</td>
</tr>
<tr>
<td>QUEENSLAND</td>
<td>427.5</td>
<td>16.35</td>
</tr>
<tr>
<td>SOUTH AUSTRALIA</td>
<td>227.9</td>
<td>8.71</td>
</tr>
<tr>
<td>WESTERN AUSTRALIA</td>
<td>239.2</td>
<td>9.15</td>
</tr>
<tr>
<td>TASMANIA</td>
<td>75.3</td>
<td>2.88</td>
</tr>
<tr>
<td>NORTHERN TERRITORY</td>
<td>24.9</td>
<td>.95</td>
</tr>
<tr>
<td>A.C.T.</td>
<td>40.0</td>
<td>1.53</td>
</tr>
<tr>
<td>AUSTRALIA</td>
<td>2615.3</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Source: Base data supplied by A.B.S.

### TABLE IV

**PROPORTIONS OF 15-24 YEAR OLDS UNEMPLOYED TO LABOUR FORCE, UNEMPLOYED TO POPULATION (15-24) AND LABOUR FORCE TO POPULATION (15-24)**

<table>
<thead>
<tr>
<th>State or Territory</th>
<th>Unemployed/Labour Force %</th>
<th>Unemployed/Population (15-24) %</th>
<th>Labour Force Population (15-24) %</th>
</tr>
</thead>
<tbody>
<tr>
<td>NEW SOUTH WALES</td>
<td>17.63</td>
<td>12.49</td>
<td>70.86</td>
</tr>
<tr>
<td>VICTORIA</td>
<td>14.67</td>
<td>10.26</td>
<td>69.98</td>
</tr>
<tr>
<td>QUEENSLAND</td>
<td>16.30</td>
<td>11.88</td>
<td>72.89</td>
</tr>
<tr>
<td>SOUTH AUSTRALIA</td>
<td>17.11</td>
<td>12.51</td>
<td>73.10</td>
</tr>
<tr>
<td>WESTERN AUSTRALIA</td>
<td>15.19</td>
<td>11.29</td>
<td>74.29</td>
</tr>
<tr>
<td>TASMANIA</td>
<td>20.71</td>
<td>13.94</td>
<td>67.33</td>
</tr>
<tr>
<td>NORTHERN TERRITORY</td>
<td>.</td>
<td>.</td>
<td>53.82</td>
</tr>
<tr>
<td>A.C.T.</td>
<td>15.87</td>
<td>10.75</td>
<td>67.75</td>
</tr>
<tr>
<td>AUSTRALIA</td>
<td>16.28%</td>
<td>11.59%</td>
<td>71.1%</td>
</tr>
</tbody>
</table>

Source: Base data supplied by A.B.S.
### TABLE I

#### NUMBER AND PERCENTAGE OF 15 - 24 YEAR OLDS

UNEMPLOYED FOR EACH STATE AND TERRITORY

RELATIVE TO AUSTRALIAN SITUATION - MAY 1984

<table>
<thead>
<tr>
<th>State or Territory</th>
<th>15-24 Unemployed No. (000's)</th>
<th>15-24 Unemployed Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>NEW SOUTH WALES</td>
<td>110.4</td>
<td>36.44</td>
</tr>
<tr>
<td>VICTORIA</td>
<td>71.5</td>
<td>23.60</td>
</tr>
<tr>
<td>QUEENSLAND</td>
<td>50.8</td>
<td>16.77</td>
</tr>
<tr>
<td>SOUTH AUSTRALIA</td>
<td>28.5</td>
<td><strong>9.41</strong></td>
</tr>
<tr>
<td>WESTERN AUSTRALIA</td>
<td>27.0</td>
<td>8.91</td>
</tr>
<tr>
<td>TASMANIA</td>
<td>10.5</td>
<td>3.47</td>
</tr>
<tr>
<td>NORTHERN TERRITORY</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>A.C.T.</td>
<td>4.3</td>
<td>1.42</td>
</tr>
<tr>
<td>AUSTRALIA</td>
<td>303.</td>
<td>100.</td>
</tr>
</tbody>
</table>

Source: Base data supplied by A.B.S.

---

### TABLE II

#### NUMBER AND PERCENTAGE OF 15-24 YEAR OLDS

IN THE LABOUR FORCE FOR EACH STATE AND TERRITORY - MAY 1984

<table>
<thead>
<tr>
<th>State or Territory</th>
<th>15-24 In Labour Force No. (000's)</th>
<th>15-24 In Labour Force %</th>
</tr>
</thead>
<tbody>
<tr>
<td>NEW SOUTH WALES</td>
<td>626.3</td>
<td>33.66</td>
</tr>
<tr>
<td>VICTORIA</td>
<td>487.5</td>
<td>26.20</td>
</tr>
<tr>
<td>QUEENSLAND</td>
<td>311.6</td>
<td>16.74</td>
</tr>
<tr>
<td>SOUTH AUSTRALIA</td>
<td><strong>166.6</strong></td>
<td>8.95</td>
</tr>
<tr>
<td>WESTERN AUSTRALIA</td>
<td>177.7</td>
<td>9.55</td>
</tr>
<tr>
<td>TASMANIA</td>
<td>50.7</td>
<td>2.72</td>
</tr>
<tr>
<td>NORTHERN TERRITORY</td>
<td>13.4</td>
<td>.72</td>
</tr>
<tr>
<td>A.C.T.</td>
<td>27.1</td>
<td>1.46</td>
</tr>
<tr>
<td>AUSTRALIA</td>
<td>1860.9</td>
<td>100.00</td>
</tr>
</tbody>
</table>

Source: Base data supplied by A.B.S.
Proportion of Labour Force to Population of 15-24 Year Olds

73.10% of 15-24 year olds in South Australia are in the labour force (see definition sheet). That is the second highest level of workforce participation for 15-24 year olds in Australia. The range is 53.82% (N.T.) to 74.29% (W.A.). A significant percentage of 15-24 year olds, in the labour force, in each State are actively seeking work.
PARTICIPATION AND EQUITY IN TAFE:
Background and literature review of participation and equity in tertiary education.
PREFACE

In July 1984 the South Australian DTAFE Participation and Equity Unit asked me to undertake a review of recent literature and research related to participation and equality in tertiary education; and to determine to what extent participation and equity principles were being applied to a mainstream TAFE educational programme. This project was intended to contribute to further study, to be undertaken by DTAFE, in the areas of curriculum development and the development of a TAFE policy for young people. The function of the review was to identify the main factors and decisions by young people with regard to participation and equality in tertiary education and to relate these factors to recent participation trends in a TAFE educational programme.

This resource paper is an extract from the yet-to-be published report. It provides background information about PEP and a review of recent Australian literature and research.

LYN WARE
January 1985
# TABLE OF CONTENT

**CHAPTER 1: INTRODUCTION**

1.1 General Aims ............................. 1
1.2 Background ............................... 1

**CHAPTER 2: FACTORS AFFECTING PARTICIPATION AND EQUITY IN TERTIARY EDUCATION: A REVIEW OF RECENT AUSTRALIAN LITERATURE**

2.1 Introduction .................................. 7
2.2 Socio-Economic Issues ....................... 7
2.3 New Technology .............................. 14
2.4 Income Support .............................. 15
2.5 Youth Policy and Programmes ............... 17
2.6 Summary and Conclusions .................... 18
CHAPTER 1

INTRODUCTION

This report presents a literature review and the results of a curriculum research into participation and equity as it affects young people involved in a mainstream Technical and Further Education (TAFE) educational programme. This will provide a perspective in which TAFE's role and current responses can be evaluated, and some issues for consideration in the development of a TAFE policy for young people.

1.1 GENERAL AIMS

The general purpose of this project is to review recent Australian literature and research to identify the various factors affecting participation and equity in tertiary education by young people under the age of 25; and to determine to what extent participation and equity principles are being applied to a mainstream TAFE educational programme.

1.1.1 Specific Aims

The specific aims of the research will be to:

- analyse recent literature and research relating to the socio-economic position of young people to identify the various factors which possibly affect participation and equity in tertiary education;

- analyse the curriculum implementation of the educational programme, Certificate in Technology (Electronic Engineering) with respect to identifying the key elements of access and equity provision;

- analyse the current student profile, graduates' perceptions of the educational programme and reasons for students withdrawing from the programme, to identify key variables related to access to and participation in TAFE courses.

TAFE is concerned with the provision of education and training, and participation and equity in programmes, for young people in employment and of those who are unemployed. Therefore this study should provide a better understanding of the situation facing young people, and help to provide basic information to allow more effective planning with regard to TAFE's provision for youth.

1.2 BACKGROUND

The most dramatic factor in the Australian labour market during the past decade has been the sustained high levels of unemployment experienced in all sectors of the labour market. This has resulted in unemployment rates which are the highest since the depression in this country.

The incidence of unemployment, however, has been unevenly distributed amongst the labour force with some sections, particularly young people, experiencing a disproportionate burden compared with other sectors, most notably adult males (see Figure 1).
Unemployment occurs whenever there is an excess of people wanting work over the number of available jobs. Therefore, to alleviate unemployment governments need to adopt policies which aim to assist the labour market to more effectively match the unemployed to available job vacancies and/or to generate additional vacancies.

Over the last decade a number of policies have been tried by successive federal governments. In discussing employment policies, it is convenient to classify policies into two types: those that influence either the quality of the available labour force or the size of the labour force (i.e. labour supply) and those that influence the availability of jobs (i.e. demand for labour).
Labour supply policies which have been used include the National Employment and Training Scheme (NEAT), the Education Programme for Unemployed Youth (EPUY), and the School to Work Transition Programme. One component of NEAT has been the Special Youth Employment Training Programme (SYETP) which provides a subsidy to employers providing teenagers with vocational training. All these programmes attempt to train workers with skills which are in demand.

The labour demand policies which have been used include the Regional Employment Development Scheme (REDS), the National Apprenticeship Assistance Scheme (NAAS), the Commonwealth Rebate for Apprentice Full-Time Training (CRAFT), and the Community Youth Support Scheme (CYSS). Each of these programmes made it financially more viable for employers to hire more staff, thereby increasing demand for labour and so providing more jobs.

The current Australian Government is giving a high priority to the development of its youth policy.

"It sees an immediate need to take stock of existing programs and of their relevance to the present problems of young people, and where necessary to modify or replace them. It is concerned to attack inequities in existing programs, and inconsistencies which promote undesirable choices between education, employment and unemployment. Its objective is to develop policies and programs that will cover the major areas of need in a comprehensive and co-ordinated way, and in the process offer young men and women a better quality of life and better prospects for the future."

These objectives are: self fulfillment, equality of access, improvement of the quality of life and improvement of the chances for productive participation in society. The major focus of these objectives will be directed to those disadvantaged in society because of socio-economic background.

"To achieve these objectives, the Government's policies will be aimed at the enlargement of education, training and employment options, the improvement of the quality of those options, the removal of inequities in the way funds are spent, the removal of disincentives and the attainment of a more socially just set of outcomes for the education system. There is a long term aim to provide education and training opportunities to every young person under 18 years of age, and those opportunities must be well suited to their individual needs."

In July 1983 the Commonwealth Government announced the Participation and Equity Program (PEP) as the centerpiece of its strategy to significantly reduce the numbers of students leaving full-time education prematurely, and to foster equal educational outcomes. The overriding focus of its proposal of change centre on curriculum reform.

For TAFE, the programme implies increased participation in its programmes:

"... by young people whose experiences of schooling are likely to alienate them from formal education."

Senator Susan Ryan, the Minister of Education, in her address to the Australian Association of TAFE Principals, September, 1983 stated that:

"The TAFE Council has been asked to take major responsibility for the TAFE component of the new Participation and Equity Program (PEP). Probably more than any other sector of tertiary education, TAFE is accessible to disadvantaged groups in the community, but still more needs to be done...

Ultimately, however, the effective contribution of TAFE to participation and equity will depend on the enthusiasm of staff and the quality of courses."
The concern for equity supports the continuing emphasis of TAFE on disadvantaged
groups, including long-term unemployed young people. Increasing attention should
be given to the encouragement of students to progress from PEP courses to other
areas of mainstream TAFE which might further assist their development as
individuals and offer better employment prospects.

The PEP should stimulate a reassessment of TAFE regular courses against PEP
objectives. The Technical and Further Education Council is responsible for the
TAFE component of PEP and will address issues such as:

"- the relationship of PEP to 'mainstream' TAFE courses (e.g. will credits be
  offered to those who successfully complete PEP courses?);
- the need for curricula suited to PEP objectives;
- the need for appropriate staff development;
- the demands on facilities and equipment;
- the needs of full-time students in relation to counselling, recreational
  facilities, library services etc.; and
- the relationship between courses, work experience and employment."(7)

Indeed PEP places emphasis on curriculum reform which is supported by the TAFEC.
However, what changes need to occur? Changes in organisation of institutions,
systems, ways of teaching and learning?

PEP has a strong interest in mainstream change. This requires involvement and
endorsement of those affected, e.g. staff, students and parents, and similarly
accrediting agencies, employers, employee organisations and Governments.

The educational institution's responsibility in PEP is central in the Government
Youth Policy because change in schools and colleges can create, with other support,
educational opportunities which have not previously existed for young Australians.
Indeed this is a huge responsibility for educational institutions. The task is new and
highly complex in today's society. To prepare young people for an adult life whose
nature is unknown is a complex task, particularly whilst operating in conditions
which are constantly changing.

Indeed the economy, labour market and education are closely linked. Changes in one
impacts on the other and on the human support services necessary to cushion against
social injustice and to provide to everyone a stake in Australia's future. Certainly
the success of educational programmes is linked to public esteem of the education
system. To be seen as a quality programme the PEP needs to be integrated into the
traditional TAFE provision. This is important to the credibility of the programme
within TAFE colleges and the community.

For PEP to be accepted and to be seen as a quality programme the two fold aims of
participation and equity need to be clearly understood.

1.2.1 Participation (access, success, worthwhileness)

"Participation has much to do with the quality of the relationship between
students, their parents and schools; the extent to which they share access to
all the school or the system has to offer; and the degree to which the school
curriculum, organisation and climate for learning accords with their
experiences, values, interests and aspirations."(9)
In line with the participation guidelines programme provision should:

"- adapt to changing social and economic needs and maintain the elements of innovative flexibility and rapid response;
- provide support for the progression of disadvantaged young adults to further education and training;
- require the development of student recruitment and selection procedures and support structures which will enable special disadvantaged groups to access the broad range of course programs within the Department's colleges". (10)

and ensure the provision of courses which should:

"- stress the skills required for adaptability to change, decision making (including assumption of personal responsibility for those decisions) and information gathering from community resources;
- prepare students for a diversity of work forms. Preparation for employment should include preparation for voluntary work as well as paid part-time as well as full-time and intermittent as well as steady;
- reflect the special access needs of disadvantaged sections contained within the total group of disadvantaged youth, vary in length and type to meet the needs of the young adult, i.e. full-time, part-time, sandwich type, and training placements in industry, commerce and business as integrated parts of courses;
- link with appropriate job creation and other employment and self employment based schemes;
- in the development stages utilize community and other agency involvement to ensure that on completion of courses youth have the support of the community". (11)

1.2.2 Equity

"The principle of equity requires that schools and systems will treat all children fairly and, as far as practicable, will avoid policies and practices which advantage some social groups and disadvantage others." (12)

In line with the equity guidelines programme provision should:

"- maintain a balance between provisions for the needs of all young people and particular provisions for the specially disadvantaged - women, the educationally disadvantaged, Aboriginais, migrants, disaffected youth and the disabled are major sections of the large group of disadvantaged youth which traditionally has been unemployed for a long period;
- facilitate the review and development of all curriculum to ensure equity in curriculum design, content and delivery". (13)

and ensure the provision of courses which should:

"- in design, content and delivery be inclusive in terms of gender and culture". (14)

In summary, PEP aims to provide special educational programmes for designated groups and to influence mainstream TAFE programmes through their inclusion of PEP principles in their development and implementation.
REFERENCES

2. IBID.
3. IBID, p. xxxii.
4. IBID, p. 17.
5. IBID.
7. IBID, p. 4.
10. South Australian DTAFE, Transition Unit. Policy for the Participation and Equity Programme, April 1984 (Draft).
11. IBID.
13. South Australian DTAFE Transition Unit, op. cit.
14. IBID.
CHAPTER 2
FACTORS AFFECTING PARTICIPATION AND EQUITY IN TERTIARY EDUCATION: A REVIEW OF RECENT AUSTRALIAN LITERATURE AND RESEARCH

2.1 INTRODUCTION

This review is undertaken against a background of increasing concern about the uncertain future of young people in Australia and their decline in participation in tertiary education. (Fig. 2.1) The Commonwealth Tertiary Education Commission has expressed its concern about the situation as follows:

"Both the increasing pace of technological change and the fall in the number of full-time jobs for teenagers make it important that able young men and women avail themselves of educational or training opportunities. A decline of one-fifth in the participation of young people in higher education is surely a matter for community concern. It runs contrary to Government policies relating to technological change and to transition from school to adult life. It raises questions about Australia's long-term capacity to meet the challenges ahead of it."(1)

The aim of the review is to identify the various factors affecting participation and equity in tertiary education in Australia by young people under the age of 25. The review draws on recent Australian literature and research. While it is beyond the scope of the review to attempt to reach conclusions about the specific reasons for trends in participation and equity in tertiary education in Australia, one of the expectations of the review is that it might provide some guidance in this direction.

It is important at the outset to define terminology used in this review.

2.1.1 Tertiary education refers to university, college of advanced education (CAE) and technical and further education (TAFE).

2.1.2 Higher education refers to those tertiary education courses for which the normal entry requirement is successful completion of year 12, or its equivalent. Tertiary Education Commission.

2.1.3 Mainstream refers to TAFE formal courses offered in TAFEC Classification 3 000 and 4 COO which are formal awards. DTAFE S.A. offers approximately 320 mainstream awards.

In this review four distinct but complementary conceptual policy frameworks will be used to introduce the various factors which possibly affect participation and equity in tertiary education. These consist of:

- Socio-economic Issues
- New Technology
- Income Support for Young People
- Youth Policy and Programmes.

A final section will summarise the main points of the review and draw conclusions.

2.2 SOCIO-ECONOMIC ISSUES

Australian society is characterised by a number of social divisions, in particular, class, gender and ethnicity. These form the basis of disproportionate allocations of
FIG. 2.1

Total Participation Rates of 17 to 19 Year Olds in Higher Education by Sex, 1975 to 1983

materials and social benefits in our society. Despite a considerable investment by
governments in policies and programmes aimed at reducing inequalities and
producing more equal outcomes, there have been few apparent changes in the
relationship between social division and educational achievement.(2)

For young people livelihood is of central importance but their interpretations are
shaped by their experiences and reflect both class background and negotiation of
gender differences. Ethnicity is closely involved with the ambiguities of achieving
legitimacy in the society.(3)

In this context researchers have addressed the questions: In what ways has the post-
secondary student population in Australia been unrepresentative of the general
population? Which social groups have participated more than their numbers would
warrant? Is there evidence of change over time in the patterns of participation for
various social groups and, if so, in what directions?

Over the years there has been an absence of research interest in TAFE, a neglect
which has paralleled the lack of interest (until quite recently) of politicians,
administrators and the public generally. It is also a reflection of the value attached
to intellectual ability (and the status and material rewards that brings) as opposed to
manual skills.(4)

Higher education was and remains highly valued, opening the door to prestigious
professions, social status, economic security and positions of leadership. In the pre-
war years such qualifications were generally the preserve of children from affluent
and educated families. Research finds that these children are still considerably
overrepresented in higher education proportionate to their numbers.(5) (see
Table 2.1)

Of particular interest is the steady growth over the period in full-time and part-
time participation of 16 to 21 year old males and females in TAFE (see Table 2.2). There
was also a striking increase in part-time participation in TAFE of 15-21 year
old females, though in 1982 males remained twice as likely as females to be part-
time TAFE students (mainly because of their greater tendency to undertake
apprenticeships).(7)

By and large, patterns of participation in higher education today reveal the same
social inequalities as those prevalent in the pre-war years and throughout the history
of higher education. Such change as has occurred, for example in participation of
women, has been the result of changes in social attitudes rather than action by
universities and CAEs to redress imbalance.(8)

Research shows that the expansion of places in higher education, removal of fees
and schemes of financial assistance have not resulted in more equal opportunity for
all groups in the society. The growth in numbers in higher education is accounted
for by greater participation from the middle ranking groups in society. The
proportion of students from upper class backgrounds, while slightly reduced, is still
six times greater than numbers should warrant. Only in TAFE (streams 1-5) is there
a reasonably accurate reflection of the social spectrum of Australian society.(9)

Students in higher education from low socio-economic background tend to be older
than those from better-off families. Often they are students who are seizing a
second chance, to whom opportunity was either not available or not considered at
the time of leaving school. Hence, mature aged students are generally part-time,
and part-time students are shown to be more likely from low socio-economic status
families, to be of migrant origin and to have attended a public rather than a private
school.(10)
TABLE 2.1
RELATIONSHIP BETWEEN SOCIO-ECONOMIC BACKGROUND AND TERTIARY PARTICIPATION, BY SECTOR - AUSTRALIA, 1980
(percentages of each socio-economic category who had undertaken tertiary study by age 19)

<table>
<thead>
<tr>
<th>Socio-economic Classification</th>
<th>Sector</th>
<th>High (a)</th>
<th>Middle (b)</th>
<th>Low (c)</th>
<th>Total</th>
<th>n</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>University</td>
<td>19.6</td>
<td>9.1</td>
<td>6.6</td>
<td>12.2</td>
<td>374</td>
</tr>
<tr>
<td></td>
<td>Advanced education</td>
<td>11.7</td>
<td>13.2</td>
<td>9.2</td>
<td>11.5</td>
<td>353</td>
</tr>
<tr>
<td></td>
<td>Total higher education</td>
<td>31.3</td>
<td>22.3</td>
<td>15.8</td>
<td>23.7</td>
<td>727</td>
</tr>
<tr>
<td></td>
<td>TAFE (d)</td>
<td>34.4</td>
<td>34.8</td>
<td>30.4</td>
<td>33.3</td>
<td>1023</td>
</tr>
<tr>
<td></td>
<td>Total tertiary education</td>
<td>65.7</td>
<td>57.1</td>
<td>46.2</td>
<td>57.0</td>
<td>1750</td>
</tr>
<tr>
<td></td>
<td>No tertiary education</td>
<td>34.3</td>
<td>42.9</td>
<td>53.8</td>
<td>43.0</td>
<td>1318</td>
</tr>
<tr>
<td></td>
<td>TOTAL</td>
<td>100.0</td>
<td>100.0</td>
<td>100.0</td>
<td>100.0</td>
<td>3068(e)</td>
</tr>
</tbody>
</table>

(a) Persons whose fathers were employed in the following occupational categories: Professional, Graziers and Farmers, Managerial, Shop Proprietors.
(b) Persons whose fathers were employed in the following occupational categories: Clerical, Armed Services, Craftsmen.
(c) Persons whose fathers were employed in the following occupational categories: Shop Assistants, Operatives, Drivers, Service Occupations, Miners, Farm Workers, Labourers.
(d) Includes some TAFE-type courses conducted by non-TAFE institutions (for example, private business colleges).
(e) Excludes 356 persons whose fathers' occupations were not known.

### Table 2.2

**Youth Participation in TAFE Vocational and Preparatory Courses, by Age, Sex and Type of Study - Australia, 1975 and 1982**

(For each age group, the numbers of TAFE students relate to the size of the total population, expressed as a percentage)

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>15(a)</td>
<td>0.3</td>
<td>0.5</td>
<td>1.1</td>
<td>0.4</td>
<td>0.7</td>
<td>0.3</td>
</tr>
<tr>
<td>16(a)</td>
<td>1.1</td>
<td>3.8</td>
<td>3.8</td>
<td>5.3</td>
<td>2.4</td>
<td>4.5</td>
</tr>
<tr>
<td>17</td>
<td>2.7</td>
<td>5.0</td>
<td>3.4</td>
<td>5.6</td>
<td>2.0</td>
<td>5.2</td>
</tr>
<tr>
<td>18</td>
<td>2.7</td>
<td>4.1</td>
<td>2.0</td>
<td>4.1</td>
<td>2.4</td>
<td>4.1</td>
</tr>
<tr>
<td>19</td>
<td>1.8</td>
<td>2.8</td>
<td>1.4</td>
<td>2.3</td>
<td>1.6</td>
<td>2.5</td>
</tr>
<tr>
<td>20</td>
<td>1.2</td>
<td>1.6</td>
<td>0.7</td>
<td>1.1</td>
<td>0.9</td>
<td>1.4</td>
</tr>
<tr>
<td>21</td>
<td>0.8</td>
<td>0.9</td>
<td>0.5</td>
<td>0.7</td>
<td>0.6</td>
<td>0.8</td>
</tr>
<tr>
<td>22</td>
<td>-</td>
<td>0.7</td>
<td>-</td>
<td>0.5</td>
<td>-</td>
<td>0.6</td>
</tr>
<tr>
<td>23</td>
<td>-</td>
<td>0.6</td>
<td>-</td>
<td>0.6</td>
<td>-</td>
<td>0.5</td>
</tr>
<tr>
<td>24</td>
<td>-</td>
<td>0.4</td>
<td>-</td>
<td>0.5</td>
<td>-</td>
<td>0.6</td>
</tr>
<tr>
<td>15-19</td>
<td>3.3</td>
<td>3.6</td>
<td>3.4</td>
<td>3.4</td>
<td>2.3</td>
<td>2.6</td>
</tr>
<tr>
<td>20-24</td>
<td>0.8</td>
<td>0.6</td>
<td>0.7</td>
<td>0.7</td>
<td>1.2</td>
<td>1.9</td>
</tr>
</tbody>
</table>

(a) Estimated.

This table is adapted from CTEC Report 1984.
Participation of women in higher education has increased in recent years and is approaching parity with that of males, but the numbers cover uneven distribution across courses, and there is also evidence that prejudices still exist which restrict career opportunities for girls and close the doors to the most prestigious and rewarding studies (gender inequalities are treated in more detail later in this report). Other groups are also disadvantaged. Country students participate at a lower rate than city students do; very few Aborigines ever reach a position where they can realistically consider higher education; ethnic groups vary, some being over represented in proportion to numbers and others greatly under-represented.(11)

Disadvantaged groups include young women, Aborigines, those from non-English speaking background, rural youth, early school leavers and the disabled.

Common factors in being disadvantaged are family background, social environment, school experience, geographic location, physical or mental handicap, ethnicity and race, income availability and knowledge of entitlements and help.(12)

2.2.1 *Aborigines*

Research reveals the need to recognise and provide for the important cultural differences between Aborigines and non-Aborigines, among the various Aboriginal groups and within any such group. Educationalists framing their aims and objectives need to be sensitively aware and respectful of the views and values of Aborigines. They must participate in decision making at every level, policy and provision for staffing, teacher education, curriculum development, administration and organisation, if the needs of Aborigines are to be met in education.(13)

Information relating to participation patterns of Aborigines in tertiary education has not been collected either by the institutions or the Tertiary Education Commission. The issue of data collection for disadvantaged groups is raised later in this report. While no records exist to indicate the extent of participation by Aborigines in mainstream courses a large number of Aboriginal students have undertaken special courses in TAFE supported through the Training for Aboriginals Programme administered by the Department of Employment and Industrial Relations and a Task Force has been established to collect and analyse data on Aboriginal participation and success in TAFE.(14)

2.2.2 *Immigrant and Refugee Youth*

Research studies based on survey data suggest that students of migrant background participate in higher education at least in proportion to their numbers in the population. There is, however, evidence of wide variation among ethnic groups in their participation in and attitude to education.

In particular in SA, immigrants and refugee youth make educational choices in conditions of

- cultural disorientation
- separation between home and school
- loss of self-esteem
- loneliness
- limited knowledge of English.

Beyond schooling these adolescents face circumstances of high youth unemployment. As a group, young adults of non-English speaking background are particularly vulnerable to unemployment and extended
unemployment, particularly females and those who leave school before year 10.

Moreover, the confusion of courses, programs, and allowances for unemployed youth administered by three Commonwealth departments, often involving a range of State departments, each with its separate identity and publicity machine, is bewildering to native speakers of English and very much more to people of non-English speaking background.(15)

More detailed work in documenting the experience of migrants in obtaining access to tertiary education is necessary.(16)

2.2.3 Gender

Gender inequality at all levels of education is now well documented. So far, attention has focused on two main ways of thinking about gender:

1. unequal opportunity in education and employment
2. gender roles and social stereotypes - how they are established and maintained.(17)

R. Sweet (1982) summarised gender inequality in the labour market as follows:

- Girls form a minority of the teenager work force but a majority of unemployed teenagers.
- Unemployment rates are higher for teenage girls than for teenage boys, and the recession which began in 1975 seems to have exacerbated this gap.
- Girls remain unemployed for a longer average period than teenage boys, and this difference has widened since 1977.
- The annual income of long-term unemployed teenage girls is less than that of long-term unemployed teenage boys. Boys' income exceeds the dole; girls' is less than the dole.
- Employed teenage girls earn on average only slightly less than employed teenage boys. A short period of unemployment significantly increases the disparity between the two groups' annual incomes.
- Girls who have left school are far less likely than boys to enter either full-time education or full-time employment.
- A boy falling into neither of these groups has a 60 per cent chance of being detected in the unemployment statistics. A girl has less than one chance in two.
- Teenage girls form 83 per cent of all teenagers who have no attachment to either education or employment.
- Educational qualifications and post-school training greatly reduce teenage boys' chances of becoming unemployed. They have only a minimal effect on girls' employment prospects.
- Unemployed girls are more highly educated and trained than unemployed boys. Despite this, they are more likely to become unemployed and to fall among the hidden unemployed.
- A higher proportion of employed teenage girls than of employed teenage boys is found in marginal part-time work. The growth of
part-time employment in the teenage workforce has affected girls more than boys.

- A teenage school girl is significantly less likely than a teenage school boy to gain a full-time job during the school holidays.
- Girls' full-time employment has declined at a much faster rate than boys' since the mid-1960s.
- Girls' concentration in clerical work and their relative absence from those areas where teenage employment has either remained static or grown underlie this different pattern of decline in full-time job opportunities."(18)

The main educational issues arising from gender inequality are:

- the exclusion of female experiences and female perspectives from curriculum;
- lack of appropriate non-sexist resource materials;
- teacher attitudes - lack of understanding of the issues;
- lack of visible commitment on the part of many senior officers and principals;
- the knowledge and commitment gaps between the central system and the school; and
- the need for accountability."(19)

2.2.4 Rural Youth

The problems of rural youth are the same types of problems faced by other disadvantaged groups at school and at work and in making the transition from school.

However, J. Shone et al. 1982, points out that these problems are exacerbated by distance, isolation and transport difficulties. Family influence is usually strong, particularly father. Women and girls are often seen as having a supplementary role.(20) Recent studies have indicated that at the point of transition from school, country students are less likely than those in the city to enter higher education, although the extent of the resulting under-participation is not known.

2.2.5 Disabled/Handicapped

Professor Laura, 1982 points out that distinction between those who are disabled and those who are not is by no means a clear one. The terms "disabled" and "handicapped" illustrate the differences in situation and attitude. Everyone is "disabled" in some ways and in some situations, and the disability may or may not be a handicap. Weak or faulty eye sight may be a disability, but the wearing of glasses may remove it as a handicap. It needs to be recognised that a person with a disability is not necessarily a person with a handicap if means are available to overcome the disability. The practice of labelling persons with disabilities as "handicapped" questions their status as persons and deprives them of many of their rights in society.(21)

The Tertiary Education Commission does not collect information on disabled students nor do most institutions. However, a good deal of information is available mainly as a result of the International Year of Disabled Persons. (see Appendix 1)(22)
2.3 **NEW TECHNOLOGY**

Technological change is associated with and often central to a number of other interrelated changes affecting employment in Australia which may affect different employees in different ways, benefiting some and disadvantaging others. The introduction of technology may, for example, redistribute employment in favour of more skilled employees and reduce the demand for labour in some organisations. Its introduction is encouraged by the imposition of staff ceilings in both public and private bureaucracies. In these and other changes, employees most disadvantaged are those who have no access to skilled technical training, and these are most often women and unexperienced girls, many of whom have already been disadvantaged by the trends to part-time employment. (23)

The article by A. Gane et al. 1983 examines the division of labour in the computing industry. Data entry is work so downgraded and unskilled that it is not generally regarded as part of computer work. It is performed almost entirely by women. Operating, though also reduced to unskilled manual work, is defined as male and much better paid. Programming is supposed to be open to both sexes, but men predominate and women are confined to the lower ranks. Relatively few women are to be found in systems analysis or in management, though their "feminine" skills are used in demonstrating and teaching. (24)

Programmes in schools designed to broaden career aspirations of girls have had limited success, in part at least because of outside influences reinforcing traditional concepts of work appropriate to sex: family pressures, lack of confidence of girls in non-traditional roles, work conditions, and employer attitudes. Nevertheless, schools could take a more active role in guiding subject and occupational choice. (25)

During the period 1975-1983 there has been both a decline and a resurgence of participation of young people in higher education. This is illustrated in the graph (figure 2.1). Another major feature is the larger percentage of females than males participating in higher education. These participation trends are summarised by the Commonwealth Tertiary Education Commission as follows:

- the trend for girls to stay at school longer than boys.
- declining participation rates for both males and females in the 17-19 age group in advanced education, but increasing participation by women in the 20-24 age group.
- a relatively small decline of 17-19 year olds females in universities, and a large decline for males in this group.
- an increase in the number of female initial entrants to higher education between 1977 and 1981 by 8.2%, compared with a decrease of males by 2.4%.
- a particularly significant increase in demand for higher education from women aged between 20 and 40 years.
- in 1982, 50% of all TAFE students were female. (26)

Rethinking ideology and values is as essential to coping with technological change as are new techniques, methods and forms of employment and production. Jones suggests that work need no longer be the primary mechanism for redistributing wealth; that the education system must become more democratic, pluralist and egalitarian to give working class, rural and migrant young people and young women equal access to a wide range of educational options of high quality. It should be based on individual rather than on industrial need. (26)
The growing interest in education income support arrangements has been stimulated in recent years by government and community concern in a number of areas: the low participation rates in post-compulsory education, particularly for disadvantaged groups; the low levels of education and of training of young people entering the workforce; high youth unemployment and the prospect that this will continue under the force of technological and industrial change. Out of these concerns, the Commonwealth Government has initiated PEP for schools and TAFE as the important component in the overall framework of youth policies. Income support is another component of such a policy because under-investment in human capital is likely to be an economic handicap in a rapidly changing technological society.

Currently general assistance for families is provided by way of family allowances, while families in special need because of the presence of a handicapped or orphaned child receive additional support. Families with low incomes may receive assistance for dependent children on a similar basis to pensioner and beneficiary families.

The education income support programmes provide basic assistance payments which in some cases are subject to a parental and/or personal income test. Assistance is generally confined to full-time students and varies according to the nature of the education being undertaken (e.g. secondary or tertiary) and whether or not a student is identified as being part of a group requiring special assistance (e.g. students from isolated areas or Aborigines and migrant students). Generally allowances for students in tertiary education are paid direct to students (e.g. under the Tertiary Education Assistance Scheme or Transition Allowance for those who qualify and are full-time TAFE students). Both of these allowances depend upon eligibility. For more details about allowances see pp. 20-21, Income Support for Young People.

This current system is complex with differing eligibility, rates, income tests and taxation treatments. It is this complexity that causes the major concern in the current debate about income support for young people and their retention in the education system.

Research by D. Beswick et al. 1983 states that financial factors are important in the decision whether to continue education, and that a change in levels of community assistance to those who do continue is likely to have an effect on participation rates. D. Ironmonger (1983) has proposed a universal youth allowance which would replace family and education allowances and unemployment benefits up to the age of 19. The allowance would be income tested only on the income of the young person.

Wilenski (1983) describes three possible models: a universal allowance to all; a modified version at a low level of allowance; a restricted model focusing on needier individuals and groups.

Wilenski argues that each of these approaches has advantages and disadvantages, and that while "we should move ahead with the attempt to rationalise the system ... the path ahead is not clear and easy as some commentators have suggested" (p. 23).

Beswick et al (1983) have advocated reform of the existing TEAS allowance based on the concept of the partial dependency of students on their parents between the ages of 18 and 21. They have suggested the phasing in of independent status. The proportion of the TEAS allowance subject to a parental income test would be reduced with age until the age of 21 when students would be treated as fully independent.
The 1984 *Income Support for Young People* presents four packages of options for consideration and discussion (Chapter 6). It points out that the interrelationship of the issues and conflicts between many of them preclude easy solutions. In particular there is a tension between seeking to increase incentives to education participation and ensuring adequacy of social security payments. The development of options therefore is an exercise in balancing priorities.

2.5 YOUTH POLICY AND PROGRAMMES

The issue for youth policy is how to enable young people to engage their energy and intelligence in socially valued and personally beneficial activities which will provide opportunities for them to become confident and socially useful adults.(33)

Karmel (1983) discusses current trends and possible future developments in youth employment, unemployment and education participation, postulating two kinds of options for policy and action, both of which would require appropriate economic and educational measures. The first option is to steer young people into employment by providing jobs and training; the second, to keep them out of the labour force through education and training. The implications of these options are discussed as feasible, though not ideal, prescriptions for problems arising from the uncertainties of the society.(34)

Kirby (1983) discusses transition policy and research. He outlines the background to transition policy, the policy itself and its objectives. He also discusses the problems encountered because of interpretation and administration and argues the need for research which will improve our understanding of the relationship between education and initial employment/unemployment.(35)

As a cynical view Berkeley (1981) looks at the basic questions which arise in any discussion of transition, such as whether transition programmes are merely palliatives and political responses to embarrassing unemployment statistics; whether they are directed at a concept of the world which no longer exists; whether they have any real purpose for the hard to employ who may no longer have the option of unskilled work which was their destiny in the past.(36)

Shears et al. (1983) outlines youth policies and issues in overseas countries, covering Japan, China, Thailand, Germany, Sweden, Norway, France, Yugoslavia, the United Kingdom, Canada and the United States. He notes that almost all countries acknowledge youth unemployment, education and training as major national concerns. Many countries have a consistent and integrated approach to the education, training and employment of young people following post compulsory schooling. These include Germany, Sweden and Yugoslavia, where unemployment in the 15-19 age group is lower than average, but is postponed to the older age group rather than eradicated.(37)

In summarising the report Shears et al. compares overseas with Australia and notes that unemployment in the 15-19 age group is higher in Australia than in any of the countries visited except UK. It finds in Australia a lack of co-ordination at every level and between levels of government in policies and services; ad hoc approaches; fragmented services; unclear programme objectives and anomalies in the levels and conditions of financial support for different groups. The report argues the need for a review of and a comprehensive approach to the curriculum offerings in post compulsory education and the role of different education institutions.

The report outlines the concept of a "youth complex" providing not only school or college programmes but also other necessary services: information, counselling and guidance in relation to education; work, housing, legal processes, health, human relationships, social and recreational activities and financial support.(38)
Any discussion of access, participation and equity issues in TAFE began with the Kangan Report and were reiterated by the Williams Report.

"In the Kangan Report it was noted that, although TAFE was more accessible than other forms of post-school education, significant barriers to access still existed for certain groups. The under-utilisation of TAFE by such groups as women and girls, people living in country areas, handicapped people, Aboriginals and migrants is still evident and some of the issues involved have been considered further in subsequent reports on TAFE produced at the national level. The Williams Report reiterated the comments, recommending among other things, that access to TAFE should be widened to provide more bridging, remedial and recurrent education courses.

A number of programs have been mounted by State TAFE authorities to cater for the needs of special groups and steps have also been taken to allow these groups greater access to general TAFE courses. For example, basic social education and work skill programs for women have been mounted; and basic literacy and numeracy, English as a second language, and social, vocational and education re-orientation programs for migrants are being developed. Strong emphasis is being placed on program initiatives for groups whose access to TAFE is restricted because of physical disability, geographic location, financial disadvantage or lack of educational qualifications. The work of voluntary groups, some of whom are assisted by the non-government adult education grant, has been very important in this regard."(39)

The concern for equity in access to education is by no means a new issue and TAFE became involved in developing access courses for a range of disadvantaged groups in the 1970s and has indeed fostered the principle of "open access". However, one of the major problems in regard to access programmes is their failure to be accepted and integrated into mainstream programmes.

"Thus, community-based programs for the elderly, re-entry programs for adult women, basic education programs for the semi-literate, outreach programs for migrants, introductory trades courses for girls, and the like, which represent responses to pressures for more open access, are most frequently located in Streams 5 and 6, are often short and non-credentialled, and are usually designed for specific groups."(40)

In a climate of contracting resources, the pressure for accountability is high, and competition between conflicting groups for these resources is rising. Access programmes rely upon growing resources and a commitment to equal opportunity. This rationale can be seen as highly vulnerable, particularly if the programmes have been established on the fringe of institutions. However, Hawke et al. (1983) based their discussion upon the principle that:

"Systems have an obligation to ensure that students are equally provided with educational opportunities of a nature and quality suited to their individual needs, and an obligation to ensure that students enrol in courses in which they have reasonable chance of success."(41)

This principle implies no distinction between mainstream and non-formal courses, or between vocational education and non-vocational education. Rather than merely targeting resources on special groups it implies that projects could pinpoint institutional practices that could affect the performance of target groups and the student body generally. The principle entails a greater degree of attention being paid to student selection, and a greater tailoring of courses to individual needs.
2.6 SUMMARY AND CONCLUSIONS

The purpose of this review of recent Australian literature and research has been to identify the various factors affecting participation and equity by young people in tertiary education in Australia. The review has taken place against a background of growing concern about the low proportion of young people participating in tertiary education, and particularly the concern about disadvantaged groups in our society who for a number of specific reasons do not have access to post secondary education. While the literature tends to focus on the broad area of tertiary education with an emphasis on higher education much of the discussion in this review has been directed to the factors affecting participation and equity in TAFE. Indeed it was noted earlier in this chapter that there is a severe limitation on research about participation and equity in TAFE. However, most of the current literature and research, although aimed at higher education, reveal the issues of social and economic consequence (past, present and future), that will continue to advantage some and disadvantage others in entry and progression in further education regardless of the name of the educational institution.

Recent trends in participation were reviewed briefly in 2.2. It was observed that participation in higher education, particularly full-time participation by young people, had declined in recent years; and yet in the same period participation in TAFE at each age level from 15 to 20 years had increased. It was also observed that the decline in participation in higher education was less pronounced among young females than among young males, and that the increase in participation in TAFE was more pronounced among young females than among young males.

Other revealing factors were that participation patterns of Aborigines, migrants and disabled students have not been collected by tertiary institutions or by the Commission. These are areas that need to be researched in conjunction with PEP principles. Currently DTAFE in South Australia are addressing these issues in PEP courses and Pre-Vocational courses.

The major factors that possibly affect participation and equity, by young people, in tertiary education identified in this review are: family background, social environment, school experience, geographic location, physical or mental handicap, ethnicity and race, income availability, knowledge of entitlements and help, curriculum implementation, selection criteria and equity in access.

Each of these factors are discussed in a broad concept providing insight into the specific problems facing young people in the current socio-economic climate. The literature is abundant in this area and an annotated bibliography is supplied (Appendix III).

The effect of new technology on employment and education is discussed in 2.3. Societies have always worked to improve their material lot and this has provided the basic motivation for technological change. Technological change has always been a basic component in the development of society. In that sense, technological change is, and has always been, inevitable. That is not to say that society cannot and should not influence and regulate technological change. Therefore there is a clear need for community awareness and public education, so that our understanding matches more closely the technical developments.

The important issue is not technology itself, but rather what the education system is doing to provide equal access into high technology programmes which will in turn address the current imbalance.

One factor affecting participation in tertiary education is the complex financial support system for full-time students in this country. The fact that a
youth allowances restructuring has not yet been formulated does not provide student incentive for participation in full-time tertiary education.

The question of who is turning away from tertiary education is difficult to answer from the relevant literature and research. There are good grounds for assuming that young males, young people from the country, and young people from less socially advantaged backgrounds are the ones who may not be seeking access to tertiary education. However, this is an area that needs to be researched in the future to provide specific documentary data essential for educational programme reform.

The PEP is seen by the Government as the centre piece of its strategy to significantly reduce the numbers of students leaving full-time education prematurely, and to foster equal educational outcomes. The over-riding focus of its proposals of change, centre on curriculum reform.

While not explicitly stated, the implication is that the TAFE system, its lecturers and programmes, are not adequately meeting the needs of all the students and that the solutions will largely centre on efforts to reform current curriculum practices.

Over recent years TAFE has responded to the policy of "open access" and transition from school to work. However, the introduction of PEP has provided the opportunity to reassess and to consider the situation afresh, both because circumstances have changed and because much of what has been initiated appears ad hoc and to have made little impact on many of TAFE's traditional functions.

This literature review has pinpointed many of the factors affecting participation and equity in tertiary education and provides the criteria for the educational research questions that will be asked to determine whether participation and equity principles are being applied to a mainstream TAFE educational programme.
REFERENCES


3. IBID.


5. IBID.


9. IBID, Ch. 11.

10. IBID.

11. IBID.


20. Shone, J. and Henry, M.  
Rural Youth in the 1980s. Victoria, Australian Frontier, 1982.

21. Laura, R.S. (ed.)  


23. Ford, G.W.  

24. Game, A. and Pringle, R.  
Sex-typing in Computerland. Australian Society; Fitzroy 3065, 1 May 1983.

25. Earley, P.  


30. Ironmonger, D.  

31. Wilenski, P.  

32. Beswick, op. cit.

33. Shears, L.W. and Matthews, J.K.  

34. Anderson, D.S. and Blakers, C. (eds.)  

35. IBID, Chapter 3.

36. Berkeley, G.F.  

37. Shears et al., op. cit. Chapter 4.

38. IBID.


41. Ibid.
This paper provides an overview of the curriculum workshop implemented at the PEP Conference, 3-6 February, 1985, Barossa Motor Lodge, Tanunda. The ideas developed for the workshop and outlined in this overview form the basis of the Discussion Paper, PEP – Directions for Curriculum, and will aid in the formulation of policy and practice in 1985.

The workshop was developed by the Curriculum Research and Development team, which is a newly formed section in the Curriculum Development Branch managed by Dean Kuhl, and was implemented by Lyn Ware.

Contact Lyn Ware, Curriculum Development Branch, 227 4222 for further information and/or a copy of the Discussion Paper.
The development, interpretation and implementation of PEP principles into DTAFE educational programmes is a major focus for Curriculum Development Branch in 1985. Many of us who are concerned with the education of young people recognise that the present educational system advantages some and disadvantages others.

At the recent PEP Conference (3–6 March 1985) the Curriculum Development Branch ran workshops to:

- provide a current perspective of the PEP;
- compare PEP curriculum development process and TAFE Awards 1–4;
- identify PEP courses that link with mainstream courses;
- discuss curriculum issues relating to accreditation for some PEP courses.

This is in line with the PEP Objectives for TAFE:

- to develop general and vocational skills for those in PEP and/or improve access to regular, mainstream TAFE courses;
- develop credentialling to acknowledge achievement and to increase options.

1. PEP - Current Perspective

The current programme comprises six sub-programme areas. These are:-

(1) Education Programmes for Unemployed Youth.
(2) Bridging.
(3) Introductory.
(4) Foundation.
(5) Vocational Preparation.
(6) Special.

All courses should include elements of five areas:-

1.1 Basic Skills

Broad based transferable skills such as communication; numeracy, keyboarding, problem solving and other life and social skills which whilst not vocationally specific may be developed through vocational tasks.

1.2 Vocational Orientation

Student should be given a clear picture of the employment scene and the options available to them.

1.3 Specific Vocational Skills

PEP courses which have employment as a major objective will encourage the acquisition of specific vocational skills. This should not be at the expense of the other course elements which have been identified. These courses should seek to cover a range of skills applicable to a number of related occupations rather than focusing narrowly on one or two specialised areas.

1.4 Personal Development

A major objective of TAFE PEP is the encouragement of students to take responsibility for their own personal development. This should extend to student participation in decision making about PEP course development and implementation and the development of a range of personal and social skills. This aspect has strong links with the acquisition of basic skills. Where courses are devised for
identified groups particular consideration should be given to their needs in this area (e.g. ITT) but in no course should this component be left to chance.

1.5 Planned and Integrated Work Experience

Students should be provided at the very least with simulated work experience, preferably with on-the-job work experience where it can be arranged through the co-operation of employers and unions. The objectives of work experience should be both in the area of vocational orientation (1.2) and skill enhancement (1.1) and (1.3).

The mix and depth of treatment will vary between courses and will depend on:

- the educational, personal and training needs of particular groups of young people (i.e. sub-group within the target population) towards whom the particular course is directed.
- the local labour market.
- the existing educational programmes at the college concerned or nearby colleges with which the course could relate.

Figure 1 provides a model which indicates the essential components emphasised in each sub-programme area and the openings and educational pathways the programme could offer.
Employment, Community Work Alternatives

PEP SUB-PROGRAMME AREAS AND ESSENTIAL COMPONENTS

CAE-UNIVERSITY

Adult Matrix.

EPUY

Emphasis-Basic Skills Personal Development

Emphasis-Basic Skills & Specific Vocational Skills

Vocational Orientation

Basic Trade Pre-Voc

Basic Trade

Foundation Emphasis - Vocational Orientation

Voc. Prep Emphasis - Specific Vocational Skills & Work Experience

Foundation Emphasis - Vocational Orientation

Introductory Emphasis - Personal Development & Vocational Orientation

Basic Certificate

Special Emphasis - Basic Skills & Personal Development

Bridging

Emphasis-Basic Skills & Specific Vocational Skills

Employment, or Alternatives
2. Curriculum Development Processes in PEP

The curriculum development process in PEP differs considerably from what occurs in mainstream programmes. For PEP the planning process is quick and Curriculum Branch consultation may or may not be sought. It is a reactive process.

The curriculum development process for TAFE 1-4 Awards is pro-active and leads to formal accreditation.

<table>
<thead>
<tr>
<th>TABLE 1</th>
<th>CURRICULUM PROCESS</th>
</tr>
</thead>
<tbody>
<tr>
<td>PEP</td>
<td>MAINSTREAM</td>
</tr>
<tr>
<td>PLAN</td>
<td>PLAN</td>
</tr>
<tr>
<td>IMPLEMENT</td>
<td>DEVELOP</td>
</tr>
<tr>
<td>EVALUATE</td>
<td>IMPLEMENT</td>
</tr>
<tr>
<td>DEVELOP</td>
<td>EVALUATE</td>
</tr>
</tbody>
</table>

These differences in process have significant impact upon the external credibility of and recognition for PEP courses.
3. **Relationship of PEP to Mainstream TAFE Courses**

Entry to many mainstream TAFE programmes is conditional upon applicants:

(a) having a predetermined level of formal educational; and
(b) passing an entry test or examination.

The PEP clientele is disadvantaged in both areas.

The current PEP courses include several which provide models for increasing access for these students to mainstream courses. The existing models are identified as 'bridging', 'continuum' and 'transfer'.

3.1 **Bridging**

Bridging courses aim to raise students to a level where they can attempt the entry test/examination with a reasonable chance of success. Students without the formal educational prerequisites are given the opportunity to gain entry but entry is not guaranteed.

e.g. Vocational Bridging – High Technology.

3.2 **Continuum**

The key characteristic of this model is the continuity of content i.e. the PEP courses provide the first part of a continuous educational programme. Students are able to proceed from a PEP course into a mainstream course by-passing both formal educational pre-requisites and any entry test/examination.

e.g. Intro to Trades for Young Women

3.3 **Transfer**

Transfer courses are characterized by equivalence of content and transfer of credit, that is, the PEP course contains components extracted from a certificate course; PEP students are instructed at the same level and assessed against the same standard as students in the mainstream course.

Successful PEP students gain entry to the mainstream course (by-passing formal requirements) and can gain credit/status for completed studies.

Figure 2 provides details of the three models described above.
Figure 2: Access Models to Mainstream TAFE Courses

<table>
<thead>
<tr>
<th>Key Characteristics</th>
<th>Formal Educational Pre-requisites</th>
<th>Entry Test</th>
<th>Level of Study</th>
<th>Transfer of Credit</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bridging</td>
<td>By-passed</td>
<td>Must be sat and passed</td>
<td>Below 'target' mainstream course</td>
<td>No</td>
</tr>
<tr>
<td>Continuum</td>
<td>By-passed</td>
<td>By-passed</td>
<td>Below 'target' mainstream course</td>
<td>No</td>
</tr>
<tr>
<td>Transfer</td>
<td>By-passed</td>
<td>By-passed</td>
<td>Equivalent to 'target' mainstream course</td>
<td>Yes</td>
</tr>
</tbody>
</table>
4. Curriculum Issues

The preceding sections of this paper describe the current perspective of PEP and raise some curriculum issues in the area. These issues are:

- linkages to mainstream TAFE courses
- educational credit
- course recognition/accreditation

These issues and approaches to deal with them are being developed further in the discussion paper "PEP - Directions for Curriculum", March 1985.

For further information and/or a copy of the discussion paper contact Lyn Ware, Curriculum Development Branch, 227 4222.

LYN WARE
PROJECT MANAGER
CURRICULUM DEVELOPMENT BRANCH
DISCUSSION PAPER: ACCESS FOR DISABLED STUDENTS

L.N. BENNETTS

TRANSITION ED. UNIT.
SYNOPSIS

(1) General Characteristics
   - Barriers
     (i) Attitudes
     (ii) Parenting/Schooling
     (iii) Physical
     (iv) Methodological
     (v) Administrative
   - The concept of baseline

(2) Specific Characteristics
   - MR
   - Sight Impaired
   - Hearing Impaired
   - Physically disabled
   - Epileptic

(3) PEF
   - Age relevance
   - Teaching commitment vs. Subject orientation
   - Links to other PEP and established courses
   - The opportunity to succeed
   - The opportunity to develop realistic career aspirations and a workable achievement plan

(4) Established Courses
   - Rights issues
   - Assistance - methodological issues
   - Project Officer role
(1) GENERAL CHARACTERISTICS

(a) Barriers

Much has been written and much has been spoken about barriers confronting the disabled members of our community. Having to contend with barriers to progress is the single characteristic shared by the vast majority of disabled persons. In all other respects the group of disabled persons is very much a heterogeneous group where individual persons have distinctive attributes, weaknesses, hopes, anxieties and aspirations.

Disabled persons succeed, fail, love, lust, laugh, cry, err, assist, insist, persist, desist, eat, drink, recreate and involve themselves in the myriad of activities which amuse, bemuse and confuse all our citizens. Their needs are the same as all other members of the community. Their opportunities to meet such needs are often compromised by particular difficulties super-imposed upon their respective disabilities. I refer to the barriers which appear to remain in place despite the rhetoric of recent years.

Attitudes

Whilst some disabilities evoke more deep feelings of negativism among the majority of citizens, even the most minor of disabilities is likely to promote negative attitudes toward the disabled person. It seems as if a major factor involved in the presence of negative attitudes toward the disabled is the almost universal human predisposition to focus on the disability rather than on the person as a whole. Most wheelchair-confined persons hold the view that the majority of people perceive the wheelchair whilst failing to look deeply into the person using the chair.

If we continue to focus on the disability rather than on the person with the disability we will be more likely to devalue that person. It is too easy to accept the obvious limitations imposed by some disabilities without giving adequate attention to the positive attributes of a disabled person. By way of demonstration ponder the things which a wheelchair using person can accomplish and compare this list against the inability to walk.

One of the most prevalent misconceptions about disabled persons is the ready acceptance of the myth that all forms of disability result in diminished intellectual capacity. This is totally incorrect. Persons with disabilities such as visual impairment, hearing impairment, paraplegia, quadriplegia, epilepsy and mental illness span the entire range of measured intelligence. Who among us would subscribe to the point of view that amputating a limb would diminish the intellect of any person?

The assumption that disability diminishes intelligence is particularly irksome since diminished intelligence is the most rejected and dreaded human characteristic. In a word still very much dominated by the Puritan Work Ethic [i.e. "I've got nine; you get yours"] superior intellect is very highly regarded. The reverse applies to diminished intelligence. Little wonder that disabled persons resent the corporate assumption that their disability automatically places them to the left of the curve of intellect abilities.
Inappropriate attitudes toward disabled persons stem from a multiplicity of origins.

Among the most common causes are:

1. Historical devaluing perceptions of the disabled which have been perpetuated over the ages. Such perceptions have depicted disabled persons as dangerous, sexually deviant, economically useless and medically contaminated.

2. Family-rearing practices which facilitate the passing on to offspring of parental attitudes on a wide scale, including support for Social Darwinism i.e survival of the fittest of the species.

3. Self-fear about becoming disabled. This 'There but for the grace of God go I' attitude seems to both fill the non-disabled with great relief and with a measure of disdain for disabled persons. Such fear is believed to form the basis of much of the discomfort many people experience in the company of disabled persons.

4. Lack of knowledge about disabilities and disabled persons is the most prevalent cause of negative attitudes. Contact with disabled people and the concurrent understanding of their abilities and achievements is the greatest single factor in the raising of expectations of and attitudes toward disabled persons.

All Conference participants can create for themselves a contact situation which will enable them to observe the disabled at first hand and in a variety of circumstances. Given that such contact will improve understanding and create a more positive attitude toward disability, such an initiative would result in wider dissemination of positive attitudes since educators deal in attitudes as much as in subjects.

Parenting/Schooling

Another general characteristic of disabled persons concerns parental practices during childhood and the quality of school available to disabled children. Whilst it is obvious that not all disabled children will have been reared in adverse circumstances and subjected to inadequate schooling, it is equally as obvious that a significant number will have been so exposed.

Parental influences are indisputably potent with regard to the development of children and to the transition into adult life. The earliest affects of parenting are observable in the first few minutes of life (some say even in utero). The birth of a disabled child into a family can have devastating consequences for all members of that family. Significant adaptations are required. Such adaptations often take considerable time since adapting involves:

1. Guilt feelings being overcome and working through of the apportionment of 'blame' to the respective parents.

2. Recovery from the original shock and trauma associated with the birth of a disabled child.
(3) The seeking and assimilation of medical and related information about the particular disability. The quality of initial counselling often dictates the length of time spent in this phase. It is not uncommon for parents to refuse to accept the initial diagnosis and to ride the sad treadmill of seeking the opinion of many doctors hoping for a diagnosis to remove the disability.

(4) Restructuring of many aspects of family and social existence in order to accommodate the needs of the disabled child.

(5) Learning many specific tasks necessary for the rearing of a child with special needs.

Whilst keeping in mind the many exceptions to the rule it is not uncommon for parents of disabled children to adopt child-rearing practices atypical of those used by the same parents for non-disabled siblings. Common results include:

(1) Over-protection of the child leading to the lack of opportunity for the child to develop through play and self discovery.

(2) Lack of stimulation owing to low parent expectations.

(3) Allowing disabled children to avoid responsibilities freely demanded of siblings. This includes the acceptance of asocial behaviours.

(4) Refusal to accept the reality of the disability. This can lead to over-ambitious expectations of the child.

(5) Sibling rivalry and resentment.

Singly or in combination it is probable that many disabled teenagers and adults will experience some difficulty adapting to societal institutions and demands as a result of early life experiences (or the lack of them). It is not difficult to see how another barrier slides into place almost imperceptibly.

Disabled children often face difficulties in and around the school system. The most common problems include:

(1) Absenteeism caused by poor health.

(2) Lack of expectation by school personnel.

(3) Delayed diagnosis of disability e.g. sight or hearing impairment.

(4) Lack of quality specialist educators and support personnel.

(5) Philosophical debates among professionals
   - integration v's special schools
   - cognitive v's conative emphasis
   - manual v's verbal

A significant number of young adults complete formal schooling without achieving skills repertoires commensurate with their latent ability. Another barrier is erected.
Physical Barriers

The problems of access for disabled persons created by physical limitations is well documented elsewhere. Significant improvements in building design coupled with administrative willingness to move classes to accommodate disabled students have alleviated the situation somewhat.

What physical barriers does your College/building/office present to the blind, deaf or wheelchair person?

Methodological Barriers

Good teachers through the ages have combined natural talent, planning subject knowledge and methodological skill to better meet the perceived needs of students. Teachers who do not base their approach on student needs are creating artificial barriers to success.

Disabled students have varied needs just as all other students do. Lecturers in courses with disabled students often sell themselves short when appraising their own ability to impart knowledge and to nurture good learning with disabled students. Given healthy expectations of the disabled individual; a positive attitude toward disability; and knowledge of the needs, strengths and deficits of the individual student it is always possible to devise a suitable learning environment and to teach in a manner more attuned to the strengths of the student.

Too much emphasis is often placed upon methodological issues with regard to some disabled students. In many cases such students require no more specialised instruction than that generally required in a classroom environment where the lecturer pays more than lip service to individual differences. Confusion sometimes exists between methodological and administrative issues. For example, the major barrier confronting a wheelchair student may be twenty-three stairs to a second floor classroom. Once the administrative decision to re-locate the class on the ground floor is taken, the methodological issues seems irrelevent.

Where special instructional techniques are required we should be cognisant of the wide variety of technological aides which can be used to cultivate an appropriate learning environment. Similarly, advice on appropriate teaching techniques and assistance with planning and innovating a potentially successful teaching program is readily available.

Methodological barriers to accessing disabled students into TAFE Courses can and are being removed by lecturers who are committed; prepared to seek and to implement advice; and who are prepared to take advantage of additional support services (e.g. tutors, interpreters, note-takers, electronic devices, prostheses etc).

Administrative Barriers

Disabled persons often argue that the major obstacle to classroom participation is the administrative 'block'. Unwillingness to move classes to ground floor locations; to provide accessible parking and general access to wheelchairs; to hold realistic expectations of disabled students; and unwillingness to vary entry criteria and assessment procedures to suit disabled persons, constitute the most often expressed problems in this regard.
It would be naive to give the impression that the management of Colleges is an easy matter. The writer acknowledges the complexity of the task of rationalising the use of resources in order to meet the multiplicity of demands placed upon those resources. It is further acknowledged that these problems are more pressing in a climate of financial restraint.

Notwithstanding the sentiments outlined above merit consideration.

- Does facilitating access for disabled students always involve the expenditure of additional funds?
- Why do some Colleges have more success than others in their attempts to service disabled students?
- Can a College which virtually ignores 13% of the population be considered as a truly community-oriented facility?
- What implications for overall TAFE staff recruitment and staff development policies arise from the issue of accessing disabled students?
- Does the presence of disabled students in a class really justify a reduction in class size?
- How does TAFE compare with universities and CAE's in regard to disabled students gaining access?

(b) Baselines

The approach to some general characteristics of disabled persons has taken the form of highlighting some of the barriers which continue to exist. What follows is an attempt to promote the concept of baselines as a method of removing these barriers.

Readers who have experience in psychology and/or learning theory will be familiar with the term 'baseline'. For those unfamiliar with the Behaviourist School of thought a brief resume is in order.

Adherents to the Behaviourist School assert a positive approach to learning which I have called the Hope Thesis. This approach contends that students do not fail to learn; teachers fail to teach them. A corollary of this approach holds that where learning of a task fails to occur we should seek the reason for such failure, not in the student, but in the teaching process. The Hope Thesis holds that given good teaching, realistic expectations, adequate stimulation and reinforcement learning goals are attainable.

The Behaviourists School resist attempts at defining disabilities on the grounds that negative definitions lead to a self-fulfilling prophecy. For example the Behaviourists describe intellectually disabled persons as those who lack some of the skills exhibited by their peers. Once these skills are acquired the deficit no longer exists. By influence neither does the disability.

The concept of baseline behaviours is the key to this approach. In order to teach a person a skill we must initially discover how far along the learning continuum that person has moved. In otherwords, in order to teach a skill we must first discover what the learner knows at this point in time. Once we know what skills the learner
has already acquired and once we know what skills are required to learn the task in question, we know exactly what has to be taught/learned.

Discovering of baselines enables the teacher to use the principles of task analysis to establish the steps to be taken by the learner in order to acquire the skills necessary to perform the designated task. Task analysis involves working from a baseline to enable complex tasks to be divided into smaller, easily attainable steps the acquisition of each step resulting in the learning of the larger unit.

As interesting as the topic of task analysis is, its relevance to this paper does not warrant further pursuit. What is of importance to our deliberations in this forum is the fact that the factors discussed in the earlier part of this paper will combine to provide the baseline level of skills development for each disabled individual on the brink of accessing TAFE. What should be apparent is that no two disabled people will have identical baselines. Each potential student will have a unique skills repertoire. This repertoire will form the basis of:-

(1) Realistic course selection
(2) The speed with which individuals can achieve educational goals
(3) The level of services TAFE will have to provide in order to access the individual.
(4) The ease/difficulty with which the individual will overcome the barriers to learning.

Individual disabled students have different baselines. As such the concept of an homogeneous group of disabled persons is an erroneous and negative concept which is often used as a convenient excuse to deny access in many forums.

Start from the baseline and work on skills acquisition in small steps. Simply said; more simply accomplished than many would have us believe.

(2) SPECIFIC CHARACTERISTICS

In this section a brief description of some specific disabling conditions is provided for information and in the hope that such information will encourage people to seek more knowledge. Many thousands of books have been written on each of these conditions.

It is planned that workshops designed to cater more fully for those with specific interests in one or more disabling condition will be held during 1985. This then is an introduction.

(a) Intellectual Impairment

This condition is variously known as mental retardation, mental handicap, intellectual disability and developmental disability. Mental deficiency and subnormality are terms less widely used in recent times.
A preference for the term intellectual impairment reflects the emphasis such a term places on the varying consequences of the condition. The condition varies from mild, through moderate to severe and profound disability.

It should be emphasised that intellectual impairment

(i) Is not a disease

(ii) Is not the same as mental illness

(iii) Affects people in varying degrees - intellectually impaired people vary widely in their abilities and capabilities.

Causes are many and varied.

They include:-

(1) Congenital - underlying abnormality of bodily function present at birth e.g. P.K.U. - phenylkelonuria, a metabolic defect.

(ii) Cranial or Skull - microcephaly; hydrocephaly.

(iii) Chromosomal - e.g. Down's Syndrome

(iv) Infection - maternal (e.g. rubella, hepatitis, syphilis); post-natal (e.g. meningitis; encephalitis).

(v) Poisoning - lack of oxygen to brain; drug; or lead poisoning.

(vi) Trauma - e.g. birth, car accident, near drowning; electric shock.

(vii) Environmental - social or emotional deprivation.

Incidence

At least 3% of population has some degree of intellectual impairment. Australia 2% or 300,000 (78% of these mildly, 18% moderately, 3.5% severely, 0.5% profoundly).

TAFE

Several Colleges run educational/social/vocational programs for mild moderate intellectually impaired. These programs are special classes.

Intellectually impaired persons have demonstrated an encouraging capacity to acquire complex social, educational and vocational skills given appropriate learning situations i.e.

(i) An emphasis on non-verbal learning e.g. task analysis and behaviour modification techniques.

(ii) Realistic expectations.

(iii) Motivation, structure and reinforcement.

Rate of learning is generally slow but once the task is acquired, performance compares favourably with that of the population at large (Gold; Bellamy).

(b) Visual Impairment

Persons with losses of visual function which produces incapacity and necessitates an alteration in life style are legally termed blind if both eyes are affected. Blindness refers to interference with
Visual Acuity - (i.e. clarify of vision) - a person with vision below 6/60 in both eyes is classified as blind. This means letters meant to be read at 60 metres can only be read at 6 metres.

Visual Field - (i.e. area of vision) - the area which can be seen with the eyes fixed looking directly ahead. Most people have a visual field of 170 degrees. A visual field of less than 10 degrees constitutes blindness.

The major factor to remember is that the majority of blind persons have some sight. In Australia approx. 2/1000 people have severe visual impairment (of these 2/3 are over the age of 65). 85% of those with severe visual impairment have some useful residual vision - termed partially sighted. 4% are totally blind.

TAFE

80-85% of learning involves the use of sight. This creates enormous problems particularly for the congenitally blind.

Those with some residual sight will require an environment which allows efficient use of various magnification aids. Lighting is a key factor. A teaching program which allows blind students to learn through hearing is essential. Reading speed is diminished through the necessity to painstakingly used magnification aids.

Lecturers should:

1. Use verbal instruction
2. Allow note-takers (or provided printed lecture notes)
3. Allow taping of lectures
4. Arrange tutoring as required

The Royal Society for the Blind offers students an impressive array of support services including talking books, conversion of written materials into braille or onto tape; typing of assignments; assistance with the acquisition of keyboard skills and braille writing; loan of equipment; and mobility training.

Given the often demonstrated ability of blind persons to succeed in academic and vocationally one would envisage few insurmountable problems which would realistically preclude blind students from wider participation in TAFE Courses.

Hearing Impairment

Hearing impairment results from interference with the mechanism of hearing. It may vary in degree from minor hearing loss to total deafness. The major causes of severe (or total permanent) hearing loss are:

1. Congenital - faulty development of the hearing mechanism at birth, e.g. maternal rubella
2. Hereditary - partial deafness is usually present at birth and gradually progresses
(iii) **Infection** - e.g. meningitis; middle ear disease

(iv) **Industrial** - continuous loud noise over a long period

Deafness is the second most frequently reported category of disability. ABS survey (1981) revealed 36.3/1000 cases (3.63%).

**TAFE**

Deaf students are among the group most likely to have been inadvertently disadvantaged during childhood in either the home or school or in both environments. Difficulties related to early diagnosis often results in a failure to diagnose the problem. As a result, a child may grow up in isolation in the early years and hence all to acquire speech and other communication skills.

The inability to relate to parents and siblings can lead to severe frustration and ultimately to behaviour problems. Coupled with poor language skills at the age of school entry the hapless child may be miss diagnosed as intellectually impaired. This often leads to misplacement and a consequent compounding of existing problems.

Despite greatly improved screening programs in more recent times young adults currently contemplating admission to a TAFE College will have entered school during an era of less-than-adequate screening. This may account, in part, for the rather severe language deficits observed among many deaf adults.

It is estimated that the young deaf adult, on average will leave school possessing a vocabulary of approximately 2500 words. This compares most unfavorably with the average vocabulary of 25-30 000 words of a hearing adult. This statistic highlights the dramatic language deficits faced by many young deaf adults. You should note, however, that this deficit does not indicate a lack of intellectual capacity.

Lecturers who accommodate a deaf student of the likelihood of a language deficit. The language deficit will manifest itself in the form of very poor written language skills and the inability to cope with reading basic texts. A parallel language bridging course may be indicated.

Some deaf students are able to hear using amplification equipment such as hearing aids or receivers to pick up signals from a microphone used by the lecturer. Electronic and acoustic technology can generally accommodate such students in a classroom with a minimum of dysjunction. The lecturer should ensure that speech is clear and that talking facing the deaf student is the rule. Facial animation and bodily gesture assists the deaf person to place things in context.

Totally deaf person will not hear sounds. These people must rely upon sight. Many such people are shielded lip-readers providing the speaker is attuned to the necessity to mouth words clearly and slowly whilst facing the learner. This skill develops with time. Other deaf persons rely upon manual communication and cued speech.
Deaf students have proven capable of learning complex skills. Some will require interpreters to accompany them to lectures to convert the lecturer's words into sign language. Others will benefit from the handing out of typed lecture notes or the presence of a note-taker in class with them. Invariably the deaf student will require a regular tutorial session to supplement lectures.

All these services can be arranged to support the lecturer.

(d) Physically Disabled

This group of disabled persons includes spinal cord injuries (paraplegia; quadriplegia); cerebral palsy; and other injuries. They are grouped for the convenience of time and space.

Persons with paraplegia are without use of the legs owing to spinal cord damage in the lower regions of the spine. The damaged spinal cord cannot carry nerve impulses past the spinal lesion. Use of the arms is retained. Most paraplegics use wheelchairs whilst some can become mobile using special crutches.

Quadriplegics suffer spinal cord lesions higher up the spine. This causes loss of function to the arms as well as the legs. Rehabilitative endeavours generally result in maximum usage of residual function and proficiency with various prosthetic devices.

Persons with spinal cord injuries span the range of intellectual capacity, interests and personalities. The major access barriers are physical and therefore remedial. Factors related to schooling and parenting should be considered when assessing TAFE access.

Cerebral palsy results from damage to the motor strip of the brain. Several schools of thought exist concerning the onset of cerebral palsy. I prefer that school of thought which limits the condition to onset at birth and which considers the condition non-progressive. Consequently I prefer to consider later acquisition of symptoms similar to cerebral palsy as brain injury.

2/1000 live births exhibit CP with moderate to severe impairment. Less severe impairments are generally not diagnosed until later in life. This complicates the formulation of an exact prevalence figure.

CP can manifest itself in any of the following ways:

(i) Loss of normal muscle control - varies from wheelchair usage to difficulty performing tasks requiring manual dexterity. Some people are only mildly affected. However, in the majority of cases disablement occurs.

(ii) Communication difficulties - poor control over speech muscles.

(iii) Intelligence - impairment is not part of CP in the majority of cases.

CP creates problems of community acceptance since communication problems and limited mobility result in widespread misunderstanding of the condition.
Epilepsy

Epilepsy is a condition involving a brief spasmodic disorder of brain function which recurs periodically and results in a fit or seizure. It has similarly been described as an uncontrolled firing of the neurons in the brain.

Epilepsy is not a disease. It is a condition which may result from

(i) Emotional disturbances in those pre-disposed.

(ii) Brain scars from previous injury;

(iii) Lack of blood, tiredness, excitement, inadequate food intake, excessive alcohol intake.

Seizures are of two common types.

(i) Tonic-clonic seizures - major motor seizures - 'Grand mal'

(ii) Simple-absence seizures - 'Petit mal'

Epilepsy is a common disorder affecting approximately 1% of the population. Some suggest a figure as high as 2% (i.e. 20/1000).

The epileptic is found in all strata of society and across the range of abilities and occupations.

What special educational provisions do you think epileptics require?

(3) PEP

(1) Age Relevance

The PEP guidelines stipulate an age range of 15-24 years for participants. It may well be considered that the upper age limit for the cutting off of services is inappropriate for many disabled persons. This contention is based upon the following assertions:-

(a) Many disabled persons have received inadequate grounding for tertiary study or leaving the formal school system. Special circumstances place such persons at a disadvantage by comparison with youth in general.

(b) Parenting practices leave many disabled people dependent upon their parents until they are much older than other youths. The decision to seek a career may be taken at an older age.

(c) Rehabilitation programs and remedial education involvement often continues beyond age 20. Why should slower progress in early years penalise the chances of establishing a career.

(d) TAFE in general lacks the resources which may be necessary to maintain disabled students through support services past age 24.

(e) Age 24 is an arbitrary cut off age. Flexibility should not be curtailed.
Philosophy

Personnel involved with PEP are youth-oriented personnel who have demonstrated the willingness to subjugate subject matter to the needs of the student. The perceived occupation with the overall development of the individual creates an environment in which disabled students are more likely to succeed.

The PEP environment is ideal for disabled students to ease into the system and to acquire skills to facilitate bridging to more career oriented courses.

Links

The total TAFE PEP package offers defined links both within the total PEP and to established TAFE Courses.

An attractive proposition for disabled students with the appropriate current needs is the one year continuum which can embrace EPUY (20 weeks), Foundation (12 weeks) and Vocational Preparation (12 weeks). Following such a path enables the suitable disabled student to:

(a) Develop in an environment tailored to encourage success and to minimise the likelihood of failure.

(b) Develop increased skills in numeracy and literacy as required.

(c) Develop realistic career aspirations and to gain knowledge of alternative work and study options.

(d) Experience work in an area which appeals to the person.

(e) Develop links to other courses of study.

Established TAFE Courses

Rights

Recent legislation guarantees disabled persons access to services and employment which have always been the unchallenged right of others in our community. Access to established TAFE Courses is one of the rights guaranteed the disabled. This is a right which increasing numbers of disabled students will claim.

Discrimination against the disabled is clearly unacceptable to TAFE policy makers. However, discrimination in the guise of concern for safety; lack of funding pleas; and unwillingness to bend rules, regulations and assessment procedures still exists in some schools in some Colleges.

Assistance

Assistance is now available from the PEP Project Officer: Disabled Persons support services to College personnel in their efforts to integrate disabled students into the mainstream of college life. This assistance will take the form of:
(a) Liaison with College personnel with regard to the planning and implementation of teaching programs for individual disabled students.

(b) Provision of specialist assistance and equipment as required and as available.

(c) Involvement with in-service training as required.

(d) Liaison with individual disabled students and their external support personnel.

The Project Officer would welcome suggestions regarding other activities or other areas in which he may be able to assist colleges in their endeavours to integrate disabled students.

30/1/85
Student participation, I believe is a way to even out the imbalance of power between students and educational institutions. I believe I'm also an idealist. We all know institutions like the education system are mammoth bureaucracies that are impervious to change. Indeed we may be able to involve more students in decision-making 'further on up the line' within the bureaucracy, but putting forward a student viewpoint at a meeting is far removed from the real power battles that are raging in Canberra, or between rival departments. How are we to expect more students to comprehend or even participate in bureaucratic wheeling and dealing - it's far too complicated and nasty - students should just stay out of it ...., and unfortunately, they do.

It is generally accepted that there is a communication gap between students and education authorities. The disagreement arises when we start talking of bridging this gap. Some prefer to keep it the way it is, ('children should be seen and not heard'). Surveys are a popular way to find out where students are at, but students to date have little say in what questions are asked, who asks the questions or when they are asked.

In the ideal world, students should be on every committee that takes decisions which affect themselves - at staff meetings, school council meetings, meetings on curriculum development, even personnel (can I hear teachers shuddering in their boots?)

There is growing support in the youth affairs field for greater student participation in education. Our 'Mecca' is the western region of Victoria where a 50,000 strong student support network thrives.

Despite this, I've got a feeling the leaders, the administrators and other 'powers that be' in the South Australian education system are somewhat cautious about student participation - and for good reason. I think many are familiar with the following scenario.

"Okay class, this is your opportunity to have your say about the school. Do you want any changes?" Deadly silence prevails. Conclusion; the students are happy with how things are going.

Wrong! We know perfectly well that many students are certainly not happy, although when we give them a chance to say something, they say nothing.

Like everybody else, students learn from experience. Students, like teachers, have learnt that they are at the bottom end of a massive bureaucratic structure where power is vested and decisions made at the top. When a student demands more job related curricula, how does the education system respond? Will either the teachers or students be aware of the political intrigue and possible ramifications of the Kirby report or the OECD report? These are things influencing decisions made 'at the top'. Students may as well say nothing.

Like everybody else, students learn from experience. There is no better way for students to learn of the complexities of educational administration, and on the other hand, the education administrators to be responsive to the needs of students than by having a direct working relationship in decision making processes at all levels.
Can you imagine, say a 15 or 16 year old person on a high powered committee such as the State Participation and Equity Programme Committee. A Committee that is responsible for the implementation of the 3.5 million dollar PEP programme in schools and TAFE? They would be sitting amongst education officers who have been working in the environment for decades. They would have to understand committee procedures and read things like the following, which actually comes from the minutes of a State PEP Committee meeting:

"SSABSA has been advised of the fact that PEP funding for some aspects of its operations is a possibility. A proposal is being developed and will be considered by the Education Department as part of its programme for 1985. It was pointed out that such a proposal could not properly be seen as an ED across-system undertaking and that the 25% of ED PEP funds set aside for across-system purposes might not be the most appropriate source of funding" (26/9/84)

You may be surprised to know that in every state of Australia, students now sit on PEP Committees.

Twice in 1984 these students had the opportunity to meet at National meetings held in Melbourne. At these meetings students talk about the broad issues of PEP and their concerns and experience of participating on PEP Committees.

Issues raised included:

- The need to develop SRC structures in schools that are democratic and are taken seriously.
- The need to develop student networks or support groups which would allow for the democratic representation of students on PEP Committees. Such structures should be funded through PEP.
- The need for skills training to assist in the meaningful participation of students on committees.
- That one of the barriers to greater student participation were people's perception of students lacking competence and maturity.
- The fact that students really are having difficulties on the PEP Committees.

Student participation poses all sorts of problems. Skills need to be learnt; committee structures may have to change to accommodate younger members; apathy needs to be conquered. The students who will be attending the national conference of student reps on PEP committees in 1985 will be tackling these problems and coming up with strategies. This is one example of young people taking responsibility for their own lives - the very essence of IYY.

"Society fostering an environment where youths have fewer chances to experience and develop a sense of responsibility and this lowers their creativity and ability to make decisions. If this continues, the end result will be a society with major social problems. A society with a large percentage of young people with minimal drive and personal enterprise and few opportunities to develop skills and show initiative"

(Christine Hogan "Why Student Participation is vital - Participation Planning" - PEP Resource unit TAFE, Aust. 1984)

CHRIS WILSON -
Particularly relevant to TAFE are three publications by Christine Hogan of the TAFE PEP Education Department of Western Australia. They are:

- Measuring Understanding of Student Participation
- Student Participation in the Trigg EPUY Course
- Participative Planning

Ed note - Chris Wilson, 23, has been a representative on the State PEP Committee and has worked at the Youth Affairs Council of SA on a number of issues including education.
PARTICIPANTS LIST

<table>
<thead>
<tr>
<th>Armitage</th>
<th>Peter</th>
<th>Ho</th>
<th>Regency Park</th>
<th>PEP Unit</th>
<th>A/H</th>
</tr>
</thead>
<tbody>
<tr>
<td>Begg</td>
<td>Lloyd</td>
<td>Teu</td>
<td>Dept Labour</td>
<td>VOC. LIT.</td>
<td>LECTURER</td>
</tr>
<tr>
<td>Bennetts</td>
<td>Deb</td>
<td>Elizabeth</td>
<td>SDC</td>
<td>WOMEN'S ADVISOR</td>
<td>PROJ OFF</td>
</tr>
<tr>
<td>Blaber</td>
<td>Cynthia</td>
<td>Norluna</td>
<td>CANBERRA</td>
<td>STAFF DEVELOPMENT</td>
<td>LECTURER</td>
</tr>
<tr>
<td>Black</td>
<td>Claire</td>
<td>PT Lincoln</td>
<td>ADELAIDE</td>
<td>EPY</td>
<td>LECTURER</td>
</tr>
<tr>
<td>BOSsley</td>
<td>Martin</td>
<td>Bob</td>
<td>GILLES PLAINS</td>
<td>PEP</td>
<td>LECTURER</td>
</tr>
<tr>
<td>Brakmanis</td>
<td>Chris</td>
<td>Bob</td>
<td>W.A. TAFE</td>
<td>EDUCATION</td>
<td>LECTURER</td>
</tr>
<tr>
<td>Brock</td>
<td>John</td>
<td>BJRANE</td>
<td>NOARLUNGA</td>
<td>AB ED</td>
<td>ASS. SEC.</td>
</tr>
<tr>
<td>Burnett</td>
<td>Bob</td>
<td>Mark</td>
<td>PT ADELAIDE</td>
<td>SEO</td>
<td>LECTURER</td>
</tr>
<tr>
<td>Burton</td>
<td>Ron</td>
<td>Helaine</td>
<td>ELIZABETH</td>
<td>EPY</td>
<td>LECTURER</td>
</tr>
<tr>
<td>Cadd</td>
<td>Bjarne</td>
<td>Pauline</td>
<td>CROYDON PK</td>
<td>EPY</td>
<td>LECTURER</td>
</tr>
<tr>
<td>Cain</td>
<td>Robert</td>
<td>Kym</td>
<td>PORT PIRIE</td>
<td>EPY</td>
<td>LECTURER</td>
</tr>
<tr>
<td>Carlsten</td>
<td>Marilyn</td>
<td>Val</td>
<td>REGENCY PARK</td>
<td>HIGH TECH BRIDGING</td>
<td>LECTURER</td>
</tr>
<tr>
<td>Chambelein</td>
<td>Brian</td>
<td>Bpian</td>
<td>CROYDON PARK</td>
<td>ADMIN/MANAGEMENT</td>
<td>LECTURER</td>
</tr>
<tr>
<td>Costello</td>
<td>Philip</td>
<td>Elizabeth</td>
<td>ELIZABETH</td>
<td>EQUAL OPPORTUNITIES</td>
<td>LECTURER</td>
</tr>
<tr>
<td>Cox</td>
<td>Elizabeth</td>
<td>Pene</td>
<td>NOARLUNGA</td>
<td>TE UNIT</td>
<td>PEO</td>
</tr>
<tr>
<td>Cross</td>
<td>Marily</td>
<td>Val</td>
<td>GILLES PLAINS</td>
<td>PEP COORDINATOR</td>
<td>LECTURER</td>
</tr>
<tr>
<td>Darby</td>
<td>Eliza</td>
<td>Terry</td>
<td>ADELAIDE</td>
<td>EPY</td>
<td>SEN LECT</td>
</tr>
<tr>
<td>Davey</td>
<td>John</td>
<td>John</td>
<td>SDC</td>
<td>EPY</td>
<td>LECTURER</td>
</tr>
<tr>
<td>Davy</td>
<td>Annette</td>
<td>Annie</td>
<td>HO</td>
<td>EPY</td>
<td>LECTURER</td>
</tr>
<tr>
<td>Davis</td>
<td>Susan</td>
<td>Judith</td>
<td>PANORAMA</td>
<td>STAFF DEVELOPMENT</td>
<td>LECTURER</td>
</tr>
<tr>
<td>Daymond</td>
<td>Nicole</td>
<td>Glynn</td>
<td>ELIZABETH</td>
<td>ACCESS</td>
<td>LECTURER</td>
</tr>
<tr>
<td>Dyett</td>
<td>Celia</td>
<td>Judith</td>
<td>REGENCY PARK</td>
<td>INTRO TO TRADES</td>
<td>LECTURER</td>
</tr>
<tr>
<td>Ellisoon</td>
<td>Lyn</td>
<td>Joe</td>
<td>CITY</td>
<td>EPY</td>
<td>LECTURER</td>
</tr>
<tr>
<td>Fairchild</td>
<td>Tony</td>
<td>Lindsay</td>
<td>CROYDON PARK</td>
<td>MIGRANT EDUCATION</td>
<td>LECTURER</td>
</tr>
<tr>
<td>FIlsholock</td>
<td>Jane</td>
<td>Pat</td>
<td>NOARLUNGA</td>
<td>EPY</td>
<td>LECTURER</td>
</tr>
<tr>
<td>Fitzgerald</td>
<td>Annie</td>
<td>Penny</td>
<td>WHYALLA</td>
<td>PPVOC</td>
<td>LECTURER</td>
</tr>
<tr>
<td>Flanagan</td>
<td>Judith</td>
<td>Trevor</td>
<td>ADELAIDE</td>
<td>ADMINISTRATION</td>
<td>LECTURER</td>
</tr>
<tr>
<td>Forbes</td>
<td>Judith</td>
<td>John</td>
<td>ENFIELD</td>
<td>FOUNDATION</td>
<td>LECTURER</td>
</tr>
<tr>
<td>Frazer</td>
<td>Joe</td>
<td>Judy</td>
<td>PORT ADELAIDE</td>
<td>DEPARTMENT LABOUR</td>
<td>LECTURER</td>
</tr>
<tr>
<td>Gilding</td>
<td>Barry</td>
<td>Barry</td>
<td>HO</td>
<td>DEP. UNIT</td>
<td>LECTURER</td>
</tr>
<tr>
<td>Grace</td>
<td>Leon</td>
<td>Leon</td>
<td>PANORAMA</td>
<td>SPECIAL SERVICES</td>
<td>LECTURER</td>
</tr>
<tr>
<td>Greenwood</td>
<td>Sue</td>
<td>Leona</td>
<td>ELIZABETH</td>
<td>TRANSITION</td>
<td>SUPERINT.</td>
</tr>
<tr>
<td>Gunner</td>
<td>Sue</td>
<td>Mike</td>
<td>REGENCY PARK</td>
<td>PEP COORDINATOR</td>
<td>OIC</td>
</tr>
<tr>
<td>Guthrie</td>
<td>Sue</td>
<td>Mike</td>
<td>CITY</td>
<td>DEIR</td>
<td>LECTURER</td>
</tr>
<tr>
<td>Haigh</td>
<td>Sue</td>
<td>Mike</td>
<td>CROYDON PARK</td>
<td>edinham</td>
<td>LECTURER</td>
</tr>
<tr>
<td>Hillier</td>
<td>Sue</td>
<td>Mike</td>
<td>NOARLUNGA</td>
<td>WHYALLA</td>
<td>LECTURER</td>
</tr>
<tr>
<td>Hoare</td>
<td>Sue</td>
<td>Mike</td>
<td>WHYALLA</td>
<td>LECTURER</td>
<td>PROJ OFF</td>
</tr>
<tr>
<td>Hogan</td>
<td>Sue</td>
<td>Mike</td>
<td>WHYALLA</td>
<td>LECTURER</td>
<td></td>
</tr>
<tr>
<td>Holmes</td>
<td>Sue</td>
<td>Mike</td>
<td>WHYALLA</td>
<td>LECTURER</td>
<td></td>
</tr>
<tr>
<td>Hope</td>
<td>Sue</td>
<td>Mike</td>
<td>WHYALLA</td>
<td>LECTURER</td>
<td></td>
</tr>
<tr>
<td>Jones</td>
<td>Sue</td>
<td>Mike</td>
<td>WHYALLA</td>
<td>LECTURER</td>
<td></td>
</tr>
<tr>
<td>Kersten</td>
<td>Sue</td>
<td>Mike</td>
<td>WHYALLA</td>
<td>LECTURER</td>
<td></td>
</tr>
<tr>
<td>Kings</td>
<td>Sue</td>
<td>Mike</td>
<td>WHYALLA</td>
<td>LECTURER</td>
<td></td>
</tr>
<tr>
<td>Klitscher</td>
<td>Sue</td>
<td>Mike</td>
<td>WHYALLA</td>
<td>LECTURER</td>
<td></td>
</tr>
<tr>
<td>Leon</td>
<td>Sue</td>
<td>Mike</td>
<td>WHYALLA</td>
<td>LECTURER</td>
<td></td>
</tr>
<tr>
<td>Liberton</td>
<td>Sue</td>
<td>Mike</td>
<td>WHYALLA</td>
<td>LECTURER</td>
<td></td>
</tr>
<tr>
<td>Llloyd</td>
<td>Sue</td>
<td>Mike</td>
<td>WHYALLA</td>
<td>LECTURER</td>
<td></td>
</tr>
<tr>
<td>Martin</td>
<td>Sue</td>
<td>Mike</td>
<td>WHYALLA</td>
<td>LECTURER</td>
<td></td>
</tr>
<tr>
<td>Meakins</td>
<td>Sue</td>
<td>Mike</td>
<td>WHYALLA</td>
<td>LECTURER</td>
<td></td>
</tr>
<tr>
<td>Melville</td>
<td>Sue</td>
<td>Mike</td>
<td>WHYALLA</td>
<td>LECTURER</td>
<td></td>
</tr>
<tr>
<td>Bessent</td>
<td>Sue</td>
<td>Mike</td>
<td>WHYALLA</td>
<td>LECTURER</td>
<td></td>
</tr>
<tr>
<td>Mitchell</td>
<td>Sue</td>
<td>Mike</td>
<td>WHYALLA</td>
<td>LECTURER</td>
<td></td>
</tr>
<tr>
<td>Modra</td>
<td>Sue</td>
<td>Mike</td>
<td>WHYALLA</td>
<td>LECTURER</td>
<td></td>
</tr>
<tr>
<td>Mosel</td>
<td>Sue</td>
<td>Mike</td>
<td>WHYALLA</td>
<td>LECTURER</td>
<td></td>
</tr>
<tr>
<td>Mullin</td>
<td>Sue</td>
<td>Mike</td>
<td>WHYALLA</td>
<td>LECTURER</td>
<td></td>
</tr>
<tr>
<td>Mcdonald</td>
<td>Sue</td>
<td>Mike</td>
<td>WHYALLA</td>
<td>LECTURER</td>
<td></td>
</tr>
<tr>
<td>Kckay</td>
<td>Sue</td>
<td>Mike</td>
<td>WHYALLA</td>
<td>LECTURER</td>
<td></td>
</tr>
<tr>
<td>Mcke</td>
<td>Sue</td>
<td>Mike</td>
<td>WHYALLA</td>
<td>LECTURER</td>
<td></td>
</tr>
<tr>
<td>Mleod</td>
<td>Sue</td>
<td>Mike</td>
<td>WHYALLA</td>
<td>LECTURER</td>
<td></td>
</tr>
<tr>
<td>Mcrostie</td>
<td>Sue</td>
<td>Mike</td>
<td>WHYALLA</td>
<td>LECTURER</td>
<td></td>
</tr>
<tr>
<td>Nelson</td>
<td>Sue</td>
<td>Mike</td>
<td>WHYALLA</td>
<td>LECTURER</td>
<td></td>
</tr>
<tr>
<td>Name</td>
<td>Location</td>
<td>Position</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>---------------</td>
<td>-------------------</td>
<td>---------------------------------------</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>NELSON</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>PARRY</td>
<td></td>
<td>DIRECTOR</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>PETTIT</td>
<td></td>
<td>SEN LECT</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>RADFORD</td>
<td></td>
<td>EOI</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>ROBERTS</td>
<td></td>
<td>HEAD GS</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>ROBERTSON</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>ROSENBERG</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>RUSSELL</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>SAWYER</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>SEALIE</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>SHEEDY</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>SLADDEN</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>SMITH</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>SMITH</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>SNOWDEN</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>SPENCER SMITH</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>STANFORD</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>STEWART</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>TEICHMAN</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>TEICHMAN</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>THUYS</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>TUNCKS</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>TURPIN</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>VIETCH</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>VIKOR</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>WARD</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>WARE</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>WARE</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>WEGENER</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>WELLS</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>WEST</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>WHEELER</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>WILLAS</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>WHITE</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>WHITTLE</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>WILES</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>WILKINS</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>WILSON</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>WITTWER</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>WOOD</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>WOOD</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>WOolley</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>YALDREN</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>YANDELL</td>
<td></td>
<td>LECTURER</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>