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Post Secondary Education in South Australia

Report of the Committee of Enquiry into Post Secondary Education in South Australia

D. S. Anderson
Chairman
January 1979
POST SECONDARY EDUCATION IN SOUTH AUSTRALIA

The present printing of the Report (October 1978) differs from the version released in August 1978 (ISBN 0 7243 2744 4) in that the appendices have been included and some minor corrections have been made to the text.

D. J. WOOLMAN, Government Printer, South Australia.
15th August, 1978

The Hon. D. J. Hopgood, M.P.,
Minister of Education,
Parliament House,
ADELAIDE

Dear Minister,

We have pleasure in submitting the Report of the Committee of Enquiry into Post-Secondary Education in South Australia, including Chapter 9, Part 1, and Chapter 10, which were first given to you on March 10, 1978.

The Committee met formally on thirty occasions. We received 237 written submissions from individuals and organisations. Open hearings were held in Adelaide and in a number of country towns. Visits were made to all universities and colleges of advanced education. Formal meetings were held with the Board of Advanced Education, the Department of Further Education, and the Education Department; in addition, many informal discussions were held with students, employers, government departments and institutions of post-secondary education.

The Committee made visits to Canberra and all mainland capitals in order to learn from the experience of other states, particularly in the matter of co-ordination and association between institutions.

The Committee commissioned studies on a number of specialised aspects of post-secondary education. Five of these reports have been published, and it is hoped that arrangements can be made to make several more available in published form. (A full list of these studies is appended to the Report).

In addition to publishing commissioned studies, the Committee hopes that submissions, minutes of meetings, and a number of working papers (suitably indexed) can be deposited in a suitable location and can be made available for study. In the first instance, these papers will be left with the library of the South Australian Council for Educational Planning and Research; later it may be appropriate for them to be deposited with an archive.
We wish to record our indebtedness to a number of persons who have assisted us in making the enquiry. Three consultants were appointed: Mr D. J. Anders (Executive Director of the South Australian Council for Educational Planning and Research), Prof. M. H. Brennan (Flinders University), and Dr C. Campbell (Department of Further Education). Mr P. A. Franklin was seconded to the Enquiry for three months from the Board of Advanced Education, and Mr J. T. Hyde was research assistant until early this year. Mr J. D. Glover, on secondment to SACEPR from the Australian Bureau of Statistics, was statistician. Dr V. C. Kenny, also on secondment from SACEPR, was secretary to the Committee. All of these contributed much to the progress of our work, and their experience with special aspects of post-secondary education has been invaluable to the Committee.

We wish to record our appreciation for the help and co-operation given by the very large number of persons who provided information for the Committee. In particular, many persons holding senior positions in education and government went out of their way to assist us and to them we are especially grateful.

Yours sincerely,

D. S. ANDERSON,
Chairman

P. W. I. FLEMING,
S. E. HUDDLESTON,
Members
Committee of Enquiry into Post Secondary Education in South Australia

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1. Staff
   Statistics of staff relate to 30 June.

2. Students
   Statistics of students at universities are taken at 30 April of the year shown, for 1971 and later years: earlier years refer to various dates throughout the year.
   For colleges of advanced education, the reference date is 30 April, for 1973 and later years: earlier years refer to various dates throughout the years. Details of students commencing are at 30 April in the years shown, except when it is noted that students commencing in the second semester are included: in these cases the figures refer to students commencing at 30 April plus students commencing at 30 September.
   Statistics of students in Technical and Further Education (TAFE) courses refer to the number of students enrolled throughout the year and have a reference date of 30 November.

3. TAFE Enrolments
   The TAFE statistics used for South Australia in this Report are, unless otherwise stated, student enrolments: students enrolled in more than one college are counted for each such enrolment. For Australia, it is only possible to obtain course enrolments: students enrolled in more than one course at a college or colleges are counted for each such enrolment. The discrepancy between these measures results in course enrolments for South Australia being approximately 10 per cent higher than student enrolments.

SYMBOLS USED

The following symbols have been used in the tables:

n.a. not collected, not available for publication
.. not applicable
— nil, or negligible

ROUNDING

Discrepancies between totals and the sums of components in tables are due to rounding.
Appointment of the Committee

In a statement to the House of Assembly, the Minister of Education (Hon. D. J. Hopgood, M.P.) on 27 July, 1976, announced the appointment of a Committee to enquire into Post Secondary Education in South Australia, with the following membership:

Dr D. S. Anderson (Chairman)
Mr P. W. I. Fleming
Mr S. E. Huddleston

The Terms of Reference were:

1. To carry out the investigations into post-secondary education as set out in the Minister of Education statement to the House of Assembly on 3rd February, 1976.

More specifically:

(a) To gauge the requirements of the State of South Australia for courses and institutions in the post-secondary field, and to determine the extent to which these needs are being met from existing resources;

(b) To make recommendations to the South Australian Government as to what additional resources or what re-allocation of existing resources might best ensure that responsibility for satisfying these needs is adequately discharged;

(c) To examine relevant legislation in this State, in the Commonwealth and in other Australian States with a view to making proposals concerning desirable means of co-ordination, collaboration, consultation and rationalisation that might exist between bodies providing post-secondary education;

(d) To investigate means of ensuring increased flexibility of movement of students between classes of institution and in particular the granting of credit for course work done in another institution;

(e) To report on administrative machinery or amendments to legislation that might be necessary to give effect to these proposals;

(f) To comment on any financial implications that any of the above may have on institutions providing post-secondary education;
(g) To give advice to the South Australian Government on the human and industrial implications of any proposals for rationalisation which might arise out of (c) above;

(h) To receive submissions from interested parties in writing or by personal discussions concerning any of the above matters and others that are considered by a concerned institution to be relevant;

2. To report to the Government not later than the end of the 1977 calendar year.

3. To issue interim reports to the Government if and when this seems necessary.

Subsequently, the Minister requested the Committee to provide him with a report on the South Australian Council for Educational Planning and Research, and it was agreed with the Minister that the Committee would report late in 1978.
Consolidated Recommendations

Academic Progress
All universities, colleges of advanced education and the Department of Further Education should make studies of the academic performance and progress of their students. (Chapter 4, para. 22)

Adult Education
(a) The government should give consideration to increasing its financial support to voluntary agencies providing adult education.

(b) The Tertiary Education Authority of South Australia should consider the establishment of a standing committee or other appropriate body to co-ordinate the provision of adult education in South Australia. (Chapter 5, para. 42)

The Arts
(a) The Tertiary Education Authority of South Australia should establish a working party, or working parties, to investigate:

(i) the idea of a collegium for training highly talented students in the arts;
(ii) appropriate training arrangements for opera; and
(iii) the need and location for a school of dance for the training of performers.

(b) The Graduate Diploma in Arts (Music) at Murray Park should be discontinued, at least until there is a demand from a sufficient number of students completing a first course in instrumental teaching. (Chapter 6, para. 38)

Selection of Students
(a) Present provision for mature-age entry to higher education should be extended.

(b) Institutions of higher education should give consideration to giving credit for relevant work experience in selecting students for professional courses.

(c) Bridging courses should be available to assist those whose preparation for particular courses in higher education is inadequate.

(d) All institutions should ensure that there is adequate dissemination of information on course offerings, admission requirements and procedures and that prospective students have access to adequate guidance. (Chapter 7, para. 16)
Aboriginal People

(a) The South Australian Government should approach the Commonwealth Government with a view to securing a flow of funds for Aboriginal education and development which is predictable and which can be implemented in accordance with State priorities.

(b) After consulting bodies such as the Aboriginal Advancement Committee and the South Australian Consultative Group for Education on the means by which it may best obtain expert advice in matters relating to the education of Aboriginal persons, the Tertiary Education Authority of South Australia should develop an overall plan for reducing the existing educational disadvantage of Aboriginal persons, bearing in mind the need for co-ordination of initiatives in education with those in other areas.

(c) The Tertiary Education Authority of South Australia should investigate means by which the Aboriginal Community College may be given a secure educational, financial and administrative base.

(d) The Tertiary Education Authority of South Australia should seek to ensure that in course development, delivery and evaluation of courses for Aboriginal persons, post-secondary institutions consult with the Aboriginal community.

(e) Tertiary educational institutions should, by means of special entry provisions and remedial and bridging studies, facilitate the access of Aboriginal persons to courses leading to professional and vocational qualifications at all levels.

(f) Tertiary educational institutions and the Tertiary Education Authority of South Australia should give particular attention to dissemination of information, counselling and guidance services for Aboriginal persons. (Chapter 7, para. 35)

Country Residents

The Tertiary Education Authority of South Australia should examine what would need to be done to ensure that a country person engaged in his first vocational training beyond secondary school is not disadvantaged in comparison with a person living in the city. (Chapter 7, para. 44)

Migrants

(a) All tertiary institutions should review policies and practices with a view to improving access to students from minority language communities and providing assistance to those with language problems.

(b) The Ethnic Affairs Branch of the Premier's Department should consider making, in conjunction with the Department of Further Education, a survey of English language classes in the work-place and of determining whether the coverage should be more extensive. (Chapter 7, para. 53)

Women

(a) The Tertiary Education Authority of South Australia should request all tertiary institutions, including the Department of Further Education, to provide information on programmes to increase the participation of women in higher
levels of administration and teaching and should publish such information in its annual report.

(b) Special attention should be given to the provision for women of a service giving information and counselling regarding vocational and non-vocational education available to them.

(c) The Minister of Education should examine ways and means to better equip female secondary students for post-secondary education, including the improvement of their participation in such subjects as mathematics and science, which are necessary preparation for entry to many careers.

(d) The Tertiary Education Authority of South Australia should consult with the Minister of Education and the Minister for Labour and Industry with a view to establishing a separate enquiry into the causes of the low participation of women in trade apprenticeship courses. (Chapter 7, para. 74)

Youth Unemployment

The South Australian Government should give consideration to development of a policy which guarantees the opportunity of a post-school role in work, education or special projects for all school leavers. (Chapter 7, para. 83)

Access

(a) Universities, colleges of advanced education and the Department of Further Education should enlarge their collection of statistical information, with respect to the representation among students of significant social groups, transfer of credit, recurrent education, and academic progress.

(b) The Tertiary Education Authority of South Australia should convene a working party which should establish procedures for the collection of information on a comparable basis from the various sections of post-secondary education.

(c) The institutions and the Tertiary Education Authority should regularly publish a statistical account of post-secondary education, including measures taken for the participation of minority groups. (Chapter 7, para. 87)

Regional Colleges

The name "community college" should not be used in South Australia. In the technical and further education sector, country colleges with continuing involvement in higher education should be known as "regional colleges" and all other colleges as "colleges of further education." (Chapter 8, para. 12)

External Studies

(a) The Tertiary Education Authority of South Australia should discuss the provision of university external studies with a number of Australian universities with a view to selecting one which would provide a specialised service in conjunction with the resources available within South Australia.

(b) External studies in advanced education should be operated from and administered in one college of advanced education with contracts being arranged with other colleges for the provision of specific courses: this should
occur at the Adelaide College of Advanced Education unless the Board of Advanced Education or the Tertiary Education Authority of South Australia, as the case may be, after considering submissions from the Salisbury and Adelaide colleges, recommends its location at Salisbury.

(c) The Tertiary Education Authority of South Australia should investigate the possibility of additional use of radio broadcasting for tertiary educational services.

(d) All tertiary institutions (including the Department of Further Education) should make an assessment of the needs of part-time students, with particular attention to the availability of student services and to the suitability of timetables.

(Chapter 8, para. 41)

Recurrent Education

(a) The South Australian Government should initiate discussions between employers, trade unions, educational authorities and appropriate Government agencies concerning the extent to which educational leave could be more readily available and how its cost might be met.

(b) The South Australian Government and the Tertiary Education Authority of South Australia should take up with Commonwealth authorities the need for more generous support for mature-age students seeking training on a full-time basis.

(c) The Tertiary Education Authority of South Australia should seek relaxation of the present Tertiary Education Commission limits on recurrent expenditure by universities and colleges of advanced education on courses of less than one year of full-time study.

(Chapter 8, para. 50)

Recognition of Credit

(a) The six colleges of advanced education and the two universities in South Australia should review their policies and procedures for the granting of credit for studies undertaken in other institutions with a view to reducing restrictions as far as possible.

(b) The Tertiary Education Authority of South Australia should convene meetings between institutions in order to establish agreed rules on the conditions under which students will be granted credit.

(c) The Tertiary Education Authority of South Australia should arrange for the preparation of a document for students giving consolidated details of provision for transfer of credit in South Australian tertiary institutions. (Chapter 8, para. 68)

Teacher Education

(a) The number of new students admitted to pre-service teacher education in universities and colleges of advanced education should be reduced by approximately 20 per cent on 1977 levels.

(b) The South Australian Board of Advanced Education and the universities should immediately begin planning for the reduced intake in 1979.

(c) As soon as it is formed, the Tertiary Education Authority of South Australia should assume responsibility for recommending teacher education quotas in
colleges of advanced education and universities, and should continually review teacher supply and demand with a view to making any further modifications to recruitment that may become necessary.  

(Chapter 9, para. 33)

Adelaide College of Advanced Education and Torrens College of Advanced Education

(a) Under the supervision of the Tertiary Education Authority of South Australia, Adelaide College of Advanced Education and Torrens College of Advanced Education should plan for a merger, which should be completed as early as possible.

(b) The new college should be known as the Adelaide College of Advanced Education.

(c) The University of Adelaide and Adelaide College of Advanced Education should establish a liaison committee to promote co-operation between the two institutions.  

(Chapter 9, para. 46)

Early Childhood Education

(a) Under the supervision of the Tertiary Education Authority of South Australia, the Kingston College of Advanced Education should become The de Lissa School of Early Childhood Education within the College of Advanced Education at Murray Park: this is to be effective from 1980.

(b) The courses in early childhood education at Murray Park should be subsumed by The de Lissa School of Early Childhood Education.

(c) Consideration should be given to a name for the new College.  

(Chapter 9, para. 56)

Flinders University and Sturt College of Advanced Education

(a) (i) From 1979, there should be no intake of first-year students with pre-service secondary teacher education courses at the Sturt College of Advanced Education;

(ii) From 1979, no students should undertake the first year of pre-service primary teacher education courses at the Flinders University of South Australia.

(b) Arrangements should be made for the Sturt College of Advanced Education to be represented on the Board of Management of the Flinders Medical Centre.

(c) The Flinders University of South Australia and the Sturt College of Advanced Education should establish a liaison committee to promote co-operation between the two institutions.  

(Chapter 9, para. 69)

Salisbury Region

(a) The Department of Further Education and the Salisbury College of Advanced Education should consult on their plans for the Salisbury Region with a view to making maximum opportunities available to students, and they should inform the Tertiary Education Authority of South Australia of the collaboration that will ensue.
(b) The Tertiary Education Authority of South Australia should plan for co-ordinated development of tertiary education in the Salisbury region and, in the light of future student demand, consider various possibilities, including whether it would be desirable to develop a multi-level college incorporating TAFE and advanced education.  

*Roseworthy Agricultural College*

(a) The Roseworthy Agricultural College should establish standing committees to promote closer links with other institutions.

(b) The Tertiary Education Authority of South Australia should consider the establishment of an advisory committee including representatives of the Department of Further Education, the Roseworthy Agricultural College, the Department of Agriculture and Fisheries and of the farming community to advise the Tertiary Education Authority of South Australia on the provision and funding of courses in agricultural education.

*South Australian Institute of Technology at The Levels*

The Institute of Technology should enter into discussions with the Tertiary Education Authority of South Australia and other post-secondary institutions to investigate educational uses for The Levels in addition to those at present offered at the advanced technological level.

*Whyalla*

(a) The Tertiary Education Authority of South Australia should investigate the possibility of the South Australian Institute of Technology at Whyalla and the Whyalla College of Further Education becoming a comprehensive multi-level institution in the future.

(b) In the meantime, the Advisory Committee for the South Australian Institute of Technology (Whyalla) and the Council of the Whyalla College of Further Education should ensure that each body continues to be represented on the other; these bodies should also arrange regular joint meetings.

(c) A joint committee of administrative and academic staff of both colleges should be established to meet regularly, reporting to both Councils on administrative procedures, forward planning, joint utilisation of resources (including staff, buildings, libraries, student facilities and equipment), and opportunities for students to move from one institution to the other with credit for studies completed.

*Noarlunga*

The Tertiary Education Authority of South Australia, after consultation with the Department of Housing and Urban Affairs and the South Australian Housing Trust, should ensure that there is a balanced and co-ordinated development of tertiary education facilities at Noarlunga.

*Human and Industrial Implications*

(a) Staff affected by our recommendations should be assured of continued
employment with conditions and salaries not less than those upon which they are employed at present.

(b) All higher education institutions, the Education Department, the Department of Further Education and the Public Service Board should be asked, in making appointments, to give preference to staff from the colleges of advanced education made redundant by the implementation of our recommendations.

(c) Legislation arising from the recommendations in paragraph 61 of Chapter 10 and from the recommendations in this Chapter should provide that:

(i) If staff transfer between colleges, their existing rights will transfer with them;

(ii) In making new appointments, colleges shall take into account any staff redundancies in other colleges;

(iii) Conditions of employment for staff shall allow for their transfer to another college in the event that the college council declares their job redundant;

(iv) In the case of merged colleges, there should be provision for staff appointments to be made by the new college council, except that in the first instance the Minister of Education shall approve the following:

1. The initial senior academic and administrative organisation for the new institution, on the recommendation of the Tertiary Education Authority of South Australia and the Public Service Board;

2. On the recommendation of the Public Service Board, the reallocation of the personnel from the merged institutions into the new organisation, on the assumption that all senior jobs are vacant, provided that, if deemed warranted because of special circumstances, an appointment may be made from other than existing staff.

(Chapter 9, para. 108)

Department of Further Education

(a) The Department of Further Education should, in collaboration with the Tertiary Education Authority of South Australia, give priority in its planning and allocation of resources to programmes for unemployed youth and to the needs of such groups as Aboriginal persons, migrants, women and country residents.

(b) In its country colleges, the Department of Further Education should develop information and guidance services covering all aspects of post-secondary education with the assistance of other tertiary institutions.

(c) The Tertiary Education Authority of South Australia and the Department of Further Education should examine the possibility of country TAFE colleges providing higher education in conjunction with universities and colleges of advanced education.

(d) The Tertiary Education Authority of South Australia should examine solutions to the difficulties surrounding varying salaries and conditions for staff in different sectors employed in the same college.
(e) The Tertiary Education Authority of South Australia should enter into negotiations with federal agencies on the means by which the arrangements envisaged in recommendation (c) may be funded. (Chapter 9, para. 139)

Co-ordination

(a) The South Australian Government should establish a statutory co-ordinating authority for tertiary education in this State, to be named the Tertiary Education Authority of South Australia.

(b) The Tertiary Education Authority of South Australia should have five members appointed by the Governor; a Chairman and Deputy Chairman, both of whom shall be full-time and shall be appointed for terms of not more than five years; and three other members, who shall be part-time and shall be appointed for terms of not more than three years. In the first instance, the Chairman should be appointed for five years, the Deputy Chairman for four years and the part-time members for three-, two- and one-year terms. All members should be eligible for re-appointment.

(c) The powers of the Tertiary Education Authority of South Australia should be:

(i) To advise the Minister of Education on any matter pertaining to post-secondary education in South Australia;

(ii) To advise the Minister of Education on salaries and conditions of service proposed for academic and non-academic staff in colleges of advanced education;

(iii) To review the needs of South Australia for post-secondary education and undertake planning to meet future changes in those needs;

(iv) To make recommendations to the Minister of Education and to the Tertiary Education Commission on the allocation of funds (both capital and recurrent) for post-secondary education in tertiary institutions and other agencies of post-secondary education;

(v) To approve any proposed new course in a tertiary institution;

(vi) To request any tertiary institution to introduce a course or discontinue an existing course;

(vii) To publish such reports as it considers desirable;

(viii) With the approval of the Minister of Education to appoint such staff as it requires;

(ix) To establish such standing and ad hoc committees as it deems necessary to assist in carrying out particular functions;

(x) To request such information from tertiary institutions as it deems necessary to assist in carrying out particular functions.

(Chapter 10, para. 61)

The Tertiary Education Authority of South Australia should, in three years' time, reconsider the status of the Department of Further Education as it affects the co-ordination of post-secondary education in South Australia in order to determine whether it should retain its quasi-departmental status or become more independent. (Chapter 10, para. 65)
The South Australian Board of Advanced Education should be dissolved on a date to be fixed by the Minister of Education after the establishment of the Tertiary Education Authority of South Australia and the salaries and conditions of employment of staff of the Board be fully protected. (Chapter 10, para. 68)

The Tertiary Education Authority of South Australia should take up with the Federal Tertiary Education Commission the question of state rather than federal approval of advanced education courses. (Chapter 10, para. 95)

(a) A permanent standing committee of the Tertiary Education Authority of South Australia should be established by legislation, to accredit:

(i) Courses referred to it by the Authority;
(ii) Courses approved by the Authority or the South Australian Board of Advanced Education and submitted to it by universities, colleges of advanced education or the Department of Further Education; or
(iii) Courses of any other body from which the Authority has agreed to accept courses for accreditation.

(b) The membership of the Committee shall be: a Chairman, who may be a member of the Authority, appointed by the Minister of Education on the recommendation of the Authority; two nominees of the colleges of advanced education; two nominees of the Director-General of Further Education; and four persons, nominated by the Minister of Education, who shall include at least one with experience in universities and one tertiary student.

(c) The functions of the Committee shall be:

(i) To accredit or refuse accreditation to a course or to refer a course back to a submitting institution;
(ii) To authorise an institution to accredit some, or all, of its courses;
(iii) To review the authorisation of any institution to accredit its own courses and the accreditation of courses at intervals of no less than five years, if requested by the institution;
(iv) To promote consistency of nomenclature of awards in and between each sector of tertiary education, having regard to the nomenclature used interstate, and to ensure that, as far as possible, nomenclature and standards conform with the requirements of any recognised national accreditation or registering body.

(d) The Committee shall authorise the University of Adelaide and the Flinders University of South Australia each to accredit its own courses.

(e) The Committee may establish such ad hoc advisory committees as it deems necessary. (Chapter 10, para. 112)

The Department of Further Education should submit for accreditation existing certificate courses which have not previously been considered by the South Australian Technician Certificate Board. (Chapter 10, para. 113)

The accreditation functions of the South Australian Board of Advanced Education should be terminated on a date to be fixed by the Minister of Education. (Chapter 10, para. 114)
The South Australian Technician Certificate Board should be abolished on a date to be fixed by the Minister of Education. (Chapter 10, para. 115)

The Tertiary Education Authority of South Australia should accept as accredited all awards accredited by the South Australian Board of Advanced Education and the South Australian Technician Certificate Board. (Chapter 10, para. 116)

The South Australian Council for Educational Planning and Research

The act establishing the South Australian Council for Educational Planning and Research should be amended to provide for:

(a) A Council comprising:
   (i) Nominee of the Director-General of Education;
   (ii) Nominee of the Director-General of Further Education;
   (iii) Nominee of the Chairman of the Tertiary Education Authority of South Australia;
   (iv) Nominee made jointly by the University of Adelaide and the Flinders University of South Australia;
   (v) Nominee made jointly by the colleges of advanced education;
   (vi) Nominee made jointly by the non-government schools of South Australia;
   (vii) The full-time Director of SACEPR;
   (viii) Six other members appointed by the Governor on the nomination of the Minister of Education;
   (ix) Members co-opted by the Council.

(b) A Chairman to be elected by the Council.

(c) The following powers and functions:
   (i) To conduct, or to commission the conducting of, such investigations and research as the Council considers desirable with respect to the development of education in South Australia;
   (ii) To establish and maintain a library and to accumulate statistical evidence relevant to the functions of the Council;
   (iii) To publish reports, papers or documents relating to educational planning and research;
   (iv) To perform any other functions that may, in the opinion of the Council, be reasonably incidental to the foregoing.

(d) The Council may, in the exercise of its powers and functions under this Act, co-operate with other authorities with the object of promoting educational research and assisting in the development, rationalisation and co-ordination of educational services.

(e) The Council shall conduct research into, and advise the Minister of Education upon, any matter that the Minister refers to the Council for investigation and advice. (Chapter 11, para. 28)
Issues in Post Secondary Education

chapter one
Issues in Post Secondary Education

1. Seven years have passed since the last public report, *Education in South Australia*¹—the Karmel Report—described the conditions of South Australian education and recommended on the future needs of all education, including post-secondary.² Those have been years in which there has been expansion of demand and resources and a further shift of authority away from the states to the federal sphere. The terms of reference given to the Committee by the Minister of Education reflect the need to re-examine the requirements of the State for post-secondary education and, under these new circumstances, to determine the best ways to meet those requirements.

2. In this Chapter we discuss the purposes of post-secondary education, ways in which the question of needs may be approached, and some issues related to co-ordination.

PURPOSES AND FUNCTIONS OF POST-SECONDARY EDUCATION

3. There is a set of purposes common to all post-secondary education. One is to provide the vocational studies which are necessary before students can practise a calling in the skilled trades or professions. A second common purpose is to provide for the continuation of general education—this can range from making good any deficiencies in students’ secondary education to providing liberal education at an advanced level. Associated with this is the preservation and transmission of the most valued components of our culture; this includes science and technology as well as the arts and humanities.

4. In addition, there are functions performed by post-secondary education which are not a part of its avowed purposes. One of these is the allocation of individuals to roles in a socially and vocationally differentiated society. Secondary and post-secondary education sifts students until the number of graduates approximately matches the opportunities for work in the various occupational strata. At about age fifteen (when most of the age group is still at school) almost

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¹ Report of the Committee of Enquiry Into Education in South Australia, *Education in South Australia* 1969-70, Peter Karmel, Chairman (Adelaide, 1971). Hereinafter this will generally be referred to as the Karmel Report.

² We use “post-secondary education” to refer to all education with some institution-based education which occurs after school. Thus basic education for persons who have left school is included, as is education in non-state supported agencies. “Tertiary education” refers to post-secondary education in colleges of further education, colleges of advanced education and universities. “Higher education” refers to the latter two, and “TAFE” (technical and further education) generally refers to the colleges of the Department of Further Education.

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one-half of students express an ambition to work in an occupation which will require a qualification from higher education.\textsuperscript{3} Clearly a large number will be disappointed. By twelfth year of secondary school, only a little more than one-third of those who started school are left, about one-half of whom go on to higher education. Further attrition in university and college of advanced education leaves a number graduating which approximately matches the professional sector of the work-force. Much of the controversy surrounding higher education relates to this general selective function.

5. The common purposes lend some weight to the argument that the three independent sectors of post-secondary education should be connected so that their purposes can be pursued more effectively. There are sound arguments for regarding the three sectors of post-secondary education as inter-related systems and we discuss these later in this Chapter.

6. Each sector of post-secondary education has a quite distinctive purpose in addition to those they hold in common. Universities undertake research and scholarship and have, in particular, the responsibility for the conservation and extension of knowledge and for the education of future research workers. This is their distinguishing purpose. Apart from research training, this purpose is not educational in the conventional sense. The other main purpose of universities is, of course, to provide education at a high intellectual level, including education for the professions. This purpose is shared with colleges of advanced education, although there are some differences in emphases which are connected with the universities' role in research and scholarship. There are also historical differences. The long-established professions tend to be taught in universities, which were for centuries the only source of higher education, while professions which have been established more recently tend to be taught in both sectors, or in colleges of advanced education alone. Universities are also the main providers of general arts and basic science degree courses; comparable courses in colleges of advanced education have a more applied emphasis.

7. Colleges of advanced education were established at the begining of the era of expansion of higher education in the mid 1960's, when it was decided, as a matter of policy, that it would be inappropriate to expand universities to the extent necessary to encompass the expected increase in numbers.\textsuperscript{4} Their distinguishing purpose is to provide an education with a strictly applied emphasis for those vocations that require diploma or degree standards of entry. There are a number of points of view on the reasons for the creation of this binary system in Australian higher education: to provide an alternative path to the professions by way of courses with more practical components than the more theoretical university studies; to develop a system which would be more responsive to the objectives of national planning than were universities; to protect research and scholarship which would have been under threat if universities had had to carry the full burden of expansion.

\textsuperscript{3} Richard Blandy and Tony Goldsworthy, \textit{Educational Opportunity in South Australia}, The Flinders University of South Australia (Adelaide, 1975), pp. 11 and 12.

\textsuperscript{4} The fore-runners of many colleges of advanced education were, of course, Education Department teachers colleges; these have a long history. In some states, including South Australia, long-established institutes of technology and agricultural colleges became colleges of advanced education when the system was formally established.
8. Higher education as a whole has a special role in helping to maintain a free society by the provision of a base for social criticism. This role is a product of the professional or scholarly competencies of staff members. It is also related to their independence from government, commerce and industry.

9. Education in universities and colleges of advanced education is designed for students with above-average levels of ability, generally those ranked in the top one-fifth or one-quarter of intellectual capacity. Before qualifying for admission, students are required to have passed examinations following Year 12 or to demonstrate equivalent achievement. Nevertheless, some differences have begun to emerge between those students who choose university education and those who choose colleges of advanced education; these differences are consistent with the theoretical and practical orientations referred to above.

10. The multiple and diverse purposes of TAFE are illustrated by the six streams into which its courses are classified. Although some of its courses require considerable intellectual ability, its entry standards differ from those of higher education. TAFE provides a system of post-secondary education where access is more open than in higher education; the only barrier to admission to most courses is from limited places. There are strong practical and applied emphases in TAFE courses, and, in many, the emphasis is on manual rather than on intellectual skills.

11. We wish to stress that these differences of purpose are essential but not exclusive characteristics of the three sectors. Universities must provide research and scholarship, colleges of advanced education must provide professional education with an applied emphasis, TAFE must provide an open system; each sector does many other things, some of which overlap with activities in other sectors.

12. Each sector is also distinguished by the control which is exercised over individual institutions. Universities have considerable institutional autonomy protected by parliamentary acts; subject to the funds being available, they are able to mount new subjects and courses with little reference to an outside authority. Colleges of advanced education also have institutional autonomy protected by legislation; they are, however, required to obtain the approval of coordinating authorities for new courses and to submit courses for accreditation. TAFE institutions have only limited autonomy; they do not exist under separate legislation but are the responsibility of government departments, which make the major decisions about staffing, courses and curriculum. Thus TAFE colleges are potentially most responsive to external planning directives and universities least responsive.

13. The three sectors, with their distinctive purposes and different organisational structures, constitute a satisfactory framework for the development of post-secondary education in the State. There is room for some change so that unnecessary duplications of activity can be avoided and resources can be

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shared more effectively. This can be achieved without altering the basic structures or blurring the identities of the three sectors.

**DEMAND FOR PLACES**

14. There are two practical approaches to the question of establishing the requirements or needs of a society for post-secondary education. One is to estimate need from the demand for places by potential students; the other is to try to assess the number and variety of graduates needed by society if it is to function effectively.

15. In considering student demand, higher education will be considered first. There has been a period of growth during which the number of students in South Australian universities and colleges of advanced education (including the former teachers colleges) has expanded owing to population increase and to a higher proportion of relevant age groups qualifying for courses. Since 1955, the number of students in South Australian higher education (including the former teachers colleges) has increased from 7,950 to 28,902. It is clear that the period of rapid growth due to population increase is almost at an end. Projections, set out in detail in Chapter 3, estimate that the number of South Australians in the 17-22 age bracket will continue to rise to a peak of 146,000 in 1981 and thereafter will decline until, by 1996, there will be 11,500 fewer. During the subsequent decade, numbers will rise again, but not to present levels until after 2000. Thus, if participation levels remain constant, we can expect fewer young students in higher education in South Australia from the late 1980's. The demographic projections for South Australians follow a pattern different from those for Australia as a whole, where the number of persons aged 17-22 will rise until 1981 and remain above present levels for the remainder of the century.

16. It would be dangerous, however, to assume that the participation rates of the younger age groups will remain as they are now. At present, about 37 per cent of those who start school stay to Year 12; about one-half of these transfer to higher education within one or two years of leaving school. Thus at the moment, about 18 per cent of an age group moves to university or college of advanced education within a year of completing Year 12 (about one-half to each). The transition proportion has been nearly constant for some time, while the retention rate to Year 12, which has been rising steadily for many years, shows signs of levelling off. There is no easy way of knowing whether this represents a real limit to demand, a period of turbulence which will be followed by further growth, or the effect of few additional places being available in higher education.

17. These figures, of course, only provide an indication of actual demand if all applicants obtain places. There is a dearth of satisfactory evidence on this point; some analysis of the applicants for places in 1978 would suggest that the number who could not gain admission to any course was substantial, although the precise academic potential of the students could not be established. In the case of the largest category of applicants—recent school leavers—the number whose aggregate matriculation mark was below 200 (the level generally considered to be an absolute minimum for higher education) was approximately 25 per cent and very few such students gained admission. However, 200 is a scaled mark, fixed in relation to the distribution of all marks and not in relation to an independent
standard; therefore, it is not possible to come to any firm conclusion concerning
the number of potentially able students who were not admitted or, for that matter,
concerning the number of students with poor prospects who were admitted. As
the available evidence was inadequate, we were not able to conclude whether
there is an unsatisfied demand for higher education from potentially able young
students. Given that there are still about ten years in which the size of the relevant
age groups will exceed present levels, we do not expect that there will be a
problem of unfilled places in higher education as a whole, even if participation by
older age groups does not increase.

18. There is, however, a considerable number of older persons in higher
education; because the population aged 25 and over will increase, participation
from this group must be set against the more static rate for younger students.
Assuming that each age level participates at recent rates and that places are
available, we can expect the number of students in higher education to grow at a
moderate rate, at least until the 1990's (see Chapter 3).

LATENT DEMAND FOR HIGHER EDUCATION

19. So far the discussion has been concerned with estimating participation,
assuming current levels of demand. The potential or latent demand from sections
of the community who are prevented by their present circumstances from
participating, or who are unaware of the possibilities of continuing their education
after school, must also be considered. A rough estimate of this potential can be
made from the participation rates of certain well-defined social groups. In later
chapters, we point out that Aboriginal people, some migrant groups, country
people, women and lower socio-economic groups are all under-represented in
higher education; that is, given the size of these groups in the community, one
would expect more students from each group than are now enrolled. Women
appear to be catching up, and second-generation migrants seem to be
reasonably well represented. Country and lower socio-economic groups,
however, remain considerably under-represented and there are very few
Aborigines in higher education.

20. As more members of these under-represented groups complete
secondary education, and as other barriers to access are removed, the overall
participation rate can be expected to rise. Already this is reflected in a trend for
more older people to enrol in higher education; we expect this trend to continue
for some time. The opportunity to enrol later in life in university or college of
advanced education is one means of helping to equalise access for those
prevented by personal circumstances from enrolling earlier. We expect that there
will be increasing numbers of others who have deliberately chosen not to move
directly from school to higher education but who, later in life, will have the
motivation and maturity for degree and diploma studies. Both these
groups—those unable to enrol when younger and those whose motivation
develops later—provide a potential for increase which is likely to be realised if
there are appropriate support and admissions schemes and if courses and
teaching methods match the needs of older students.

21. Another source of additional demand will be schemes of recurrent
education which provide opportunity for those already qualified to upgrade and
update their learning.
22. It is not possible to quantify the latent demand arising from the groups discussed above. Demand is influenced by the number of places available, by programmes for financial support and by schemes to broaden the base of recruitment. We expect, however, that increased participation from these groups will more than compensate for any reduced demand by young students, provided that places are available.

23. Nevertheless, universities and colleges of advanced education are faced with profound problems which will arise from a low rate of growth. In the past, they have been able to innovate using the growth in financial resources that regularly becomes available. In the years to come, they will face the difficult problem of meeting new educational needs, which are sure to arise, by the redeployment of existing resources. Furthermore, the age profiles of staff show that the majority are under forty (see Chapter 3); there will therefore be relatively few opportunities during the next twenty years to engage new staff as replacements for normal retirements.

24. It is impossible to analyse the demand for TAFE as has been done for higher education because the data are not available. An extrapolation based on population projections, and assuming constant participation, shows a greater growth than for higher education, because TAFE enrolls a much higher proportion of older age groups whose numbers in the population will increase. Those TAFE streams which attract younger students, particularly the trades stream, can be expected to decline if present participation rates continue. The Department of Further Education expects overall participation rates to rise, causing numbers to increase by more than 50 per cent in the next decade. Such simple projections are an unsatisfactory basis for planning, particularly in TAFE, where enrolments are likely to be influenced by changes in the economy and by government policy decisions.

25. We also approached the question of demand from the perspective of society's needs. In particular, we explored the ideas that all citizens should be able to continue education at some time after school, that manpower requirements should be met, and that certain social conditions and policies have important implications for post-secondary education.

26. In our view, it is desirable for society that all citizens with the interest and motivation should be able to participate in post-secondary education, whether this be to complete basic education, to pursue interests, or to acquire vocational skills.7

VOCATIONAL EMPHASIS

27. We do not find it helpful to make a sharp distinction between vocational and non-vocational studies. Most courses in post-secondary education, including those conventionally labelled non-vocational, can be useful in earning a living or in establishing a calling. Similarly, vocational studies are taken by some students

7 The population participation rate in tertiary education is higher than is often assumed. The proportion of a generation enrolling in higher education at some time during their life-time is over 20 per cent. The rate for TAFE is certainly much greater than this, and the overall participation in all tertiary education is probably about two-thirds of a generation.
simply for the sake of interest. Nonetheless, courses leading to particular careers and occupations should be given adequate priority in post-secondary education; indeed, vocational considerations should be taken into account in the planning of all courses in tertiary education. This means that the opportunity for useful employment and changes in the practices of professions and trades should be kept in mind by planning authorities and by educational institutions. This emphasis on vocation is consistent with evidence from studies which show that students’ motivation for post-secondary education includes a strong vocational emphasis; it is also consistent with social pressures from employing agencies for "useful" graduates.

28. The importance we place on the vocational component in post-secondary education does not mean that initial courses should place great emphasis on skills needed in particular occupations. Training in specific skills is more appropriate within industry or as part of a programme of recurrent education. Initial courses should be concerned with generalised skills and basic principles; they should produce graduates capable of adapting their learning to a wide variety of situations. Where initial courses are too specialised, graduates are likely to become boxed into a narrow range of jobs and to become redundant if technology changes. Initial courses should also provide for the continued general education of students, which has in many cases been limited by academic specialisation in the last years of school; vocational courses at all levels of post-secondary education frequently continue this specialisation with the result that many graduates have a poor understanding of the society in which they will practise their trade or profession.

MANPOWER PLANNING

29. The evidence for the limited effectiveness of manpower analysis and projection in planning education has made us cautious in using this approach. Where estimates of the numbers of trained personnel which will be required in various vocations have been made and applied to post-secondary education, the results have not always been advantageous. By the time a new course is designed and under way (or an existing one expanded) and students have been recruited and graduated, the circumstances which gave rise to the estimates—of technology, the economy, of social policy—are likely to have changed. We are also dubious about the assumption, implicit in some manpower approaches to education planning, that people should be fitted to jobs; if anything, the opposite view deserves greater emphasis. It would be unwise, nevertheless, to reject the idea of manpower planning altogether and there will be occasions when, in specific areas, it will be possible to predict gross imbalances. School teaching is a case where the evidence that there would be a large surplus was available several years ahead of the event. Manpower studies should be used as an aid to planning post-secondary education, in conjunction with evidence of student demand and in association with a strategy of recurrent education, so that initial or pre-service courses do not restrict graduates too closely to one speciality. During the course of our enquiries, we found it difficult to obtain data and analysis of the manpower situation in South Australia and we discovered that when such information is available, it is usually only from Commonwealth agencies.
30. Any attempt to gauge the needs of a society for post-secondary education must take account of conditions in that society and, in particular, of social policies which have implications for education. South Australian Government policies which we have especially noted concern promotion of the arts, equal opportunities (with particular reference to women and ethnic groups), industrial democracy, regionalisation and planning. In several of these areas, we commissioned or requested expert studies, these are being published independently of our Report.

**YOUTH EMPLOYMENT**

31. The effect of high unemployment among young people is one of the most serious problems our society has to face. In South Australia at present (May 1978), there are 11,900 persons aged 15 to 19 years not in school or post-secondary education who are registered as unemployed. They comprise 30 per cent of all unemployed persons, and their rate of unemployment is 18·6 per cent, which is three times that for the work-force as a whole. The problem is greatest among those with least education and is greater for females than males. In our visits to some country regions, we found that the prospects for satisfactory employment or post-secondary education were bleak for more than one-half of the school leavers.

32. The consequent damage to morale and social attitudes cannot be over-estimated. A large part of a generation is passing into adulthood with feelings of alienation from society and the absence of any sense of worthwhile purpose in life. To have a satisfying career is crucial to the psychological process of forming a healthy personal identity. Large numbers of school leavers, particularly those who leave early, have a sense of failure at school which contributes to a poor estimation of self worth. These feelings are confirmed and compounded by failure to find a satisfying work-role. During our visits, both in the country and metropolitan area, we were disturbed to find attitudes among many adults, particularly employers, which placed the blame for the poor presentation of youth on the schools and on the young people themselves. The view was widespread that not only can the young job-seekers not read and write adequately but that they have negative attitudes to work and self-improvement.

33. We are aware of the programmes which the South Australian Government has initiated in the area of youth employment. We are aware also that the contribution of post-secondary education to the elimination of youth unemployment must be made in conjunction with other agencies. There is an urgent need for policies which guarantee that all school leavers can have a positive role in society—in training, in employment or in special projects. We make some proposals on the matter in Chapter 7.

**RECURRENT EDUCATION**

34. The trend for greater participation by older persons in post-secondary education is strongest in TAFE, but it is also evident in higher education. We expect the trend to increase for two reasons. First, as changes in the economy

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8 For list of commissioned studies see Appendix I.
and in technology cause many technical skills to become outmoded, the idea that an initial course in education for a vocation will equip one for a career for life can no longer be relied upon. It will be increasingly necessary for people to return to education for updating and upgrading of skills. This change will demand the revision of tertiary education course structures, so that there are alternatives to the two-, three-, or four-year initial certificate, diploma and degree courses. It will also be necessary to review schemes of financial support, which are related, at present, mainly to the needs of young school leavers without domestic commitments.

35. Secondly, there are social changes causing more older persons to enrol in post-secondary education. The steady increase in time free from the essential business of earning a living is certain to continue; already a person aged 20 has an expectation of life in which an aggregate of about 25 years will be available for leisure activities. Education has the power to help individuals to make the most of this period of self-directed activity. The seemingly insatiable demand for the TAFE enrichment courses is one indication of the need. Higher education will also come under greater pressure from students wishing to develop new interests, understandings and capabilities.

**ISSUES IN CO-ORDINATION**

36. Our observations have led us to the conclusion that there should be, at State level, an agency which can develop plans for post-secondary education as a whole. Such an agency should advise governments, which are virtually the only source of income for post-secondary education, on priorities between the sectors. We also see a need for an external agency which can help ensure that each sector holds to its essential purposes, and that institutions do not drift into activities inappropriate to them. Owing to the overlap between sectors, there should be an arbiter of disputes which cannot be settled bi-laterally. The case for one authoritative post-secondary planning agency in the State is well illustrated by education for the health services; altogether, the two universities, two colleges of advanced education and the Department of Further Education offer more than 50 separate courses in this general area. Yet there is no educational agency that can ensure an orderly development of courses within and between sectors, or that can represent the educational sectors in discussions with the Health Commission or other government agencies. Other areas of professional education embracing more than one sector, and for which there is no formal provision for planning and co-ordination at State level, include engineering, architecture, music and teacher education.

37. We have reviewed the present arrangements for co-ordination at state and Commonwealth levels. The Commonwealth Government now provides virtually all funds for universities and colleges of advanced education and about 20 per cent of funds for TAFE. Universities are subject to general co-ordination at federal level only; their level of funding is determined by the Commonwealth Government and allocated on the recommendation of the Tertiary Education Commission. Major new developments require Commission approval. College of advanced education funding has been determined according to courses rather than as a block grant to the institution, and proposals are subject to scrutiny at
both Commonwealth and state levels before approval is granted. TAFE colleges are administered by state departments, which control courses curricula, staffing and equipment. Commonwealth funds are determined in consultation with the states and are regarded as topping-up.

38. There are imbalances in these arrangements. In higher education, the states have no responsibility for providing funds for institutions while they have a role in major policy decisions. This role derives from the legal status of state universities and colleges of advanced education, all of which are set up under acts of state governments, and from the federal practice of avoiding any major policy decisions that are contrary to state views. There is a further imbalance in the arrangements for co-ordinating higher education. Although universities and colleges of advanced education have many educational courses in common, universities are not subject to the authority of state bodies and action to co-ordinate fields of study at state level tends therefore to be confined to the advanced education sector. Finally, because funding is divided between sectors, neither state nor federal agencies have authority to co-ordinate post-secondary education as a whole. In fact, as the states have responsibility for funding TAFE and the Commonwealth for higher education, there is some incentive for states to push courses into the advanced education sector and for the Commonwealth to push courses into TAFE. This is inimical to good educational planning.

39. A state co-ordinating body should have the same authority for approving major new areas of under-graduate study in universities as it has for colleges of advanced education. Although this does not diminish the institutional authority of universities, which are already subject to Commonwealth agencies in this respect, universities assert that it would diminish their essential academic freedom to give this authority to a state. We recognise that this is an important issue.

40. We understand academic freedom in a university to mean that it should not be subject to external authority in the selection of students or staff, in teaching methods or the content of courses, in the conduct of intellectual enquiry, or in the publication of the results of enquiries and research. Aspects of academic freedom should extend to all forms of education—for example, school teachers would object to direction in how they should teach or interpret curricula. For universities, however, the idea of academic freedom is of central importance and applies particularly to the freedom to pursue the dictates of intelligence and to make the results of intellectual enquiry available to the world. Subordination of this freedom whether by governments or pressure groups, would be detrimental to the intellectual life of universities, could inhibit the discovery of knowledge, and would imperil the role of universities in maintaining a free society.

41. Academic freedom is frequently confused with full institutional autonomy; it is sometimes argued that limitations placed by government on university income or on the development of a professional course constitute a violation of essential academic freedom. We do not believe that there is a necessary connection. There are instances where academic freedom has flourished despite subjection to planning directives, and where complete autonomy was associated with repression of intellectual life. Oxbridge colleges in the nineteenth century were not dependent on government but displayed
considerable intellectual intolerance. On the other hand, Australian universities have in the past twenty years had their income determined by government and have been prevented from initiating some major new courses—as in medicine, veterinary science and engineering—but these restraints have not inhibited the freedom of intellectual life. If there has been any threat to academic freedom, it has come chiefly from some of the professional bodies which have been able to insist on aspects of course content.

42. A distinction needs to be made between institutional self-government and the co-ordinated planning of universities and colleges. Self-government by councils appointed under statutes provides protection from outside interference in essential academic affairs. It does not, however, determine the amount of income which governments are prepared to provide or allow the untrammelled development of any major new undergraduate teaching area. It is particularly in the last matter that the universities are apprehensive that state-level co-ordination will violate their essential freedom. The points at issue are: can necessary planning be achieved through bilateral agreements between institutions; should planning authority be exercised at federal or state levels; should universities, colleges of advanced education and TAFE colleges be regarded as part of a single system; and, in relation to these, what should be the powers and legal authority of any planning body? In a later chapter, we deal with these issues in some detail, and we make only a few general observations at this point. We observe that bilateral agreements are not a sufficient means of planning. While there are some notable examples of effective inter-institutional collaboration, there are also examples of quite unnecessary and expensive duplication of effort. The numerous overlapping courses among the North Terrace institutions is evidence of the limitations to bilateral planning. Furthermore, there is no evidence that voluntary agreements between institutions constitute an adequate means of developing imaginative plans to meet the future educational needs of the community.

43. Whether planning should be by state or federal agency is an issue inter-connected with the question of separate arrangements for universities and colleges of advanced education. The present arrangement in Australia, where co-ordinated planning for university education occurs at federal level only, but where colleges are regulated by both federal and state agencies, is, as we have pointed out, not satisfactory. Teacher education, where it is likely that there will be substantial reductions in recruitment of new students, illustrates the problem. In South Australia, both universities and the six colleges of advanced education have substantial commitments to the professional preparation of teachers: in every case, school teaching is the profession which recruits the largest group of graduates. At present, the Board of Advanced Education, the sole co-ordinating body in the State, has authority only over colleges of advanced education; an effective adjustment in numbers can only be guaranteed by operating through the college sector alone, or by securing the voluntary agreement of the universities, or by action at the federal level. An even more difficult matter, which universities and colleges of advanced education would find it hard to settle among themselves, concerns the sorts of courses which should be provided for students who in earlier years would have entered teaching.
Quite detailed information is necessary if informed decisions are to be made concerning advice to governments on allocation of funds between the three sectors of tertiary education, on the distribution of resources between them, and on future developments. It would be difficult for the federal agencies, which are concerned with more than 100 institutions in higher education alone, to obtain and analyse all the necessary facts. Even if this were possible, the state should have an informed position on the development of its own system of post-secondary education.

The relation of a post-secondary education co-ordination and planning agency to government is an important and delicate matter. It is desirable that there should be a mediator between institutions and government. The planning and development of higher education generally requires a time perspective longer than governments are normally able to adopt. Furthermore, the operation requires a range of expertise which a government department is not always able to supply.

These considerations lead to the idea of a co-ordinating and planning agency with power to advise the Minister of Education on funding and about the development of new courses. Such an agency should have its own statute enabling it to plan and regulate the development of post-secondary education; it should not be concerned with the internal affairs of institutions.

This relates to a difficult issue on which the Committee was requested to advise the government: the means of ensuring increased flexibility of movement of students between classes of institutions and, in particular, the granting of credit for work done in another institution. The fact that this specific item was included in the terms of reference and the evidence, in submissions to the Committee, of widespread dissatisfaction with present arrangements indicate that this is widely regarded as a serious problem. However, the establishment of an authority with power to direct institutions to adjust their courses or to admit students with certain qualifications would conflict with the objectives of academic freedom. A later chapter will take up the issue in some detail. We believe that the role of a co-ordinating authority in matters such as this should be facilitative rather than directive and that its power should be a moral one (for example, through drawing attention in its reports to deficiencies in arrangements).

An agency for co-ordinating post-secondary education should have two broad purposes: to regulate institutions so that a balanced educational service is provided by the entire system, and to plan for future developments. Our own enquiries have been handicapped because of the absence of statistical and research information which we would have expected to be available had there been a more highly developed planning agency. There are many areas where the quality of conclusions reached would have benefited from the availability of hard data. This will be evident in Chapter 7, which deals with the access to post-secondary education of various minority groups.

In later chapters, we will point out that there is a lack of clear purpose and direction in much of post-secondary education. Many of the submissions we received were concerned with defending or gaining territory and had little to say about developing a role in response to new needs. We do not believe that an
external co-ordinating authority should have strong directive powers over institutions; it should, however, have articulated views and plans for the development of the post-secondary system, and should encourage institutions to develop their own plans according to their particular roles and purposes. An overall plan would need regular revision as existing needs are met and new ones become apparent. In order to plan effectively, a co-ordinating authority would require access to information from institutions and the capacity to assemble and analyse its own data. Great stimulus could be given to post-secondary education in South Australia by the regular publication of information—some of it in the form of statistical indices—which assesses progress toward stated objectives.

50. The Committee has taken note of two aspects of the industrial democracy programme of the State Government: the development of a role for workers in policy formation and the extension of worker influence over their immediate tasks. Both have some implications for post-secondary education.

51. In considering a body to plan and co-ordinate all post-secondary education, the Committee gave careful consideration to the possibility of constituting an authority by representing the various sectors of post-secondary education, including staff and students. After discussions with staff and student organisations and with the head of the Industrial Democracy Unit, we concluded that it would be inappropriate to make any planning and co-ordinating authority for post-secondary education a representative body. The concept is different from that of a board of directors of a factory or the council of an educational institution: an authority would be less concerned with the processes (productive or educational) of a work organisation than with planning and providing the resources necessary for educational institutions to carry out their objectives. It must oversee a number of independent and autonomous bodies and must deal with the situation where to add to one may be to subtract from another. It may need to consider the merits of recommending that one body should amalgamate with another or even that an institution should cease to exist.

52. Evidence available to the Committee demonstrated that where educational co-ordinating bodies have been composed of representatives of interested parties decisions are reached on the basis of compromise, and that this does not necessarily coincide with the needs of the community. If all the organisations and sectors involved with post-secondary education were to be represented—students, staff, employers, management, community interests and government agencies—the Committee would have more than thirty members. We note that one of the real difficulties of the South Australian Council for Educational Planning and Research has been the inability of a council, which is not only large but representative of institutional interests, to come to grips with its co-ordinating, advisory and planning functions.

53. Changing social patterns are presenting new problems to post-secondary institutions in South Australia. We have been conscious of this and of the fact that there will be further changes as time passes; some of them will be unexpected. The recommendations in the following chapters of this Report are intended to deal with a number of specific problems and to provide a frame-work for future development which is as flexible as we can reasonably devise.
Historical Background to Post Secondary Education in South Australia
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Post Secondary Education
in South Australia

1. In order to understand the nature of post-secondary education in South Australia and some of the Committee’s recommendations for change, it is useful to review the way in which the present system developed.1 The establishment of South Australia in 1836 as a colony of free English settlers demanded the independent development of various means to provide a small and isolated community with the skills to create a contemporary European civil society in territory that had been the preserve of a nomadic culture. The development of post-secondary education in South Australia from about the middle of the nineteenth century followed much the same general pattern as its expansion in most parts of the western world, but here it can be seen in isolation from its historic roots. The main strands of post-secondary education in this State can be categorised as the education of technicians, of teachers, of the traditional professions and—through the Workers’ Educational Association, local institutes and university extension lectures—the informal education of those who have left school.

2. Even before the first settlers had embarked for South Australia, its founders and supporters in England had demonstrated their concern for education in the infant colony by forming the South Australian Literary Association and, as a result of their efforts, the South Australian Library and Mechanics Institute was established in Adelaide in 1838. Its aims were like those of the Mechanics Institutes established in the eastern colonies during the previous decade: to teach working men the theory of their manual and industrial occupations, and to advance the education of the people. The successor to the Mechanics Institute was established by Act of Parliament in 1856 as the South Australian Institute, managed by a Board of Governors and supported by a government grant. This first government-supported means of providing post-secondary education had to provide a public library, a subscription lending library, and a museum; it also sponsored classes and public lectures. Its affiliate Society of Arts set up an Art School in 1861, which was taken over by the South Australian Institute in 1881.

3. Throughout the final quarter of the nineteenth century and the first two decades of the twentieth, a succession of decisions was put into effect to make formal provision for a wide range of post-secondary education within South

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1 This chapter is drawn substantially from Ian Brice’s paper “The Development of Post-Secondary Education in South Australia” (1977), a study commissioned by the Committee.
Australia. A significant step was taken during 1876 in the establishment by Act of Parliament of the University of Adelaide, and, during the same year, the setting up of the Teachers’ Training School (later College), which has had a long association with the University. The next step provided for the needs of the State for agricultural education; this was the establishment in 1883 of Roseworthy Agricultural College. In 1889 the School of Mines and Industries was founded, and this became the source of training in applied sciences and trades. Nurse training in the Nightingale tradition began at the Royal Adelaide Hospital in 1888, two years after the initiation of a medical course taught in the Hospital by the University. The advantage of medical lectures was not extended to nurses until 1904. In 1907 the newly-formed Kindergarten Union opened the Kindergarten Training College for the education of young women in the educational methods of Froebel and in the administration of kindergartens. Informal lectures given by professors of the University had been popular with the public since the University’s inauguration. Extension Lectures offered after 1901 for a nominal fee were succeeded in 1917 by “University tutorial classes” run by a part-time Director. This work was supplemented by the Workers’ Educational Association of South Australia, which began in 1913 and maintained its association with the adult education programme of the University until 1958. Also, in 1917, the passing of the Technical Education of Apprentices Act provided for the compulsory training of indentured apprentices. The last major gap in post-secondary provision for South Australians was filled in 1919 when correspondence courses in technical education were inaugurated by the Education Department; the Technical Correspondence School was subsequently founded in 1921.

4. The foregoing resumé of the establishment of post-secondary educational provision indicates that in spite of the voluntarism of many settlers legislative action or government funding supported most educational enterprises at this level. South Australian society is to some extent reflected in the course of public support for educational initiatives. The needs and attitudes of society and the State may be traced in an expanded summary of the histories of the University of Adelaide, the School of Mines, teacher training and technical education.

5. At the first degree-granting ceremony (1877), the Chancellor of the University, Bishop Augustus Short, said that the professors of the University were “directing the studies and forming the character of the ruling classes” and helping “to elevate the middle class to higher civilisation, the result of a more intellectual education.” The first four Chairs to be established were Classics, English Language and Literature and Mental and Moral Philosophy, Mathematics, and Natural Sciences; the latter Chairs were filled by the distinguished scholars Horace Lamb and Ralph Tate. The range of courses, which embraced the humanities and sciences and led to the degree of Bachelor of Arts, comprised Greek, Latin, Comparative Philology, English Language and Literature, Logic, Pure and Applied Mathematics, Organic and Inorganic Chemistry, Zoology, Botany, Geology and Mineralogy. These last, which reflected the central importance of mining to the South Australian economy, were an intimation of the rapid evolution of the University curriculum to meet the professional and economic needs of the community.
6. A Bachelor of Science degree was established in 1882; in the following year, Metallurgy and Applied Chemistry were added to the curriculum. Subsequent changes to the degree enabled greater specialisation in mining and engineering. Later (in 1903) a Joint Board and Joint Faculty of Applied Science of the University and School of Mines administered a four-year engineering course leading to a Diploma of Applied Science from the University and a Fellowship of the School of Mines. After 1901, by arrangement with Roseworthy College, the Faculty of Science offered a course for the Bachelor of Science in Agriculture, which included courses in Oenology and Viticulture. This arrangement was discontinued after the bequest of Mr. Peter Waite enabled the University to develop the Waite Institute for its course in Agricultural Science and, in turn, to extend the use of its facilities for some of the courses of Roseworthy.

7. Within its first thirty years, the University had developed as a primarily vocational institution. Its law course had begun in 1884, and Australia’s first Chair of Music was founded in 1885. Twelve years later, the bequest of Sir Thomas Elder endowed the Conservatorium and made it possible for the university to provide training in both the theory and practice of music. The doors of the University were open to part-time students (from 1877), and, from the beginning, to women and to students who could not graduate because they had not fulfilled the University’s requirements for matriculation. After 1903 it offered a Diploma in Commerce (at first called the Advanced Commercial Certificate); other non-graduating students came from the Pharmaceutical Society, the School of Mines and the Teachers' Training College.

8. For some years, there were alternative ways of training for teaching. Many intelligent elementary school pupils served a four-year apprenticeship as pupil-teachers: at the end of each year, they sat for an examination towards which they were given some assistance through special sessions at the Training College; at the end of the period they were appointed as assistant teachers. This system was modified in 1909. The course provided at the Training College was the other means of entry to school teaching. When it opened in 1876, the College offered a six-month course, but in the following year this was extended to one year. The College students had been selected on the results of an examination similar to, but more rigorous than, the final elementary school examination; their training course was a general education comparable to the upper secondary school curriculum and included instruction in the principles and practices of teaching and classroom management. After 1879 the College students were able to attend some first-year University lectures.

9. South Australian teacher education was still deficient, and as a consequence it was proposed that the University should assume responsibility for the training of teachers. Professor William Mitchell was a leader in this initiative of...
1897. He had the qualified support of the Education Department which, while it recognised that such a development would be in keeping with teacher training policies in England, was reluctant to relinquish control. Eventually the proposal was accepted in a modified form. The College moved from Grote Street to the University campus; there students took a one- or two-year course consisting mainly of university subjects in educational theory and general Arts or Science subjects. Professional subjects, including craftwork, drill and drawing, were provided by the College staff. As professor of Mental and Moral Philosophy, Mitchell introduced Psychology and Education to the Faculty of Arts curriculum in 1900, and, in 1910, the new College Principal, Dr. Adolph Schulz, was appointed Lecturer in Education in the University.

10. The first years of Dr. Schulz's direction of the College were the culmination of the debate on the relative merits of professional and academic training for teachers and on the value of a period of teaching service as a prerequisite for training at the College. A new system was set up in 1909 to extend the practical and professional content of teacher training. Schulz himself gave primary importance to the fostering of a general education over the acquisition of professional skills. In his 1917 Report he summed up the basis of the argument between the College and the Education Department which funded it and employed its graduates:

The one ideal calls for a broader foundation of general culture and accepts a later ripening of professional power in the belief that it will be the better for being broader-based and later maturing, the other ideal grants a narrower foundation of culture and demands an earlier developed craftsmanship, even though it be in the end of a more or less lower standard.5

11. Decisions with which the Education Department was closely associated during the first two decades of this century modified the existing pattern of institutional structures in a way that was to persist until the introduction of large-scale federal funding of post-secondary education in the late fifties. The School of Art was taken over by the Education Department in 1909, and in 1920 the Training College moved out of the University in preparation for occupying the new Teachers College building in Kintore Avenue. These changes completed the pattern of discrete institutions, all dependent to a varying extent on government subsidy or direction, which comprise post-secondary education provision in South Australia: the University, School of Mines, Roseworthy Agricultural College, Teachers College, Kindergarten Training College, Royal Adelaide Hospital and other training hospitals, the School of Art. Between them was the network of associations and interdependency that has been outlined above.

12. While, for most of this time, the teaching of "technical" subjects to teachers in training was the province of the Education Department through the Teachers College and the Art School, the state of education for trade and industry

4Mitchell also led the unsuccessful attempt, in 1909, to incorporate the Kindergarten Training College (of which he was a visiting lecturer) into the Teachers Training College.

5Extracts from the Report of the Teacher Training College," S.A. Parliamentary Papers, 1918, No. 44.
was a matter of active concern to a succession of Directors of Education and the cause of two Reports on the state of technical education. A great deal of effort and voluminous reporting was undertaken during the thirty-three years immediately prior to South Australia's acquiring a system of technical education in 1916.

13. Advanced technical education was, by the beginning of this century, adequately catered for by the University, the School of Mines and Roseworthy Agricultural College. The demand for specialist trade education and pre-vocational general technical education was growing but it was not being met by the existing institutions. In 1883 a Commission on the Working of the Education Acts reported that some members were favourable to a complete system of national education which would not only bridge over the gap that now exists between the State Schools and the University—an institution subsidised by the State—but would also provide for those who are willing to pay, and for exhibitioners, the means of obtaining a high-class practical education on lines which run parallel to but do not run into the University system.6 Nevertheless, most members of the Commission believed that the colony lacked the resources for such an undertaking, or that "the obligations of the State may be considered to cease when primary education is provided and made compulsory,"7 so they refrained from enquiring into technical education. In 1886, however, Parliament appointed a Board to enquire into "the best means of developing a general system of technical (including agricultural) education in the province."8 The Board's principal Report (1888), the first major report on technical education in any Australian colony, stated that "technical education is attracting world-wide attention as a chief factor in determining the future relative rank of nations."9 It recommended that all children should receive general technical training to be followed by vocational technical training, so that the workman might be intellectually equipped to meet changing industrial conditions and the scholar might be fit to cope with the practical needs of life. Yet the Board failed to advocate the establishment of secondary classes funded by the State, which might have made it possible to put its ideal into practice, proposing instead that the government should subsidise privately run classes. To alleviate this, the Council of the School of Mines began conducting the Adelaide Technical High School from 1903 to provide the scientific and technical secondary education from which its own studies could be developed. This school was on the premises of the School of Mines and used many of its teachers. The High School continued in this way until 1963 when it was transferred to the Education Department.

14. The Labor Party gained office in South Australia for the first time in 1905. The Party favoured the establishment of technical schools and, in 1907, the Director of Education, Alfred Williams, was sent to Europe to study recent educational developments and attend the Imperial Education Conference. On his

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return, Williams expounded the urgent need for a secondary and technical education system. A Bill to establish secondary and technical education was introduced (1910) but was shelved in favour of a Royal Commission into Education (1911). The recommendations of the Commission in its Report of 1913 include the advice that the Teachers College should be made more self-sufficient, that the Education Department should take over the School of Mines, that apprentices should be compelled to attend technical schools during working hours for half a day each week, and that technical education should be available by correspondence.

15. It was not until 1915 that a Bill embodying these recommendations was introduced in the House of Assembly: by that time, the technical supremacy of Germany, which had been a spur to enquiry in the 1870's, was an incentive to action. As the new Director of Education, Milton Maugham, wrote in his Report of 1915: Germany has been able to carry on this great war because she has educated her people. She is a nation of trained workers... Only through the technical school can we secure this training.10 Parliament decided to set up a Technical Education Branch but, before implementing the Act, sought further advice, this time from the Victorian Chief Inspector of Technical Schools, Donald Clark.

16. Eventually, in late 1916, the first Superintendent of Technical Education was appointed; he was Charles Fenner. He envisaged the establishment of junior technical schools "giving a good general and literacy education" but specialising in teaching two- to three-year courses in pre-vocational, rural, trade and higher technical work. He advised that "evening senior schools" might be developed in conjunction with these.11

17. The pattern of technical education within the Education Department was, like that of higher education, set early in the century. There were few changes that were significant for post-secondary education in the years between the end of the First World War and the end of the Second, although the source of much change for post-secondary education in the years after World War II was foreshadowed in the temporary availability, in 1919, of Federal funds from the Repatriation Department. This led to the establishment of four special vocational schools for ex-servicemen, but only one of these was retained by the Education Department as a trade school after the immediate need had passed. Further progress in the development of technical education was slow. Most technical education in the 1920's remained with the School of Mines, and the main part of the Technical Education branch's development was confined to country technical schools and the Apprentice Trade Schools. It was not until Dr Fenner became Director of Education in 1930 that the Technical Education branch was able to provide a network of senior technical classes in the metropolitan area.

18. The exigencies of the Second World War prompted the Commonwealth Government to make funds available to post-secondary education for specific

purposes. The following pages trace the succession of steps by which the Commonwealth was brought to the present stage of funding it all, with the exception of a part of technical education.

19. During the Second World War, there were three main schemes set in motion to deal with the manpower crisis and to cater for the educational needs of ex-service personnel. In 1941, the Commonwealth instituted a Technical Training Scheme, which trained workers in skills needed for the war effort; grants were made to technical colleges and universities, new equipment was purchased and teachers seconded. In 1944, the Commonwealth Reconstruction Training Scheme was set up to provide full- or part-time training in skilled trades or in secondary and post-secondary courses so that ex-servicemen could improve their civilian job opportunities. Meanwhile, a Universities Commission was established (1943). It administered a Financial Assistance Scheme for ex-servicemen and made grants to universities for additional staff and buildings.

20. A constitutional amendment passed in 1945 empowered the Commonwealth to provide financial assistance to students. The Financial Assistance Scheme was renewed for five years and opened to civilians as part of the government policy of making university education more widely accessible. As a result of the findings of a committee set up to investigate university requirements, annual States Grants for universities were instituted in 1951 and the Financial Assistance Scheme was consolidated into the Commonwealth Scholarship Scheme; scholarships were awarded competitively on the results of the matriculation examination, to provide university tuition fees and a means-tested living allowance.

21. Universities were still small, but the influx of Federally-funded ex-servicemen was temporarily swelling the numbers: the University of Adelaide, for which the annual state grant during the 1940’s was £63 000, had 2 600 students in 1939, an enrolment which dwindled to 1 500 in 1944; but by 1946 its student numbers had reached 4 100, of which a quarter were ex-servicemen. Federal funds for returned soldiers had helped all universities to grow; but in the years following the war it was clear that, as enrolments were continuing to grow, and if the forecast increases in demand for graduates were to be met, then present university resources would eventually be inadequate. These kinds of pressures led to the appointment in 1956 of a committee of enquiry under the chairmanship of Sir Keith Murray, Chairman of the United Kingdom University Grants Committee.

22. The recommendations of the Murray Committee, which were adopted by the Federal Government, altered the course of educational development in Australia. The Australian Universities commission was reconstituted in 1959 as a statutory body with the purpose of reviewing university development and financial needs at triennial intervals. The Commonwealth agreed to a funding formula by which state governments provided a fixed proportion and the Commonwealth more than a third of the public funds spent on universities. The Australian Universities Commission was obliged to consult the states about levels of funding and to secure their agreement to its recommendations; but, in practice, the standards of provision in universities and the pattern of their future development were the product of a national decision.
23. The Australian Universities Commission took the view that the universities should not be involved in sub-degree studies, and this led Adelaide and other universities to exclude those diploma courses undertaken mainly by students who had not matriculated; some departments were transferred to other educational institutions, and some disciplines had therefore to be taught for the first time in more than one institution. The University of Adelaide, which had developed considerable flexibility in making course provision to meet the needs of the State, was unable to continue to participate in composite and co-operative courses with the Institute of Technology and the Teachers College. Thus students at the Institute of Technology could no longer acquire degrees.

24. By the early 1960's, the Australian Universities Commission, the State Government and the University of Adelaide were agreed that as there was little room for further expansion on North Terrace the University should expand on another site. The Government granted land at Bedford Park and planning began for a new university college, which it was intended should be administered by the University of Adelaide Council and Senate, although it would have its own course and academic structure. The senior academics mainly responsible for planning the new campus considered that such an organisation would promote cohesive university development in the State, and would help to ensure that the degrees of Bedford Park would be of equal standing with the degrees of the city campus. Yet, by the time it opened, the staff of Bedford Park were pressing for independence and, as a change of government had brought into power a party favouring the creation of a separate university, the Flinders University of South Australia was established by Act of Parliament in 1966.

25. In the meantime, the Commonwealth had appointed a "Committee on the Future of Tertiary Education in Australia." The Committee, chaired by Sir Leslie Martin, the Chairman of the Australian Universities Commission, reported in 1964 that tertiary (higher) education lacked diversity and that technical education had long been undervalued. The Committee recognised the growing demand for higher education, but it believed that "for many students, other types of tertiary education may be more desirable and more rewarding." It recommended that tertiary level professional courses at technical colleges should receive Commonwealth support and should be separated from the trade and recreational courses of those colleges to create a new kind of institution which became known as "colleges of advanced education."

26. The Martin Report had recommended that each state should establish an institute of colleges to define the standards and co-ordinate the development of the colleges of advanced education, and that a Tertiary Education Commission should be set up at federal level to administer the co-ordinated development of three independent groups: the universities, the teachers colleges and the institutes of technology. However, the Commonwealth Government in 1965 appointed the Advisory Committee on Advanced Education which operated independently of the Australian Universities Commission. The Government also agreed to support tertiary-level courses leading to diplomas (that is, those

requiring matriculation or its equivalent for entry). Teacher-training courses were excepted from this arrangement until 1973.

27. Following the recommendation that the states should establish institutes of colleges, the South Australian Government in 1965 appointed a committee to consider whether the State needed one. Although it recommended in favour, no decision was taken until after the Committee of Enquiry into Education in South Australia (1969-70), chaired by Professor Peter Karmel, had reported. Subsequently, the South Australian Board of Advanced Education was established (1972) to recommend funding for colleges of advanced education and to approve proposals for new courses. In the meantime the first institutions to benefit from federal funding were the South Australian Institute of Technology, the School of Art and Roseworthy Agricultural College.

28. The initial report of the Advisory Committee on Advanced Education distinguished the role of colleges of advanced education from that of the universities: it listed a more applied, vocational emphasis, a greater concentration on the provision of part-time studies, a closer relationship with industry and commerce and a predominantly undergraduate teaching role. It advocated the introduction of studies in humanities and management to diversify the provision in technical colleges, and recommended the transfer of "sub-tertiary" work to other bodies.

29. Even before the initiation of federal funding, the Institute of Technology was undergoing significant changes. Post-war industrialisation and technological advance had led to a demand for new professional and technician courses, and the pressure of demand for highly qualified technologists produced an increasingly academic emphasis and concern for certification. By 1956 the Institute (at that time still the School of Mines)\(^{13}\) and the University of Adelaide had set up the Faculty of Technology, which had equal representation from each institution; the Faculty administered the course taught and examined at the Institute and leading to the award of Bachelor of Technology or Bachelor of Applied Science by the University.

30. A further major change in the emphasis of the Institute, as well as in the structure of tertiary education in South Australia, followed from the Australian Universities Commission policy on sub-degree courses in universities. In 1965 the University transferred its Pharmacy Department to the Institute, where it was administered by the Faculty of Technology and Applied Science. The transfer of Physiotherapy and Pharmacy severed the long-standing connection between these courses and the University Medical School, yet these and Social Work, which was similarly transferred, subsequently gained degree status.\(^{14}\) In the meantime, however, the Institute complied with the principles of the Commonwealth and between the years 1969 and 1972 awarded the Diploma in Technology instead of the University-awarded degree.

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\(^{13}\) The South Australian School of Mines and Industries became the South Australian Institute of Technology in 1960.

\(^{14}\) The award in Pharmacy became a Bachelor of Pharmacy in 1965 and Physiotherapy was awarded bachelor status in 1978.
31. The Commonwealth Advanced Education Scholarships and Technical Scholarships (introduced in 1966) stimulated the growing demand for places in certificate and diploma courses. In 1968 the Institute was obliged to impose quotas for all courses and in that year thirty per cent of qualified applicants did not gain admission to courses. By 1969 there were more than 9,000 enrolments. It was expected that there would be insufficient room at the North Terrace campus for the developments that were expected to follow the initiation of substantial federal funding as a college of advanced education, even though, in the previous year, it had been agreed that certificate courses would be progressively transferred to the Technical Division of the Education Department. The availability of federal funding made it possible to respond to the pressure of numbers at North Terrace by establishing a new campus at The Levels, to which it was intended that many of the Institute's activities would progressively be transferred.\textsuperscript{15}

32. In retrospect, it was inevitable that teachers colleges would become the object of federal assistance. In 1964 the Martin Committee had recommended their being granted independence from colleges of advanced education.\textsuperscript{16} Grants for building projects were initiated in 1967. The Karmel Report on Education in South Australia recommended that teachers colleges should become autonomous colleges of advanced education, and this advice was incorporated in legislation in 1972. In that same year, the Commonwealth announced that it would fund teachers colleges in the same way as colleges of advanced education, provided that they were independent of state education departments and were prepared to become multi-disciplinary institutions if this were possible. The teachers colleges in South Australia, including the non-government Kindergarten Training College, were immediately eligible for federal funding.

33. In the same year, another important change within the Education Department occurred when the Technical Division was effectively separated and became the Department of Further Education—although this was not embodied in legislation until 1976. This move was the fulfilment of another recommendation of the Karmel Committee.

34. The development of technical and further education in South Australia during the 1950's was influenced by burgeoning numbers and by definite educational objectives that went beyond the utilitarian and "human capital" concepts implicit in the Martin Report proposals for advanced education. The conception of further education shaped under the leadership of Max Bone, who was in charge of the Technical Division from 1963, was the provision of a broad and practical curriculum. Colleges of further education offer leisure-interest courses and vocational training, and have been characterised by their responsiveness and initiative in meeting the needs of their local community.

\textsuperscript{15}The Whyalla campus had been established in 1964; it was financed by a federal grant and substantial support from Broken Hill Proprietary Company Limited.

35. The Technical Branch of the Education Department had received great stimulus from war-time Commonwealth expenditure and the post-war Reconstruction Scheme. By 1949 there were six apprentice trade schools in Adelaide and seventeen technical schools which provided both vocational training and general adult education courses; they had an enrolment of over 5,000 part-time students. The Branch taught some technician courses under licence from the Institute of Technology (then the School of Mines). The Technical Correspondence School catered not only for technical vocations but also for commercial studies and secondary public examination courses. After 1951 the Technical Branch administered the federally funded Migrant Education Scheme, teaching not only in classrooms, but by radio and correspondence; it eventually extended its classes to hospitals, gaols, factories and ethnic community centres. In 1960, the Education Department had begun to take over a large number of classes from the Institute of Technology and its colleges began to teach certificate courses for technicians and business occupations, although the Martin Report had envisaged these as remaining a part of the function of the colleges of advanced education.

36. The Commonwealth first made grants to the states for capital equipment and buildings for technical colleges in 1965. South Australia received $1 million in the first year. However, it was not until the report of the Australian Committee on Technical and Further Education (the Kangan Report) was published in 1974 that the deficiencies and needs of the technical and further education sector were widely recognised. The Report's conception of technical and further education was far in advance of the policies and provisions in some states, but it corresponded closely to those in South Australia, which had made strong financial provision for Further Education. The ensuing Technical and Further Education Commission administered the additional federal capital and recurrent grants available to technical and further education from 1975.

37. The development of Australian tertiary education since the Second World War has been marked by increased federal funding, first in higher education and more recently in TAFE; in real terms, federal expenditure on education increased more than seven-fold, between 1964 and 1975.17 On January 1, 1974, the Australian Government assumed complete financial responsibility for the regular funding of higher education, and later began the provision of "topping-up" grants to TAFE. In addition to its financial contribution, the Commonwealth Government has assumed an important role in co-ordination and policy. At present, it is not clear whether the shift of authority from state to federal government will continue, or whether, after two decades of Commonwealth provision for expansion, responsibility will return to the states.

A Quantitative View of Post Secondary Education

chapter three
A Quantitative View of Post Secondary Education

1. This chapter describes post-secondary education in South Australia in statistical terms. In general, we had to rely on publications of the Australian Bureau of Statistics, supplemented by information from South Australian institutions. There is a reasonable range of data for higher education, but it was not possible to obtain an adequate statistical account of TAFE. There are also serious gaps in the social statistics of post-secondary education: for example, it proved impossible to obtain accurate information concerning the participation of various minority groups. A problem in using the data was the variation in size and scope of the colleges that comprise the advanced education sector. For instance, with respect to the range of courses offered, the South Australian Institute of Technology has more in common with the universities than with some of the smaller colleges. It should, therefore, be borne in mind that statistics of the advanced education sector, which are totals for all the colleges of that sector, may give a misleading impression if interpreted in terms of an individual college. There are six sections: present participation in post-secondary education; fields of study; demand for places in higher education; characteristics of students; projections of future enrolments; and resources. Appendix A contains details related to the various charts.

PRESENT PARTICIPATION IN POST-SECONDARY EDUCATION

2. Table 1 sets out enrolments in universities from 1955 to 1978 and in colleges of advanced education from 1968 to 1977. It is apparent that following an extended period of growth, which has been particularly rapid in the case of the colleges of advanced education, the rate is slowing. University enrolments fell in 1977 and 1978, while in 1977 those in colleges of advanced education increased less than in any past year. The total level of enrolments in any year will reflect the number of new admissions and the proportion of previously enrolled students who continue with their studies. New admissions will depend on the number of applicants in relation to the number of places available in the various courses. Later in this Chapter, there are data which show that the proportion of the population enrolling in higher education for the first time has been declining since 1975.

3. The development of technical and further education which followed the Karmel Report on Education in South Australia and the Kangan Report has been

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1 Australian Committee on Technical and Further Education, TAFE in Australia, M. Kangan, Chairman (Canberra: A.G.P.S., 1974).
manifest in substantially increased enrolments in Department of Further Education programmes between 1973 and 1976, both in vocational and in enrichment courses as set out in Table 2. The Department of Further Education accounted for 15.8 per cent of TAFE enrolments in Australia in 1976; in Streams 1 and 6 there were 37.5 per cent and 21.2 per cent respectively of Australian enrolments in South Australia. Stream 3 (Apprenticeship Trades) accounted for only 7.0 per cent of Australian enrolments.

### TABLE 1

**ENROLMENTS IN HIGHER EDUCATION, SOUTH AUSTRALIA**

<table>
<thead>
<tr>
<th>Year</th>
<th>Universities</th>
<th></th>
<th></th>
<th>Colleges of Advanced Education</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Students Commencing</td>
<td>All Enrolments</td>
<td>Per Cent</td>
<td>Students Commencing</td>
<td>All Enrolments</td>
<td>Per Cent</td>
</tr>
<tr>
<td></td>
<td>Bachelor and Higher Degrees</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Increase on Previous Year</td>
<td></td>
<td></td>
<td>Increase on Previous Year</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1955</td>
<td>763</td>
<td>3,617</td>
<td>1.7</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1960</td>
<td>1,058</td>
<td>5,723</td>
<td>8.0</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1965</td>
<td>1,821</td>
<td>8,658</td>
<td>5.6</td>
<td>n.a.</td>
<td>4,916</td>
<td>7.6</td>
</tr>
<tr>
<td>1966</td>
<td>2,337</td>
<td>9,364</td>
<td>8.2</td>
<td>n.a.</td>
<td>5,290</td>
<td>7.6</td>
</tr>
<tr>
<td>1967</td>
<td>2,173</td>
<td>9,658</td>
<td>3.1</td>
<td>n.a.</td>
<td>5,787</td>
<td>9.4</td>
</tr>
<tr>
<td>1968</td>
<td>2,178</td>
<td>9,803</td>
<td>1.5</td>
<td>n.a.</td>
<td>7,244</td>
<td>25.2</td>
</tr>
<tr>
<td>1969</td>
<td>2,265</td>
<td>10,164</td>
<td>3.7</td>
<td>n.a.</td>
<td>7,897</td>
<td>9.0</td>
</tr>
<tr>
<td>1970</td>
<td>2,279</td>
<td>10,176</td>
<td>0.1</td>
<td>n.a.</td>
<td>9,683</td>
<td>23.0</td>
</tr>
<tr>
<td>1971</td>
<td>2,636</td>
<td>10,682</td>
<td>5.0</td>
<td>n.a.</td>
<td>9,683</td>
<td>23.0</td>
</tr>
<tr>
<td>1972</td>
<td>2,660</td>
<td>11,124</td>
<td>4.1</td>
<td>n.a.</td>
<td>9,683</td>
<td>23.0</td>
</tr>
<tr>
<td>1973</td>
<td>2,679</td>
<td>11,497</td>
<td>3.4</td>
<td>n.a.</td>
<td>9,683</td>
<td>23.0</td>
</tr>
<tr>
<td>1974</td>
<td>3,500</td>
<td>12,264</td>
<td>6.7</td>
<td>n.a.</td>
<td>9,683</td>
<td>23.0</td>
</tr>
<tr>
<td>1975</td>
<td>3,798</td>
<td>12,876</td>
<td>5.0</td>
<td>n.a.</td>
<td>12,163</td>
<td>25.2</td>
</tr>
<tr>
<td>1976</td>
<td>3,810</td>
<td>13,493</td>
<td>4.6</td>
<td>n.a.</td>
<td>13,773</td>
<td>13.2</td>
</tr>
<tr>
<td>1977</td>
<td>3,376</td>
<td>13,390</td>
<td>0.8</td>
<td>n.a.</td>
<td>14,560</td>
<td>5.7</td>
</tr>
<tr>
<td>1978</td>
<td>3,276</td>
<td>12,904</td>
<td>3.6</td>
<td>n.a.</td>
<td>15,168</td>
<td>4.2</td>
</tr>
</tbody>
</table>

1. Includes students enrolled in the Faculty of Technology of the University of Adelaide who completed most of their courses in the South Australian Institute of Technology; to 1968 in “Students Commencing” and to 1975 in “All Enrolments”. “All Enrolments” excludes students at the Conservatorium of Music not also enrolled for degree or diploma subjects. Figures for “Students Commencing” for years before 1968 are not strictly comparable with those for later years because of changes in the definition used.

2. Figures for years before 1974 include students in teachers colleges and colleges of advanced education; Roseworthy Agricultural College first included in 1970. Figures for “Students Commencing” exclude details of students commencing in the second semester of a year.


4. Figure 1 shows male and female students in higher education at each year of age from 16 to 26 as a proportion of the population of males and females of those ages. In universities, males outnumber females at every age after 16; in colleges of advanced education, females outnumber males in the years below 20. In subsequent age groups, there is a steady decline in the proportion of females.
### TABLE 2
STUDENT ENROLMENTS, BY STREAM OF STUDY, DEPARTMENT OF FURTHER EDUCATION, SOUTH AUSTRALIA

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Professional</td>
<td>80</td>
<td>362</td>
<td>544</td>
<td>1 881</td>
<td>2 401</td>
</tr>
<tr>
<td>2. Para-Professional</td>
<td>13 070</td>
<td>17 454</td>
<td>19 593</td>
<td>24 795</td>
<td>30 799</td>
</tr>
<tr>
<td>3. Apprenticeship Trades</td>
<td>6 750</td>
<td>8 413</td>
<td>8 466</td>
<td>9 329</td>
<td>11 133</td>
</tr>
<tr>
<td>4. Other Vocational</td>
<td>9 380</td>
<td>11 623</td>
<td>17 540</td>
<td>22 874</td>
<td>28 620</td>
</tr>
<tr>
<td>5. Preparatory</td>
<td>7 330</td>
<td>13 247</td>
<td>14 229</td>
<td>16 106</td>
<td>23 924</td>
</tr>
<tr>
<td>6. General Enrichment</td>
<td>27 990</td>
<td>35 986</td>
<td>36 225</td>
<td>45 274</td>
<td>46 605</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>64 600</td>
<td>87 085</td>
<td>96 597</td>
<td>120 260</td>
<td>143 482</td>
</tr>
</tbody>
</table>

Source: Department of Further Education. Students enrolled in more than one college are counted for each such enrolment.

in both universities and colleges of advanced education. Table 6 in Chapter 7 shows that the proportion of females commencing courses is 41.3 per cent in universities and 48.5 per cent in colleges of advanced education. Females comprise 35.3 per cent of all students in Streams 1-5 in the Department of Further Education. There are proportionately more students in the older age groups at universities because university courses tend to be longer than those in colleges of advanced education and because of post-graduate enrolments (Figure 1).

5. Table 3, showing the proportion of students in the age groups under 16, 16-20, 21-29 and over 29, indicates that the Department of Further Education has more of its students in the upper age range than either universities or colleges of advanced education.

6. Participation in higher education in South Australia is depicted in relation to that in other states in Figure 2, which shows enrolments in universities and colleges of advanced education as a proportion of the population aged 16-29 years. In South Australia, participation in university and advanced education courses is almost at the same level. The Australian Capital Territory has the highest overall participation, followed by Victoria, Western Australia and New South Wales. The high overall rate in advanced education in Victoria and Western Australia is noteworthy.

### TABLE 3
ENROLMENTS IN TERTIARY EDUCATION, BY AGE, SOUTH AUSTRALIA, 1977

<table>
<thead>
<tr>
<th>Sector</th>
<th>Under 16</th>
<th>16-20</th>
<th>21-29</th>
<th>Over 29</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Universities</td>
<td>—</td>
<td>45.2</td>
<td>38.5</td>
<td>16.2</td>
<td>100.0</td>
</tr>
<tr>
<td>Colleges of Advanced Education</td>
<td>—</td>
<td>39.9</td>
<td>34.3</td>
<td>25.8</td>
<td>100.0</td>
</tr>
<tr>
<td>Department of Further Education</td>
<td>2.0</td>
<td>35.5</td>
<td>31.2</td>
<td>31.3</td>
<td>100.0</td>
</tr>
<tr>
<td>Streams (1-5)</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

1 Excludes 22 369 students whose ages were not known.

Source: Figures for "Universities" derived from University Statistics, 1977, Australian Bureau of Statistics; for "Colleges of Advanced Education" from information supplied by the Australian Bureau of Statistics and for "Department of Further Education" from information supplied by the Department.
FIGURE 1
AGE - SPECIFIC PARTICIPATION RATES OF MALES AND FEMALES IN HIGHER EDUCATION
SOUTH AUSTRALIA 1977

UNIVERSITIES

AGE

NUMBER PER 1000

0 10 20 30 40 50 60 70 80 90

0 10 20 30 40 50 60 70 80 90

16 17 18 19 20 21 22 23 24 25 26

COLEGES OF ADVANCED EDUCATION

AGE

NUMBER PER 1000

0 10 20 30 40 50 60 70 80 90

0 10 20 30 40 50 60 70 80 90

16 17 18 19 20 21 22 23 24 25 26

NOTE: Number of male/female students at each age, expressed as a rate per 1000 of mean population (males/females) at that age in the previous year.

Students by age and sex from unpublished information supplied by the Australian Bureau of Statistics.
PARTICIPATION OF PERSONS AGED 16 - 29 YEARS IN HIGHER EDUCATION

FIGURE 2

PARTICIPATION OF PERSONS AGED 16 - 29 YEARS IN HIGHER EDUCATION STATES AND TERRITORIES 1976

NOTE: Number of persons aged 16 - 29 at Universities and Colleges of Advanced Education expressed as a rate per 1000 of mean population of that age group in the previous year.

Source: Population figures from 1976 Census tabulations.

7. Enrolments in what are normally referred to as adult education programmes are set out in Chapter 5.

8. It has been common to express the rate of participation in higher education in terms of undergraduate students as a proportion of the 17-22 age group of the population. At present the rate is 8.7 per cent for universities and 11.4 per cent for colleges of advanced education in South Australia. This method is less appropriate than in the past because of the increasing number of students aged more than 22. A more precise method is to compare numbers of students commencing higher education for the first time with numbers of persons of corresponding age in the population. A measure of the participation of a

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generation may then be made by adding these rates for each age group. Thus, persons born in 1951 would have had their first opportunity to participate in higher education in 1967, when they had reached age 16. The latest year for which data are available for persons born in 1951 is 1977, when they were aged 26. The number commencing in each of these and the intervening years, and their percentage of the population of that age, is shown for universities in Table 4. The cumulated percentages show that by 1977, when they were aged 26, 10.3 per cent of persons born in 1951 had commenced courses in South Australian universities.

**TABLE 4**

PARTICIPATION IN SOUTH AUSTRALIAN UNIVERSITIES OF PERSONS BORN IN 1951

<table>
<thead>
<tr>
<th>Enrolment Year</th>
<th>Student Age</th>
<th>Number of Students Commencing Higher Education for the First Time $^1$</th>
<th>Students Commencing as a Proportion of Population of that Age $^2$</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Number</td>
<td>Per Cent</td>
</tr>
<tr>
<td>1967</td>
<td>16</td>
<td>131</td>
<td>0.6</td>
</tr>
<tr>
<td>1968</td>
<td>17</td>
<td>1018</td>
<td>4.9</td>
</tr>
<tr>
<td>1969</td>
<td>18</td>
<td>505</td>
<td>2.5</td>
</tr>
<tr>
<td>1970</td>
<td>19</td>
<td>136</td>
<td>0.7</td>
</tr>
<tr>
<td>1971</td>
<td>20</td>
<td>71</td>
<td>0.4</td>
</tr>
<tr>
<td>1972</td>
<td>21</td>
<td>54</td>
<td>0.3</td>
</tr>
<tr>
<td>1973</td>
<td>22</td>
<td>29</td>
<td>0.2</td>
</tr>
<tr>
<td>1974</td>
<td>23</td>
<td>28</td>
<td>0.1</td>
</tr>
<tr>
<td>1975</td>
<td>24</td>
<td>29</td>
<td>0.2</td>
</tr>
<tr>
<td>1976</td>
<td>25</td>
<td>31</td>
<td>0.2</td>
</tr>
<tr>
<td>1977</td>
<td>26</td>
<td>34</td>
<td>0.2</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
<td>2066</td>
<td>10.3</td>
</tr>
</tbody>
</table>

$^1$ Definition of "Students Commencing" has changed over this period; before 1973, figures are for Students Commencing First Bachelor Degree Course.

$^2$ "Students Commencing" in a year, by age at 31 December of previous year, as a per cent of population of that age at 30 June of the previous year.

Source: Compiled from student information, extracted from various issues of University Statistics, Australian Bureau of Statistics, and ages of the population, from various publications of the Australian Bureau of Statistics.

9. Participation of those born in a selection of years from 1937 to 1955 is shown in Table 5. The figures show only a small enrolment from age 26 to 30, and it is reasonable to conclude that currently about 11 per cent of a generation is enrolling in university by age 30. Similar age data are not available for colleges of advanced education. However, since the early 1970’s, numbers enrolling in colleges have been at least as high as in universities; it is therefore a reasonable assumption that the age participation is similar. Consequently, it appears that a little more than one-fifth of each generation born in the early 1950’s will have enrolled in higher education by age 30.

TABLE 5
PARTICIPATION IN SOUTH AUSTRALIAN UNIVERSITIES
OF PERSONS BORN IN SELECTED YEARS

<table>
<thead>
<tr>
<th>Year Born</th>
<th>Per Cent who had Participated by Age:</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>22</td>
</tr>
<tr>
<td>1937</td>
<td>8-1</td>
</tr>
<tr>
<td>1946</td>
<td>10-5</td>
</tr>
<tr>
<td>1951</td>
<td>9-6</td>
</tr>
<tr>
<td>1953</td>
<td>9-0</td>
</tr>
<tr>
<td>1955</td>
<td>9-6</td>
</tr>
</tbody>
</table>

Source: Compiled from student information, extracted from various issues of University Statistics, Australian Bureau of Statistics and ages of the population from various publications of the Australian Bureau of Statistics.

TABLE 6
PARTICIPATION OF PERSONS COMMENCING HIGHER EDUCATION
FOR THE FIRST TIME, SOUTH AUSTRALIA, 1977

<table>
<thead>
<tr>
<th>Age</th>
<th>Universities</th>
<th>Colleges of Advanced Education</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Proportion of Population of that Age</td>
</tr>
<tr>
<td></td>
<td>Per Cent</td>
<td></td>
</tr>
<tr>
<td>16</td>
<td>125</td>
<td>0-5</td>
</tr>
<tr>
<td>17</td>
<td>1 075</td>
<td>4-6</td>
</tr>
<tr>
<td>18</td>
<td>452</td>
<td>2-0</td>
</tr>
<tr>
<td>19</td>
<td>142</td>
<td>0-6</td>
</tr>
<tr>
<td>20</td>
<td>67</td>
<td>0-3</td>
</tr>
<tr>
<td>21</td>
<td>38</td>
<td>0-2</td>
</tr>
<tr>
<td>22</td>
<td>36</td>
<td>0-2</td>
</tr>
<tr>
<td>23</td>
<td>27</td>
<td>0-1</td>
</tr>
<tr>
<td>24</td>
<td>36</td>
<td>0-2</td>
</tr>
<tr>
<td>25</td>
<td>26</td>
<td>0-1</td>
</tr>
<tr>
<td>26</td>
<td>34</td>
<td>0-2</td>
</tr>
<tr>
<td>27</td>
<td>23</td>
<td>0-1</td>
</tr>
<tr>
<td>28</td>
<td>25</td>
<td>0-1</td>
</tr>
<tr>
<td>29</td>
<td>19</td>
<td>0-1</td>
</tr>
</tbody>
</table>

TOTAL 2 125 | 9-3 | 2 997 | 13-4

1 "Students Commencing" in a year, by age at 31 December of the previous year, as a per cent of population of that age at 30 June, in the previous year.

10. It was not possible to get age data for colleges of advanced education for years before 1974. Participation in advanced education has, therefore, been calculated using details of students who enrolled in colleges (not previously having enrolled in higher education) in a particular year. This method was applied also to universities to calculate participation in higher education. Table 6 shows students commencing at universities or colleges of advanced education in 1977 as a proportion of the population of their particular age. Although there is similarity in the age pattern, variations occur at higher ages. For example, while only 264 or 12 per cent of the 2,125 university students enrol beyond age 20, 705 or 24 per cent of the 2,997 college students do so. Table 6 also shows that for 1977 the participation of new students up to age 29 calculated by this method is 9.3 per cent for universities and 13.4 per cent for colleges of advanced education. Table 7 shows participation rates, calculated by this method, for universities (1974-78) and colleges of advanced education (1974-77). After 1975, participation rates declined in both universities and colleges of advanced education.

### TABLE 7
PARTICIPATION OF PERSONS AGED 16 TO 29 IN HIGHER EDUCATION, SOUTH AUSTRALIA

<table>
<thead>
<tr>
<th>Year</th>
<th>Universities</th>
<th>Colleges of Advanced Education</th>
<th>All Students Commencing</th>
</tr>
</thead>
<tbody>
<tr>
<td>1974</td>
<td>9.4</td>
<td>14.5</td>
<td>23.9</td>
</tr>
<tr>
<td>1975</td>
<td>9.7</td>
<td>14.8</td>
<td>24.5</td>
</tr>
<tr>
<td>1976</td>
<td>9.6</td>
<td>13.3</td>
<td>22.9</td>
</tr>
<tr>
<td>1977</td>
<td>9.3</td>
<td>13.4</td>
<td>22.7</td>
</tr>
<tr>
<td>1978</td>
<td>8.9</td>
<td>n.a.</td>
<td>n.a.</td>
</tr>
</tbody>
</table>

1 Students commencing higher education for the first time, expressed as a proportion of population of the same age, calculated for yearly intervals of age and cumulated.
2 Includes details of students commencing in the second semester of a year.
3 Source: Figures for "Universities" compiled from various issues of University Statistics, Australian Bureau of Statistics; for "Colleges of Advanced Education," figures compiled from enrolments of students commencing at 30 April, from various issues of Colleges of Advanced Education, Australian Bureau of Statistics, and students commencing in the second semester, supplied by the colleges.

### ENROLMENTS BY FIELD OF STUDY AND INSTITUTION

11. The distribution of enrolments across fields of study in higher education in 1977 is shown graphically in Figure 3. Almost one-half of university enrolments were in the natural sciences and humanities. In the colleges of advanced education, teacher education accounted for some 57 per cent of enrolments. Figure 4 shows enrolments by field of study for each of the South Australian colleges of advanced education in 1977. Figure 5 shows these details for the universities.

4 The classification of field of study in this Chapter and in Chapter 9 is one used by the Australian Bureau of Statistics. It enables comparison to be made between institutions and sectors. Since the publication of Chapter 9, Flinders University has informed the Committee that the Bureau's classification is not entirely appropriate for the representation of its fields of study. For example, in Figures 2 and 3 and in Table 9, the proportions of students shown in fine arts and social sciences would be larger and the proportion in humanities smaller.
FIGURE 3
STUDENTS ENROLLED IN HIGHER EDUCATION BY FIELD OF STUDY
SOUTH AUSTRALIA
1977

UNIVERSITIES

- NATURAL SCIENCES 19%
- ART HUMANITIES 30%
- SOCIAL AND BEHAVIOURAL SCIENCES 2%
- NOT SPECIFIED 5%
- ENGINEERING 8%
- MEDICINE 8%
- ROAD ECONOMICS & COMMERCE 10%
- TECHNOLOGY 6%
- DENTISTRY 3%
- ARCHITECTURE 2%
- MEDICINE 8%
- BRANCH OF COMMERCIAL AND BUSINESS STUDIES 11%
- EARLY CHILDHOOD 4%
- ART AND DESIGN 3%
- MUSIC 3%
- BUILDING, SURVEYING AND ARCHITECTURE 4%
- APPLIED SCIENCES 3%
- LIBERAL STUDIES 6%
- PARAPROFESSIONAL 7%
- NOT SPECIFIED 1%
- OTHER 5%
- SPECIAL 5%
- TEACHER EDUCATION 57%
- PRIMARY 28%
- SECONDARY 20%
- EARLY CHILDHOOD 4%

NOTE: The diameter of the circles on this page is in proportion to the number of students enrolled in each sector.

Source: Prepared from unpublished information supplied by the Australian Bureau of Statistics.
FIGURE 4
STUDENTS ENROLLED IN EACH COLLEGE OF ADVANCED EDUCATION
BY FIELD OF STUDY
SOUTH AUSTRALIA 1977

SOUTH AUSTRALIAN INSTITUTE OF TECHNOLOGY

- PARA-MEDICAL 14%
- APPLIED SCIENCES 8%
- BUILDING SURVEYING & ARCHITECTURE 12%
- LIBERAL STUDIES 19%
- COMMERCIAL & BUSINESS STUDIES 30%
- ENGINEERING & TECHNOLOGY 16%
- APPLIED PARA-MEDICAL SCIENCES 9%
- BUILDING SURVEYING & ARCHITECTURE 9%
- COMMERCIAL & BUSINESS STUDIES 14%
- ENGINEERING & TECHNOLOGY 12%

TORRENS C.A.E.

- SPECIAL 1%
- MUSIC 1%
- TECHNICAL 17%
- ART AND DESIGN 16%
- TEACHER EDUCATION 63%
- SECONDARY 27%
- PRIMARY 38%

NOTE: The diameter of the circles on this page and on page 49 is in proportion to the number of students enrolled in each institution.

Source: Prepared from unpublished information supplied by the Australian Bureau of Statistics.
FIGURE 5
STUDENTS ENROLLED IN EACH UNIVERSITY BY FIELD OF STUDY
SOUTH AUSTRALIA 1977

UNIVERSITY OF ADELAIDE

FLINDERS UNIVERSITY

NOTE: The diameter of the circles on this page is in proportion to the number of students enrolled in each institution.
Source: Prepared from unpublished information supplied by the Australian Bureau of Statistics.
12. It is apparent that if numbers entering courses of teacher education are reduced by policy decisions, or by fewer applications, this will have serious implications for the advanced education sector and, in particular, for those colleges in which such enrolments comprise over 75 per cent of the total. The marked slowing in the rate of growth in the sector after 1975 is due to decisions taken at that time to reduce intakes to teacher education courses. Total intakes rose again in 1977, because of limited expansion in certain other areas such as para-medical and commercial courses and those in the arts.

13. It is important to note that any action to limit the supply of teachers may also have major consequences for universities. A large proportion of graduates in the humanities and natural sciences has in the past gone on to do courses of teacher education with a view to entering that profession. For example, of the graduates from the University of Adelaide in 1975, 45 per cent from Arts and 26 per cent from Science and Mathematical Sciences went on to teaching or teacher training. The severely reduced opportunities for entry to teaching (see Chapter 9) will very likely influence enrolments in universities.

14. Table 8 and Figure 6 show the number of students commencing bachelor degree courses in universities in 1977, with comparative figures for earlier years. Table 8 shows that for universities over the period 1970-77 there was a high rate of growth in courses in humanities, fine arts, and economics and commerce.

**TABLE 8**

STUDENTS COMMENCING BACHELOR DEGREE COURSES, BY FIELD OF STUDY, SOUTH AUSTRALIA: UNIVERSITIES

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Humanities 1</td>
<td>721</td>
<td>1336</td>
<td>85-3</td>
</tr>
<tr>
<td>Fine Arts</td>
<td>19</td>
<td>43</td>
<td>126-3</td>
</tr>
<tr>
<td>Law</td>
<td>122</td>
<td>167</td>
<td>36-9</td>
</tr>
<tr>
<td>Economics, Commerce</td>
<td>195</td>
<td>395</td>
<td>102-6</td>
</tr>
<tr>
<td>Medicine</td>
<td>102</td>
<td>185</td>
<td>81-4</td>
</tr>
<tr>
<td>Dentistry</td>
<td>57</td>
<td>58</td>
<td>1-8</td>
</tr>
<tr>
<td>Natural Sciences</td>
<td>581</td>
<td>626</td>
<td>7-8</td>
</tr>
<tr>
<td>Engineering, Technology</td>
<td>163</td>
<td>183</td>
<td>12-3</td>
</tr>
<tr>
<td>Architecture</td>
<td>34</td>
<td>42</td>
<td>23-5</td>
</tr>
<tr>
<td>Agriculture</td>
<td>41</td>
<td>60</td>
<td>46-3</td>
</tr>
</tbody>
</table>

TOTAL 2 2044 3095 31-9

1 Includes enrolments in Education.
2 The figures do not add to total students because of some double counting of students enrolled in more than one course; "TOTAL" figures are for actual numbers of students.

Source: Extracted from various issues of University Statistics, Australian Bureau of Statistics.

NOTE: Field of Study 'Humanities' includes enrolments in Education (before 1974, Nil; 1974, 98; 1975, 95; 1976, 90; 1977, 132).

Source: Extracted from various issues of University Statistics, Australian Bureau of Statistics.
FIGURE 7
STUDENTS COMMENCING UNDERGRADUATE COURSES BY FIELD OF STUDY: COLLEGES OF ADVANCED EDUCATION
SOUTH AUSTRALIA 1977

YEAR

NUMBER OF STUDENTS
0 1000 2000 3000 4000 5000 6000

Source: Extracted from various issues of Colleges of Advanced Education, Australian Bureau of Statistics.
15. Table 9 and Figure 7 show that in colleges of advanced education course growth over the period 1974-77 has been greatest in the para-medical field and in applied sciences and liberal studies, a category which includes (among others) social work and library studies.

**TABLE 9**

**STUDENTS COMMENCING UNDERGRADUATE COURSES, BY FIELD OF STUDY, SOUTH AUSTRALIA: COLLEGES OF ADVANCED EDUCATION**

<table>
<thead>
<tr>
<th>Field of Study</th>
<th>1974</th>
<th>1977</th>
<th>Per Cent Increase 1974/77</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture</td>
<td>78</td>
<td>110</td>
<td>41.0</td>
</tr>
<tr>
<td>Applied Sciences</td>
<td>78</td>
<td>200</td>
<td>156.4</td>
</tr>
<tr>
<td>Art and Design</td>
<td>112</td>
<td>184</td>
<td>64.3</td>
</tr>
<tr>
<td>Building, Surveying and Architecture</td>
<td>174</td>
<td>216</td>
<td>24.1</td>
</tr>
<tr>
<td>Commercial and Business Studies</td>
<td>534</td>
<td>676</td>
<td>26.6</td>
</tr>
<tr>
<td>Engineering and Technology</td>
<td>309</td>
<td>318</td>
<td>2.9</td>
</tr>
<tr>
<td>Liberal Studies 2</td>
<td>164</td>
<td>559</td>
<td>240.9</td>
</tr>
<tr>
<td>Music</td>
<td>2</td>
<td>22</td>
<td></td>
</tr>
<tr>
<td>Para-Medical</td>
<td>189</td>
<td>458</td>
<td>142.3</td>
</tr>
<tr>
<td>Teacher Education</td>
<td>2336</td>
<td>2556</td>
<td>9.4</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>3974</td>
<td>5299</td>
<td>33.3</td>
</tr>
</tbody>
</table>

1 Includes details of students commencing in the second semester of a year.  
2 Includes students commencing courses such as physical education, recreation, social work, library studies and journalism.

Source: Extracted from the 1974 and 1977 issues of Colleges of Advanced Education, Australian Bureau of Statistics; also includes details supplied by the South Australian Board of Advanced Education of students commencing at Salisbury College of Advanced Education and Roseworthy Agricultural College during second semester.

16. Total enrolments in the education programmes of the Department of Further Education for the years 1973-77 were shown in Table 2. Figure 8 shows the relative distribution of enrolments by field of study for the year 1976.

**DEMAND FOR PLACES**

17. There are considerable difficulties in assessing the extent to which demand for entry to higher education exceeds the number of places available. Studies in other states in recent years suggest there is not a significant unmet demand; there is, however, little information on the South Australian position because there is no consolidated set of data showing numbers of applications and numbers of admissions for the years before 1978.

18. In 1978, the South Australian Tertiary Admission Centre came into operation as a single centre for the receiving and processing of applications for courses in higher education. It was possible to make some analysis of applications lodged by those who had recently sat for the Matriculation Examination for admission in 1978.

19. Among this group, it appears that some 1 500 failed to gain admission to any course for which they applied. Apart from about 100 who appear to have sought admission only to courses for which competition was strong, these unsuccessful applicants were those whose performance at the Matriculation
Examination placed them in the lowest quartile of those who sat. It is extremely difficult to arrive at any firm conclusion on the potential of these applicants for studies in higher education; a proportion would certainly be unable to cope.

At the 1977 Matriculation Examination, 7,753 candidates sat for five subjects. Of these candidates:

- 74.8 per cent achieved an aggregate mark of 200 or more;
- 61.9 per cent achieved an aggregate mark of 225 or more;
- 46.9 per cent achieved an aggregate mark of 250 or more;
- 22.5 per cent achieved an aggregate mark of 300 or more;
- 9.3 per cent achieved an aggregate mark of 350 or more;
- 2.7 per cent achieved an aggregate mark of 400 or more.
Because the percentile ranking method by which the marks are derived ensures that candidates are distributed according to a pre-determined pattern, matriculation marks are not related to a standard which is independent of the distribution. This method conceals any variation in real standard of achievement over the years. Furthermore, as we point out in Chapter 7, performance at the Matriculation Examination is an imperfect predictor of success in higher education and there will always be a proportion of low achievers who would do well in later studies.

20. Demand for places varied considerably between courses. Tables 10 and 11 show the number of first preference applications in relation to available places for each subject area in universities and colleges of advanced education respectively and the median aggregate mark achieved by those recent matriculants offered admission.

TABLE 10
QUOTA PLACES, FIRST PREFERENCE APPLICATIONS AND MEDIAN MARKS FOR BACHELOR DEGREE COURSES, UNIVERSITIES, SOUTH AUSTRALIA, 1978

<table>
<thead>
<tr>
<th>Field of Study</th>
<th>Quota Places</th>
<th>First Preference Applications</th>
<th>Median Aggregate Mark of Those Offered Admission</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture</td>
<td>80</td>
<td>89</td>
<td>297</td>
</tr>
<tr>
<td>Architecture</td>
<td>45</td>
<td>107</td>
<td>299</td>
</tr>
<tr>
<td>Arts</td>
<td>1,320</td>
<td>1,755</td>
<td>272</td>
</tr>
<tr>
<td>Dentistry</td>
<td>50</td>
<td>142</td>
<td>357</td>
</tr>
<tr>
<td>Economics</td>
<td>190</td>
<td>427</td>
<td>311</td>
</tr>
<tr>
<td>Engineering</td>
<td>180</td>
<td>256</td>
<td>328</td>
</tr>
<tr>
<td>Law</td>
<td>150</td>
<td>472</td>
<td>351</td>
</tr>
<tr>
<td>Medicine</td>
<td>180</td>
<td>992</td>
<td>404</td>
</tr>
<tr>
<td>Science</td>
<td>590</td>
<td>728</td>
<td>302</td>
</tr>
</tbody>
</table>

1 Includes only those applicants to the South Australian Tertiary Admission Centre who had recently attempted the Matriculation Examination.
2 Includes details of Economics and Education courses at Flinders University and Music at University of Adelaide: excludes Arts/Music courses at University of Adelaide.
3 University of Adelaide only: see footnote 2.
4 Excludes Law/Arts and Law/Economics courses at University of Adelaide for which there were 92 and 71 First Preference Applications.

Source: Compiled from information supplied by the South Australian Tertiary Admission Centre.

21. Table 12 shows the median aggregate mark of recent matriculants offered places in universities and colleges of advanced education. Care is necessary in interpreting these figures, since there is considerable variation in applications for different courses in each institution and in the range of courses available. The highest median marks are those for Adelaide University, Adelaide College of Advanced Education and the South Australian Institute of Technology. These institutions are the most centrally located (although the Institute includes the Levels and Whyalla). They are also long established.

22. Applications for entry to a wide range of graduate studies were also handled by the South Australian Tertiary Admission Centre in 1978. It was not
possible to assess the qualifications of applicants, but it appears that places were found for only one-half of the total applicants.

### TABLE 11
QUOTA PLACES, FIRST PREFERENCE APPLICATIONS AND MEDIAN MARKS FOR UNDERGRADUATE COURSES, COLLEGES OF ADVANCED EDUCATION, SOUTH AUSTRALIA, 1978

<table>
<thead>
<tr>
<th>Field of Study</th>
<th>Quota Places</th>
<th>First Preference Applications</th>
<th>Median Aggregate Mark of Those Offered Admission</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture</td>
<td>158</td>
<td>282</td>
<td>245</td>
</tr>
<tr>
<td>Applied Science</td>
<td>181</td>
<td>306</td>
<td>258</td>
</tr>
<tr>
<td>Art and Design</td>
<td>104</td>
<td>276</td>
<td>248</td>
</tr>
<tr>
<td>Building, Surveying and Architecture</td>
<td>153</td>
<td>282</td>
<td>244</td>
</tr>
<tr>
<td>Commercial and Business Studies</td>
<td>298</td>
<td>1012</td>
<td>275</td>
</tr>
<tr>
<td>Engineering</td>
<td>234</td>
<td>381</td>
<td>243</td>
</tr>
<tr>
<td>Liberal Studies</td>
<td>303</td>
<td>953</td>
<td>292</td>
</tr>
<tr>
<td>Music</td>
<td>22</td>
<td>50</td>
<td>246</td>
</tr>
<tr>
<td>Para-Medical</td>
<td>298</td>
<td>1218</td>
<td>307</td>
</tr>
</tbody>
</table>

Teacher Education:
- Early Childhood: 150, 443, 286
- Primary: 953, 1562, 238
- Secondary: 450, 802, 284
- Other: 148, 300, 265

1 Includes only those applicants to the South Australian Tertiary Admission Centre who had recently attempted the Matriculation Examination.

Source: Compiled from information supplied by the South Australian Tertiary Admission Centre.

### TABLE 12
MATRICULATION EXAMINATION PERFORMANCE OF PERSONS OFFERED ADMISSION TO COURSES IN HIGHER EDUCATION THROUGH THE SOUTH AUSTRALIAN TERTIARY ADMISSION CENTRE, 1978

<table>
<thead>
<tr>
<th>Institution</th>
<th>Median Aggregate Mark</th>
</tr>
</thead>
<tbody>
<tr>
<td>Universities:</td>
<td></td>
</tr>
<tr>
<td>Adelaide</td>
<td>320</td>
</tr>
<tr>
<td>Flinders</td>
<td>256</td>
</tr>
<tr>
<td>Colleges of Advanced Education:</td>
<td></td>
</tr>
<tr>
<td>Adelaide</td>
<td>291</td>
</tr>
<tr>
<td>Kingston</td>
<td>251</td>
</tr>
<tr>
<td>Murray Park</td>
<td>250</td>
</tr>
<tr>
<td>Roseworthy</td>
<td>245</td>
</tr>
<tr>
<td>Salisbury2</td>
<td>233</td>
</tr>
<tr>
<td>South Australian Institute of Technology</td>
<td>278</td>
</tr>
<tr>
<td>Sturt</td>
<td>255</td>
</tr>
<tr>
<td>Torrens</td>
<td>251</td>
</tr>
</tbody>
</table>

1 Includes only those applicants to the South Australian Tertiary Admission Centre who had recently attempted the Matriculation Examination.

2 This figure relates to the small number of students who commenced in March. Salisbury's main intake is in July each year.

Source: Compiled from information supplied by the South Australian Tertiary Admission Centre.
<table>
<thead>
<tr>
<th></th>
<th>N.S.W.</th>
<th>VIC.</th>
<th>QLD.</th>
<th>S.A.</th>
<th>W.A.</th>
<th>TAS.</th>
<th>A.C.T.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Universities</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Under 25</td>
<td>91:0</td>
<td>86:1</td>
<td>91:4</td>
<td>90:2</td>
<td>84:9</td>
<td>80:9</td>
<td>91:8</td>
</tr>
<tr>
<td>Colleges of Advanced Education</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Under 25</td>
<td>90:2</td>
<td>80:7</td>
<td>85:6</td>
<td>81:3</td>
<td>93:3</td>
<td>84:1</td>
<td>83:7</td>
</tr>
<tr>
<td>25 and over</td>
<td>9:9</td>
<td>19:3</td>
<td>14:3</td>
<td>18:7</td>
<td>6:7</td>
<td>15:9</td>
<td>16:3</td>
</tr>
</tbody>
</table>

1 For "Universities" includes students commencing their first bachelor degree on basis of qualifications gained in Australia. For "Colleges of Advanced Education" includes students commencing higher education for the first time: excludes students commencing in the second or subsequent semesters.
CHARACTERISTICS OF STUDENTS

23. Table 13 shows the proportion of students, aged under 25 years and 25 years and over in 1974 and 1977, commencing courses of higher education in South Australia, the Australian Capital Territory and other States. Since 1974, the proportion of students aged 25 and over in colleges of advanced education has increased in the Australian Capital Territory and in all states; for the universities, the proportion has increased in all but two states. In South Australia, the proportion of students aged 25 and over has increased in both universities and colleges of advanced education; the proportion in the colleges in 1977 was the highest of all states.

TABLE 14
STUDENTS IN TERTIARY EDUCATION, BY TYPE OF ENROLMENT
SOUTH AUSTRALIA AND AUSTRALIA, 1976 1

<table>
<thead>
<tr>
<th></th>
<th>Full-time</th>
<th>Part-time</th>
<th>External 2</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Universities</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Australia</td>
<td>100 128</td>
<td>43 840</td>
<td>9 496</td>
<td>153 464</td>
</tr>
<tr>
<td>South Australia</td>
<td>9 329</td>
<td>3 987</td>
<td>177</td>
<td>13 493</td>
</tr>
<tr>
<td>South Australia as % of Australia</td>
<td>9-3</td>
<td>9-1</td>
<td>1-9</td>
<td>8-8</td>
</tr>
<tr>
<td><strong>Colleges of Advanced Education</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Australia</td>
<td>82 608</td>
<td>42 812</td>
<td>9 191</td>
<td>134 611</td>
</tr>
<tr>
<td>South Australia</td>
<td>7 779</td>
<td>5 830</td>
<td>951</td>
<td>14 560</td>
</tr>
<tr>
<td>South Australia as % of Australia</td>
<td>9-4</td>
<td>13-6</td>
<td>10-4</td>
<td>10-8</td>
</tr>
<tr>
<td><strong>Department of Further Education Streams (1-5)</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Australia</td>
<td>38 030</td>
<td>454 909</td>
<td>53 471</td>
<td>546 410</td>
</tr>
<tr>
<td>South Australia</td>
<td>1 199</td>
<td>69 454</td>
<td>10 107</td>
<td>80 760</td>
</tr>
<tr>
<td>South Australia as % of Australia</td>
<td>3-2</td>
<td>15-3</td>
<td>18-9</td>
<td>14-8</td>
</tr>
<tr>
<td><strong>Stream 6</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Australia</td>
<td>—</td>
<td>210 215</td>
<td>1 743</td>
<td>211 950</td>
</tr>
<tr>
<td>South Australia</td>
<td>—</td>
<td>46 688</td>
<td>247</td>
<td>46 935</td>
</tr>
<tr>
<td>South Australia as % of Australia</td>
<td>22-2</td>
<td>14-2</td>
<td>22-1</td>
<td></td>
</tr>
</tbody>
</table>

1 In universities and colleges of advanced education, part-time students take less than 75% of the load prescribed for a full-time year's work. External students are those for whom special arrangements exist because they are unable to attend regularly (universities), or who live too far away from the college to attend regularly (colleges of advanced education). (See University Statistics and Colleges of Advanced Education, Australian Bureau of Statistics). In DFE an enrolment is part-time if the average weekly class attendance times, taken over the year, is less than 15 hours. External students are those whose tuition is entirely by correspondence. (See Selected TAFE Statistics, 1976, Tertiary Education Commission).

2 Details of "External Students" for "Universities" and "Colleges of Advanced Education" in this Table differ from those in Table 1 in Chapter 8, which excludes students in higher degree courses.


24. Table 14 shows enrolments by mode of study for the three sectors of tertiary education in both South Australia and Australia. There is a high proportion of enrolments in further education in South Australia. External enrolments in South Australian university courses are very low since neither university makes special provision for external students. The enrolments shown include external higher
degree candidates. The proportion of external enrolments in South Australian
colleges of advanced education is similar to that for Australia, and part-time
enrolments are somewhat higher.

25. Table 15 shows part-time (including external) enrolments in tertiary
education as a proportion of all enrolments for South Australia in recent years.
Part-time enrolments in South Australian universities declined steadily between
1955 and 1975, but then increased slightly to 1977. It may be that during the
period of expansion the older, prospective part-time student was less able to gain
admission in competition with increasing numbers of bright young school leavers
and that the increase since 1975 may be significant. The demand for part-time
study may well increase as more older persons seek entry and if able school
leavers are attracted by the prospects of immediate employment and decide to
study on a part-time basis. Part-time students in colleges of advanced education
comprise 47 per cent of all enrolments. The proportion in the South Australian
Institute of Technology is 55 per cent and has declined from 65 per cent in 1970.
Almost all students in the Department of Further Education are studying part-time.

### TABLE 15
PART-TIME ENROLMENTS AS A PROPORTION OF ALL ENROLMENTS
IN TERTIARY EDUCATION, SOUTH AUSTRALIA

<table>
<thead>
<tr>
<th>Year</th>
<th>Universities</th>
<th>Colleges of Advanced Education</th>
<th>DFE Streams</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>South Australian Institute of Technology</td>
<td>Other Colleges</td>
</tr>
<tr>
<td>1955</td>
<td>51·5</td>
<td>52·3</td>
<td>Not Available</td>
</tr>
<tr>
<td>1960</td>
<td>46·3</td>
<td>57·6</td>
<td>42·1</td>
</tr>
<tr>
<td>1965</td>
<td>38·6</td>
<td>65·2</td>
<td>36·0</td>
</tr>
<tr>
<td>1970</td>
<td>30·9</td>
<td>55·2</td>
<td>43·0</td>
</tr>
<tr>
<td>1975</td>
<td>29·2</td>
<td>57·6</td>
<td>42·1</td>
</tr>
<tr>
<td>1976</td>
<td>30·9</td>
<td>56·1</td>
<td>42·0</td>
</tr>
<tr>
<td>1977</td>
<td>32·0</td>
<td>55·2</td>
<td>43·0</td>
</tr>
</tbody>
</table>


26. Table 16 shows the home residence and Table 17 the term residence of
students in universities and colleges of advanced education in South Australia.
The percentage of students whose home residence is more than 40 kilometres
from the campus is considerably lower than the 27·7 per cent of the population
not resident in the metropolitan area. Participation of country people in higher
education appears to be much lower than that of metropolitan residents, although
there is no information concerning the number who shift home residence in order
to attend.

66
TABLE 16
HOME RESIDENCE OF STUDENTS
IN HIGHER EDUCATION, SOUTH AUSTRALIA, 1977 1
Per Cent

<table>
<thead>
<tr>
<th>Residence</th>
<th>Universities</th>
<th>Colleges of Advanced Education</th>
</tr>
</thead>
<tbody>
<tr>
<td>In South Australia:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Within 40 kilometres of Campus</td>
<td>84.9</td>
<td>80.4</td>
</tr>
<tr>
<td>Elsewhere</td>
<td>8.3</td>
<td>15.5</td>
</tr>
<tr>
<td>Interstate</td>
<td>3.6</td>
<td>3.5</td>
</tr>
<tr>
<td>Overseas</td>
<td>3.2</td>
<td>0.6</td>
</tr>
<tr>
<td>TOTAL</td>
<td>100.0</td>
<td>100.0</td>
</tr>
</tbody>
</table>

1 “Home Residence” refers to the place a student considers as his permanent home.


TABLE 17
TERM RESIDENCE OF STUDENTS
IN HIGHER EDUCATION, SOUTH AUSTRALIA, 1977
Per Cent

<table>
<thead>
<tr>
<th>Residence</th>
<th>Universities</th>
<th>Colleges of Advanced Education</th>
</tr>
</thead>
<tbody>
<tr>
<td>Home</td>
<td>78.2</td>
<td>83.4</td>
</tr>
<tr>
<td>Halls, Residential Colleges, Non-Collegiate, etc. 2</td>
<td>6.4</td>
<td>2.1</td>
</tr>
<tr>
<td>Other</td>
<td>15.4</td>
<td>14.6</td>
</tr>
<tr>
<td>TOTAL</td>
<td>100.0</td>
<td>100.0</td>
</tr>
</tbody>
</table>

1 “Term Residence” refers to the place where a student at the time of enrolment, or by 30 April, indicates that he will live for all or the greater part of the academic year.

2 Includes student housing directly controlled or administered by universities or colleges of advanced education, or affiliated with these bodies.


27. Table 18 shows the occupation of the fathers of full-time students in tertiary education in Australia. It gives some support to the view that full-time students of universities and colleges of advanced education are drawn in greater proportion from higher socio-economic backgrounds. This data is for Australia as a whole, and the position in South Australia may be somewhat different. A survey of TAFE students shows that South Australian figures are similar to those for Australia. 7

PROJECTIONS OF FUTURE ENROLMENTS

28. Change in the age composition of the population is highly relevant to estimates of the extent and nature of future participation in tertiary education and especially in higher education. Figure 9 shows projections of the numbers of the population in the age group 17-22 for both South Australia and Australia and the age group 23-59 for South Australia. These estimates show that the 17-22 age group, from which the majority of enrolments in higher education has previously been drawn, will decline relative to older age groups in South Australia after 1981. From 1986 to 1991, there are different trends in the Australian and South Australian figures. This is the result of the different birth rates in South Australia and Australia: the marked decline in Australian births in recent years started earlier in South Australia and remains more pronounced than for Australia as a whole.

29. To estimate future numbers in higher education, we derived age- and sex-specific participation rates for universities and colleges of advanced education, by expressing the number of students in 1977, by sex, in each age group as a rate per 1 000 of population in that age group at 30 June, 1976. These rates were then applied to estimates of future population in the various age groups for each fifth year from 1981 to 2001 resulting in the graphs shown in Figures 10 and 11 and the projected enrolments in Table 19.

1 Full-time students in universities and colleges of advanced education, all students in the Department of Further Education.

Source: Figures for "Universities" and "Colleges of Advanced Education", from F. C. L. Beighton and A. P. Gallagher, Socio-Economic Differences Between University and CAE Students; figures for 'TAFE' from Commonwealth Department of Education, Survey of Students in Technical and Further Education, Preliminary Report, April, 1977, Table 75; and the number of males by age in the population from the Australian Bureau of Statistics.

### TABLE 18

**OCCUPATION OF FATHERS OF FULL-TIME TERTIARY STUDENTS, AUSTRALIA**

*Per Cent*

<table>
<thead>
<tr>
<th>Occupation Group</th>
<th>Universities</th>
<th>Colleges of Advanced Education</th>
<th>TAFE Streams (1-5)</th>
<th>Males 45-54 in the Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Professional, Technical</td>
<td>32.6</td>
<td>26.1</td>
<td>7.5</td>
<td>7.5</td>
</tr>
<tr>
<td>Administrative</td>
<td>19.9</td>
<td>18.2</td>
<td>7.3</td>
<td>12.4</td>
</tr>
<tr>
<td>Clerical</td>
<td>4.9</td>
<td>5.2</td>
<td>6.4</td>
<td>6.8</td>
</tr>
<tr>
<td>Sales</td>
<td>5.4</td>
<td>5.4</td>
<td>6.7</td>
<td>5.6</td>
</tr>
<tr>
<td>Farming, Mining</td>
<td>7.2</td>
<td>9.3</td>
<td>12.1</td>
<td>10.9</td>
</tr>
<tr>
<td>Communication, Transport</td>
<td>3.8</td>
<td>5.2</td>
<td>7.2</td>
<td>7.6</td>
</tr>
<tr>
<td>Tradesmen, Labourers</td>
<td>13.7</td>
<td>18.0</td>
<td>38.7</td>
<td>39.9</td>
</tr>
<tr>
<td>Service, Sport, Recreation</td>
<td>3.0</td>
<td>1.9</td>
<td>4.0</td>
<td>4.3</td>
</tr>
<tr>
<td>Armed Forces</td>
<td>0.6</td>
<td>0.8</td>
<td>0.7</td>
<td>0.6</td>
</tr>
<tr>
<td>Not in the Labour Force and/or no information</td>
<td>9.0</td>
<td>10.0</td>
<td>9.4</td>
<td>4.4</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>100.0</strong></td>
<td><strong>100.0</strong></td>
<td><strong>100.0</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

1 Full-time students in universities and colleges of advanced education, all students in the Department of Further Education.
FIGURE 9
PROJECTIONS OF THE POPULATION, BY AGE GROUP, AUSTRALIA AND SOUTH AUSTRALIA.

Source: Figures for South Australia from Projections of the Population of South Australia, produced by the Australian Bureau of Statistics for the South Australian Government. Figures for Australia supplied by the Australian Bureau of Statistics.
TABLE 19
STUDENTS IN HIGHER EDUCATION, ACTUAL AND PROJECTED
SOUTH AUSTRALIA

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Universities</td>
<td>13 390</td>
<td>12 904</td>
<td>14 589</td>
<td>14 630</td>
<td>14 622</td>
<td>13 854</td>
<td>14 095</td>
</tr>
<tr>
<td>Colleges of Advanced Education</td>
<td>15 168</td>
<td>15 996</td>
<td>16 601</td>
<td>16 952</td>
<td>17 168</td>
<td>16 585</td>
<td>16 813</td>
</tr>
</tbody>
</table>

Source: Prepared by the Committee by applying the 1977 age/sex-specific participation rates to the projected population in the years 1981 to 2001.

30. It will be seen that after 1982 projections of university enrolments on this basis remain static for 10 years, while those for colleges of advanced education increase slightly. After 1992, both sectors decline until the mid 1990's, but at no point do numbers fall to present levels. Actual participation can, of course, be influenced not only by variations in the population size but by the number of places which are made available and by changes in demand.

31. In this connection, it is relevant that in recent enrolments in colleges and universities there are already indications of possible changes in participation which would affect the projections. The graphs in Figures 10 and 11 show some variations between actual and predicted enrolments for 1978. Enrolments in universities declined between 1977 and 1978, owing mainly to a higher than usual withdrawal rate of students who had completed part of their courses; but enrolments in colleges of advanced education are higher in 1978 than our projections.

32. The variations from predictions, for university and college students and for younger and older students, roughly cancel out, leaving the overall participation nearly equivalent to that predicted. There is no way of knowing whether the variations in demand of the last year or two are a temporary turbulence or the beginning of a new trend. If the latter is the case, or if places are not made available, then the projections, which assume continuation of the participation levels of the mid 1970's, will be in error.

33. Application of the same method to participation in the Department of Further Education results in a projected increase from approximately 76,000 enrolments in 1979 (Streams 1-5) to about 85,000 in 1986. Thereafter, the level of enrolments would remain fairly constant for the remainder of the century. Future enrolments in Department of Further Education courses are, however, much more subject to fluctuation in demand and in policies about particular courses than are those for higher education. Department of Further Education figures show an enrolment growth (all streams) from 124,000 in 1976 to 140,000 in 1977. A Departmental study estimates that demand could lead to a doubling of individual enrolments between 1976 and the mid 1980's, if places were available.

34. An important element in the prediction of future participation in tertiary education is the rate of retention of pupils to the senior years of secondary schooling. Figure 12 shows retention rates for each Australian state. Retention
rates for South Australia do not differ markedly from those in other states except for Year 11: this may reflect the structure of secondary schooling in which a public examination was until recently offered at the end of Year 11. Table 20 indicates change in South Australian retention rates, Years 8 to 12, over the period 1967-77. The rate for males increased by about 50 per cent and for females nearly three-fold. The proportion of females remaining to Year 12 now exceeds that of males, which appears to have reached a plateau (see also Figure 1, Chapter 7).
FIGURE 11

STUDENTS IN HIGHER EDUCATION, BY AGE GROUP, ACTUAL AND PROJECTED
SOUTH AUSTRALIA

Source: Prepared by the Committee by applying the 1977 age/sax-specific participation rates to the projected population in the years 1981 to 2001.
FIGURE 12
APPARENT RETENTION RATES OF STUDENTS REMAINING FROM YEAR 8 (1973) TO YEAR 12 (1977) STATES AND TERRITORIES

NOTE: Year 8 for South Australia; for other states the title of first year of secondary education varies.

Source: Commonwealth Department of Education, Apparent Grade Retention Rates and Age Participation Rates, Statistical Monograph No. 3, January, 1977.

TABLE 20
APPARENT RETENTION RATES OF PUPILS FROM YEAR 8 TO YEAR 12, BY SEX, SOUTH AUSTRALIA

<table>
<thead>
<tr>
<th>Year</th>
<th>Males</th>
<th>Females</th>
<th>Persons</th>
</tr>
</thead>
<tbody>
<tr>
<td>1967</td>
<td>23.8</td>
<td>13.8</td>
<td>18.9</td>
</tr>
<tr>
<td>1968</td>
<td>26.4</td>
<td>16.4</td>
<td>21.5</td>
</tr>
<tr>
<td>1969</td>
<td>29.2</td>
<td>19.3</td>
<td>24.4</td>
</tr>
<tr>
<td>1970</td>
<td>30.9</td>
<td>21.6</td>
<td>26.5</td>
</tr>
<tr>
<td>1971</td>
<td>34.9</td>
<td>24.3</td>
<td>29.8</td>
</tr>
<tr>
<td>1972</td>
<td>37.6</td>
<td>26.7</td>
<td>32.4</td>
</tr>
<tr>
<td>1973</td>
<td>37.2</td>
<td>28.6</td>
<td>33.0</td>
</tr>
<tr>
<td>1974</td>
<td>34.7</td>
<td>30.1</td>
<td>32.5</td>
</tr>
<tr>
<td>1975</td>
<td>37.6</td>
<td>34.4</td>
<td>36.1</td>
</tr>
<tr>
<td>1976</td>
<td>37.4</td>
<td>36.7</td>
<td>37.0</td>
</tr>
<tr>
<td>1977</td>
<td>34.3</td>
<td>37.0</td>
<td>35.7</td>
</tr>
</tbody>
</table>

1 Figures show the number of students remaining in Year 12 out of each 100 students in Year 8: reference date is the August Schools Census in each year.

Source: Commonwealth Department of Education, Apparent Grade Retention Rates and Age Participation Rates, Statistical Monograph No. 3 (January, 1977).
35. This trend for increased female participation carries through to higher education (Figure 13). Should the trend continue, we can expect near parity of the sexes in higher education within a few years. Participation of the sexes in particular courses, however, is uneven (see Figures 3 to 5).

36. The rate of transfers from the final year of secondary school to higher education has been approximately 50 per cent in recent years, but it is now showing a decline. The proportions for 1975-77 of those who completed Year 12 and enrolled within one year are 52-0, 49-1 and 46-1 respectively. Table 21 shows the proportion of entrants to higher education who went straight from secondary school or who delayed one or more years. For universities, delayed entry has increased appreciably over the period 1974-77.

### TABLE 21
DELAY IN ENROLMENT IN HIGHER EDUCATION OF STUDENTS WHOSE ENTRY QUALIFICATION WAS THE MATRICULATION EXAMINATION

<table>
<thead>
<tr>
<th></th>
<th>Universities 2</th>
<th>Colleges of Advanced Education 3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Enrolled year after qualifying</td>
<td>89-8</td>
<td>80-5</td>
</tr>
<tr>
<td>Delayed one year</td>
<td>4-6</td>
<td>10-2</td>
</tr>
<tr>
<td>Delayed two or more years</td>
<td>5-6</td>
<td>9-3</td>
</tr>
<tr>
<td>TOTAL</td>
<td>100-0</td>
<td>100-0</td>
</tr>
</tbody>
</table>

1 Students not included in this Table are those with entry qualifications other than, or in addition to, matriculation; in universities, these were 38 per cent in 1974 and 33 per cent in 1977 of all students commencing; and in advanced education, 40 per cent and 55 per cent respectively.

2 Students commencing undergraduate bachelor degree courses.

3 Students commencing courses at all levels.

Source: Figures for "Universities" derived from the 1974 and 1977 issues of University Statistics, Australian Bureau of Statistics; figures for "Colleges of Advanced Education" derived from the 1974 and 1977 issues of Colleges of Advanced Education and details supplied by the South Australian Board of Advanced Education of students commencing higher education for the first time, who commenced during the second semester at Salisbury College of Advanced Education and Roseworthy Agricultural College.

37. Information about the proportion of school leavers entering TAFE courses is not collected by TAFE authorities. The Commonwealth Department of Education has estimated that 22-5 per cent of pupils who left school in Australia in 1975 commenced TAFE courses in 1976 (24-7 per cent of 1974 leavers are estimated to have commenced in 1975).8 Using the results of a survey of students in technical and further education, we estimated that 21 per cent of the 1974 South Australian school leavers commenced studies in Department of Further Education courses in 1975.9

---


TABLE 22
HIGHEST QUALIFICATION OF FULL-TIME ACADEMIC STAFF IN UNIVERSITIES, SOUTH AUSTRALIA, 30 APRIL 1977

<table>
<thead>
<tr>
<th>Highest Qualification</th>
<th>Professor</th>
<th>Reader</th>
<th>Senior Lecturer</th>
<th>Lecturer</th>
<th>Senior Teaching Fellow</th>
<th>Tutor</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Males</td>
<td>Females</td>
<td>Males</td>
<td>Females</td>
<td>Males</td>
<td>Females</td>
<td>Males</td>
</tr>
<tr>
<td>Doctor</td>
<td>80-3</td>
<td>—</td>
<td>76-7</td>
<td>100-0</td>
<td>64-2</td>
<td>56-5</td>
<td>56-2</td>
</tr>
<tr>
<td>Master</td>
<td>11-8</td>
<td>—</td>
<td>11-2</td>
<td>—</td>
<td>18-2</td>
<td>21-7</td>
<td>20-6</td>
</tr>
<tr>
<td>Bachelor</td>
<td>7-1</td>
<td>—</td>
<td>11-2</td>
<td>—</td>
<td>16-4</td>
<td>13-0</td>
<td>21-7</td>
</tr>
<tr>
<td>Other</td>
<td>0-8</td>
<td>—</td>
<td>0-9</td>
<td>—</td>
<td>1-2</td>
<td>8-7</td>
<td>1-6</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>Per Cent</td>
<td>100-0</td>
<td>100-0</td>
<td>100-0</td>
<td>100-0</td>
<td>100-0</td>
<td>100-0</td>
</tr>
<tr>
<td></td>
<td>Number</td>
<td>127</td>
<td>—</td>
<td>116</td>
<td>5</td>
<td>330</td>
<td>23</td>
</tr>
</tbody>
</table>

1 It should be noted that the figures in the Table above do not include qualifications associated with professional bodies, e.g. the Royal Australasian College of Surgeons.

Source: Information supplied by the Universities.

TABLE 23
HIGHEST QUALIFICATION OF FULL-TIME ACADEMIC STAFF IN COLLEGES OF ADVANCED EDUCATION, SOUTH AUSTRALIA, 30 APRIL, 1977

<table>
<thead>
<tr>
<th>Highest Qualification</th>
<th>Above Senior Lecturer</th>
<th>Senior Lecturer</th>
<th>Lecturer</th>
<th>Other Teaching Staff</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Males</td>
<td>Females</td>
<td>Males</td>
<td>Females</td>
<td>Males</td>
</tr>
<tr>
<td>Doctor</td>
<td>34-0</td>
<td>11-1</td>
<td>18-0</td>
<td>3-6</td>
<td>11-6</td>
</tr>
<tr>
<td>Master</td>
<td>37-7</td>
<td>33-3</td>
<td>37-0</td>
<td>25-0</td>
<td>22-7</td>
</tr>
<tr>
<td>Bachelor</td>
<td>24-5</td>
<td>33-3</td>
<td>35-5</td>
<td>57-1</td>
<td>51-3</td>
</tr>
<tr>
<td>Undergraduate Diploma</td>
<td>3-8</td>
<td>—</td>
<td>5-2</td>
<td>14-3</td>
<td>10-0</td>
</tr>
<tr>
<td>Other</td>
<td>—</td>
<td>22-2</td>
<td>4-3</td>
<td>—</td>
<td>3-7</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>Per Cent</td>
<td>100-0</td>
<td>100-0</td>
<td>100-0</td>
<td>100-0</td>
</tr>
<tr>
<td></td>
<td>Number</td>
<td>53</td>
<td>9</td>
<td>211</td>
<td>28</td>
</tr>
</tbody>
</table>

Source: Information supplied by the Colleges of Advanced Education.
PROPORTION OF STUDENTS PROGRESSING FROM YEAR 8 TO LATER YEARS AND HIGHER EDUCATION

SOUTH AUSTRALIA

FIGURE 13

Source: Details of students progressing from Year 8 to Year 12 from Commonwealth Department of Education, *Apparent Grade Retention Rates and Age Participation Rates*: Statistical Monograph No. 3, January 1977, for students going to Higher Education, proportions calculated from information supplied by the Australian Bureau of Statistics.

Note: Students going to Higher Education in 1977 includes students who completed Year 12 in 1975 or 1976.

<table>
<thead>
<tr>
<th>Year</th>
<th>Percent Male</th>
<th>Percent Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>Year 8</td>
<td>100</td>
<td>80</td>
</tr>
<tr>
<td>Year 9</td>
<td>98.6</td>
<td>80</td>
</tr>
<tr>
<td>Year 10</td>
<td>85.1</td>
<td>70</td>
</tr>
<tr>
<td>Year 11</td>
<td>72.5</td>
<td>60</td>
</tr>
<tr>
<td>Year 12</td>
<td>37.4</td>
<td>36.7</td>
</tr>
<tr>
<td>Higher Education</td>
<td>16.3</td>
<td>15.8</td>
</tr>
</tbody>
</table>

YEAR 8 IN 1972
YEAR 9 IN 1973
YEAR 10 IN 1974
YEAR 11 IN 1975
YEAR 12 IN 1976
HIGHER EDUCATION IN 1977
FIGURE 14

AGES OF FULL-TIME ACADEMIC STAFF IN TERTIARY INSTITUTIONS SOUTH AUSTRALIA 1977

UNIVERSITIES

\[ \begin{align*}
\text{under 25} & : & \text{870 males} & \quad \text{125 females} \\
25-29 & : & \text{256 males} & \quad \text{246 females} \\
30-34 & : & \text{186 males} & \quad \text{186 females} \\
35-39 & : & \text{136 males} & \quad \text{136 females} \\
40-44 & : & \text{100 males} & \quad \text{100 females} \\
45-49 & : & \text{74 males} & \quad \text{74 females} \\
50-54 & : & \text{50 males} & \quad \text{50 females} \\
55-59 & : & \text{25 males} & \quad \text{25 females} \\
60-64 & : & \text{12 males} & \quad \text{12 females}
\end{align*} \]

COLLEGES OF ADVANCED EDUCATION

\[ \begin{align*}
\text{under 25} & : & \text{746 males} & \quad \text{246 females} \\
25-29 & : & \text{336 males} & \quad \text{300 females} \\
30-34 & : & \text{224 males} & \quad \text{224 females} \\
35-39 & : & \text{164 males} & \quad \text{164 females} \\
40-44 & : & \text{116 males} & \quad \text{116 females} \\
45-49 & : & \text{92 males} & \quad \text{92 females} \\
50-54 & : & \text{70 males} & \quad \text{70 females} \\
55-59 & : & \text{45 males} & \quad \text{45 females} \\
60-64 & : & \text{25 males} & \quad \text{25 females}
\end{align*} \]

DEPARTMENT OF FURTHER EDUCATION

\[ \begin{align*}
\text{under 25} & : & \text{921 males} & \quad \text{215 females} \\
25-29 & : & \text{484 males} & \quad \text{484 females} \\
30-34 & : & \text{356 males} & \quad \text{356 females} \\
35-39 & : & \text{272 males} & \quad \text{272 females} \\
40-44 & : & \text{215 males} & \quad \text{215 females} \\
45-49 & : & \text{155 males} & \quad \text{155 females} \\
50-54 & : & \text{104 males} & \quad \text{104 females} \\
55-59 & : & \text{70 males} & \quad \text{70 females} \\
60-64 & : & \text{45 males} & \quad \text{45 females}
\end{align*} \]

Source: Information provided by the Department of Further Education and the various Institutions in Higher Education.
RESOURCES

Staff

38. Age and sex distributions for the staffs of tertiary institutions are shown in Figure 14. A preponderance of males and of younger age groups is common to all three sectors. This age composition reflects recruitment of young staff during the period of expansion and has important implications, since there will be comparatively few retirements over the next fifteen years. In a period of low growth, institutions seeking to introduce new activities will have difficulty in employing new staff for specific purposes.

39. Table 22 shows qualifications of staff in South Australian universities, and Table 23 shows qualifications of staff in South Australian colleges of advanced education. Differences between the two sectors reflect differences in the criteria on which appointments are made. Since a doctorate is a research degree, it is predictable that a higher proportion of university staff will have this award, given the role of the research in universities. The number of female academic staff is less than one-sixth the number of males in universities and less than one-third in colleges of advanced education. The proportion of females declines with increasing status of the position. The Tables also show that the proportion of females with higher degrees in colleges of advanced education and with doctorates in universities is less than for males in almost every category of staff. An inference which may be drawn from this is that lack of higher qualifications is a factor retarding appointing of females to senior positions (see Chapter 7).

Space Accommodation and Facilities

40. In considering the future of certain institutions on which recommendations are made in Chapter 9, Part 1, the Committee found it necessary to obtain a detailed analysis of the space available in colleges of advanced education. This information is set out in Appendix B. We were unable to obtain similar information for universities or for the colleges of the Department of Further Education.

TABLE 24
PUBLIC EXPENDITURE ON EDUCATION IN SOUTH AUSTRALIA, 1976-77

<table>
<thead>
<tr>
<th>Education Type</th>
<th>$m</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Universities</td>
<td>59</td>
<td>11.9</td>
</tr>
<tr>
<td>Colleges of Advanced Education</td>
<td>41</td>
<td>8.3</td>
</tr>
<tr>
<td>TAFE</td>
<td>45</td>
<td>9.1</td>
</tr>
<tr>
<td>Other Education</td>
<td>349</td>
<td>70.7</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>494</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Source: South Australian Council for Educational Planning and Research.

41. Table 24 shows that public expenditure on all education in South Australia in 1976-77 was $494m., of which post-secondary education accounted for 29.3 per cent. These amounts include $162.5m. from Commonwealth sources. When Commonwealth income, and income generated from within government agencies is excluded, the proportion of total State government outlay devoted to all education is 38.2 per cent, and to post-secondary education 3.6 per cent.
chapter four
Academic Progress

1. The assessment of education systems is usually made in terms of the number of students and staff, institutional capacity, income, etc., rather than of results, because the products of education are generally not amenable to precise definition. However, despite the difficulties, it is important that attention should be directed to the evaluation of post-secondary education in terms of achievements. This would require precise statements of objectives and, where academic performance is concerned, criteria for assessing standards.

2. In this Chapter, we are concerned with the proportion of those students commencing courses who graduate and, of this number, the proportion who required more than the minimum number of years for completion. The education system is not, of course, a simple production line; the various benefits of higher education accruing to individuals and to the community cannot be expressed in quantitative terms, such as numbers of graduates. Nevertheless, an examination of the proportion of students graduating is useful in drawing attention to possible strengths and weaknesses in the education process: in the prior preparation of students, selection procedures, the quality of teaching, examination methods, or the rules which govern the progress of a student through his course. The proportion of students completing their courses in the prescribed time, or graduating at all, has implications for the expenditure of resources. For example, it has been calculated that substantial savings could follow modest improvements in present graduation rates. ¹

3. The information available to the Committee is insufficient to enable inferences to be made concerning causes resulting in high or low rates of progression. The results which are reported should be regarded merely as the starting-point for much more detailed study of their own education processes both by universities and colleges of advanced education.

4. The method employed for the analysis of academic progress is that used in The 1961 Study.² We asked institutions to provide statistical information regarding the students commencing undergraduate study in a particular year (see Appendix C). The two universities and the South Australian Institute of Technology were able to use that cohort of students commencing courses in

¹ See, for example C. Selby-Smith, "The Costs of Failures in Australian Universities and Colleges of Advanced Education," Australian University, 13, No. 2 (1977).

1971; this was an appropriate year since the longest possible minimum time for completion of a course is six years and the number of 1971 entrants still enrolled in 1977 was small. In the case of the University of Adelaide, some comparison of the progress of 1971 entrants is possible with those of ten years previously, as reported in The 1961 Study. With the exception of the South Australian Institute of Technology, the nature of statistical records in the colleges of advanced education was such that the earliest year on which student progress data could be based was 1973. Information was obtained separately for full-time and part-time students for the various courses. The categories of progress were "Students who Graduated—Minimum Time," "Students who Graduated—More than Minimum Time," "Students who Discontinued," and "Students Continuing."

5. Academic progress in TAFE is not included in this survey. The Department of Further Education has only very limited consolidated statistics on student performance, owing to the rapid developments of recent years, the variety of enrolment procedures used, and the diverse range of courses. The difficulty is recognised by the Committee but, as we observe later in this Chapter, it is important that procedures should be put into effect in the TAFE sector to enable student progress to be reviewed. It is understood that the Department is introducing new methods of processing enrolments which may facilitate this.

6. The main findings of the study are set out in the following Tables. Tables 1 and 2, covering full-time and part-time students respectively, show the number of students who commenced in the base year and the percentages in the various categories of progress. Table 3 shows similar information for full-time students by field of study. The number of students who have withdrawn may include a proportion who have temporarily deferred or interrupted their studies. Some institutions were able to report on the extent of re-enrolment; this information is summarised in Table 4.

7. Forty-four per cent of those who enrolled for full-time university courses in 1971 have graduated in the minimum time; another 15 per cent graduated after taking a year or more additional time. Thirty-six per cent discontinued studies, and 5 per cent were still continuing in 1977. The variation between fields of study is marked: the number of students completing in minimum time ranged from 68 per cent in medicine to 17 per cent in architecture at the University of Adelaide (See Table 3).

8. In colleges of advanced education, 55 per cent of full-time students graduated in the minimum time; an additional 12 per cent graduated subsequently. Despite the fact that the base year was 1973 (1971 in the case of the South Australian Institute of Technology), by 1977, 29 per cent had discontinued studies and only 4 per cent were still continuing (see Table 3).

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3 The number of additional years was obtained. However, in this Report, all those taking more than the prescribed time have been grouped together.

4 With respect to the low graduation rate of 17 per cent in architecture, the University of Adelaide stated its view that the downturn in the building industry caused some students to withdraw in order to take advantage of an immediate job opportunity in some facet of the profession or to withdraw rather than complete five years' study in a course which would not lead to suitable employment. Overall graduation from the 1969 intake was 67 per cent.
<table>
<thead>
<tr>
<th>Institution</th>
<th>Students Commencing</th>
<th>Students who Graduated</th>
<th>Students who Discontinued</th>
<th>Students Continuing ²</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Minimum Time</td>
<td>More Than Minimum Time</td>
<td></td>
<td>Per Cent</td>
</tr>
<tr>
<td>Universities—</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>University of Adelaide</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1961</td>
<td>880</td>
<td>32</td>
<td>28</td>
<td>34</td>
<td>5</td>
</tr>
<tr>
<td>1971</td>
<td>1 552</td>
<td>44</td>
<td>14</td>
<td>36</td>
<td>5</td>
</tr>
<tr>
<td>Flinders' University</td>
<td></td>
<td>43</td>
<td>11</td>
<td>42</td>
<td>4</td>
</tr>
<tr>
<td>1971</td>
<td>766</td>
<td>43</td>
<td>11</td>
<td>42</td>
<td>4</td>
</tr>
<tr>
<td>Colleges of Advanced Education—</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>S.A. Institute of Technology</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1971</td>
<td>505</td>
<td>28</td>
<td>26</td>
<td>43</td>
<td>3</td>
</tr>
<tr>
<td>Other Colleges</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1973</td>
<td>1 596</td>
<td>64</td>
<td>7</td>
<td>25</td>
<td>4</td>
</tr>
</tbody>
</table>

¹ For notes and definitions applicable to this Table, see Appendix C.
² For 1961 entrants, students continuing 7 years after commencing; for 1971 entrants, students continuing 6 years after; and for 1973 entrants, students continuing 4 years after.
⁴ Includes approximately 120 medical and dental students of the University of Adelaide who undertook first-year studies at Flinders University under an arrangement between the two institutions.

Source: Information for 1971 and 1973 collected by the Committee; information for the University of Adelaide for 1961 from The 1961 Study.
TABLE 2
GRADUATION RATES OF PART-TIME STUDENTS AT INSTITUTIONS IN HIGHER EDUCATION, SOUTH AUSTRALIA 1

<table>
<thead>
<tr>
<th>Institution</th>
<th>Total Students</th>
<th>Students who Graduated</th>
<th>Students who Discontinued</th>
<th>Students Continuing 3</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Minimum Time 2</td>
<td>More Than Minimum Time</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td>Number</td>
<td>Per Cent</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Universities</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>University of Adelaide</td>
<td></td>
<td>145</td>
<td>11 3 77 9 100</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1961</td>
<td></td>
<td>367</td>
<td>17 4 70 10 100</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Flinders University</td>
<td></td>
<td>98</td>
<td>19 5 57 18 100</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Colleges of Advanced Education</td>
<td></td>
<td>598</td>
<td>26 5 62 8 100</td>
<td></td>
<td></td>
</tr>
<tr>
<td>S.A. Institute of Technology</td>
<td></td>
<td>573</td>
<td>8 23 57 13 100</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other Colleges</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1973</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

1 For notes and definitions applicable to this Table, see Appendix C.

2 Students graduating in "Minimum Time" are those students who failed no subjects or one subject only in their course.

3 For 1961 entrants, students continuing 7 years after commencing; for 1971 entrants, students commencing 6 years after; and for 1973 entrants, students continuing 4 years after.

4 The 1961 Study, Table 39, p. 71.

5 Excludes Torrens College of Advanced Education for which records were not available. All part-time students at colleges other than the S.A. Institute of Technology were undertaking courses in teacher education. Few of those who commenced part-time in 1973 would have had sufficient time to graduate by 1977.

Source: Information for 1971 and 1973 collected by the Committee; information for the University of Adelaide for 1961 from The 1961 Study.
### TABLE 3
GRADUATION RATES OF FULL-TIME STUDENTS IN HIGHER EDUCATION, BY FIELD OF STUDY, SOUTH AUSTRALIA

<table>
<thead>
<tr>
<th>Field of Study</th>
<th>Universities</th>
<th>Colleges of Advanced Education</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Students Commencing in 1971</td>
<td>Students Graduating More than Minimum Time</td>
</tr>
<tr>
<td></td>
<td>Minimum Time</td>
<td>Per Cent</td>
</tr>
<tr>
<td>Agriculture</td>
<td>48</td>
<td>33</td>
</tr>
<tr>
<td>Architecture, Building</td>
<td>48</td>
<td>17</td>
</tr>
<tr>
<td>Art and Design</td>
<td>796</td>
<td>50</td>
</tr>
<tr>
<td>Arts 3</td>
<td>43</td>
<td>47</td>
</tr>
<tr>
<td>Dentistry</td>
<td>57</td>
<td>40</td>
</tr>
<tr>
<td>Economics, Commerce</td>
<td>150</td>
<td>45</td>
</tr>
<tr>
<td>Education</td>
<td>194</td>
<td>32</td>
</tr>
<tr>
<td>Engineering</td>
<td>125</td>
<td>44</td>
</tr>
<tr>
<td>Law</td>
<td>137</td>
<td>68</td>
</tr>
<tr>
<td>Medicine</td>
<td>763</td>
<td>40</td>
</tr>
<tr>
<td>Para-medical</td>
<td>110</td>
<td>47</td>
</tr>
<tr>
<td>Science 4</td>
<td>63</td>
<td>41</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>2318</td>
<td>44</td>
</tr>
</tbody>
</table>

1 For notes and definitions applicable to this Table, see Appendix C.
2 Includes the South Australian Institute of Technology, which had a reference date of 1971.
3 For universities, includes Fine Arts (27 students), Social and Behavioural Sciences (267) and Humanities (502); for colleges of advanced education, includes Liberal Studies (43).
4 Includes approximately 120 medical and dental students of the University of Adelaide who undertook first-year studies at Flinders University under an arrangement between the two institutions.

Source: Information collected by the Committee.
<table>
<thead>
<tr>
<th>Institution</th>
<th>Number</th>
<th>1975</th>
<th>1970 to 1974</th>
<th>1969 or earlier</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>University of Adelaide</td>
<td>385</td>
<td>53</td>
<td>35</td>
<td>12</td>
<td>100</td>
</tr>
<tr>
<td>Flinders University</td>
<td>79</td>
<td>51</td>
<td>42</td>
<td>7</td>
<td>100</td>
</tr>
<tr>
<td>South Australian Institute of Technology</td>
<td>123</td>
<td>46</td>
<td>43</td>
<td>11</td>
<td>100</td>
</tr>
<tr>
<td>Adelaide and Torrens CAE 2</td>
<td>207</td>
<td>23</td>
<td>33</td>
<td>45</td>
<td>100</td>
</tr>
</tbody>
</table>

1 Excludes students returning who graduated while previously enrolled. Includes both full-time and part-time students. For further notes and definitions applicable to this Table, see Appendix C.

2 Teacher Education students only.

Source: Information collected by the Committee.
9. Teacher education students comprise two-thirds of full-time college students in the sample; they had a minimum-time rate of 65 per cent. The average rate for all other college courses is substantially below that in universities. The lowest minimum-time rate is 17 per cent for economics and commerce; the lowest overall rate occurs in architecture and building, where 54 per cent had discontinued by 1977 (see Tables 1 and 3).

10. In the case of part-time students, the definition of "minimum time" is graduation with failure in no more than one subject in the course. As may be seen in Table 2, the progress of part-time students appears to be very poor. The rate of discontinuance was over 55 per cent in all institutions, and the number still continuing was less than 20 per cent.

11. In the case of the University of Adelaide, the graduation rates for the 1971 student intake may be compared with those recorded in The 1961 Study (see Tables 1 and 2). For full-time students, the minimum-time rate increased by 12 percentage points (from 32 to 44 per cent) and for part-time students by 6 percentage points (from 11 to 17 per cent). The proportion of full-time students who ultimately graduated, however, is similar in both studies—60 per cent for 1961 and 58 per cent for 1971.

12. Adequate interpretation of these results requires more information than was available to the Committee. Nevertheless, it is unlikely that the large variations between courses can be fully accounted for by differences in standards of selection, in teaching and examining methods, in the rules governing progress through courses, or in requirements for the different professions. There may be some legitimate variations in standards required of students for different academic disciplines or different professions.

13. It is not known to what extent students who discontinued a course subsequently re-enrol. The figures shown in Tables 1, 2 and 3 would over-state discontinuance by the extent to which students re-enrol with credit elsewhere, or re-enrol in their original course after 1977. The data in Table 4 show the number who re-enrolled in 1977 and the interval between re-entry and their previous enrolment. In both South Australian universities, just over one-half of these students had missed only one year, and only 12 per cent in the case of Adelaide and 7 per cent in the case of Flinders had a gap of eight years or more between enrolments. This suggests that re-enrolment at universities does not account for a significant part of the apparent loss; however, students who discontinue may be more likely to resume studies in a college of advanced education.

14. It is not known how many of the students who discontinued their studies did so because of failure; clearly there are many other considerations which may prompt withdrawals. Even those students who failed may nevertheless have benefited from their period of study. Unfortunately, there are no follow-up studies which permit development of an informed opinion on this issue. The fact remains that more than one-third of those students who commenced full-time studies failed to obtain a degree or diploma in their course and so would be unable to enter professional practice.

15. It is sometimes claimed that owing to unreliable admission methods a high failure rate is inevitable, particularly at the end of first year where most
discontinuance occurs. According to this view, the first-year examination is a continuation of the sifting which commenced during secondary school. On the face of it, however, the retaining of students for a full academic year is an expensive method of selection. If the concept of a probationary period has any validity, it could probably be limited to one term or semester, at the end of which tests and counselling would help identify those students likely to be academically at risk.

16. While information obtained in this study indicates that relatively few part-time students qualify for an award, it was not possible to examine separately the performance of mature-age students who comprise the majority of part-time enrolments. Many students enrol part-time with the intention of studying certain subjects rather than of completing a course. Owing to employment and domestic responsibilities, others may interrupt their studies for long periods or may be compelled to attempt only a limited study programme each year. Some institutions were able to provide information indicating that the success rate of part-time students entering for examination in individual subjects is similar to that of full-time students.

17. In presenting the results, we have drawn attention to the highest and lowest graduation rates. Comparisons tend to imply that the higher rates are more satisfactory, but this is not necessarily the case. The determination of a satisfactory level of progress should be made independently of analysis of results and, as we have pointed out, there may be good reasons for variations between courses. In medicine, for example, students are selected on matriculation performance from among the top 4 per cent.

18. A necessary part of the evaluation which we have suggested that institutions should make of academic performance would be to estimate what, in fact, constitutes satisfactory pass levels in various subject and graduation rates for courses. This would require that account should be taken of admission levels and of failure or discontinuance due to non-academic factors such as illness and accidents.

19. Studies of academic progress should be made within fields of study and should include information which will enable interpretations to be made: for example, whether withdrawal was associated with failure, and details of entry method and matriculation performance; it would also be useful to be able to trace the students' education and employment after leaving the institution.

20. In later chapters, we make a number of suggestions and recommendations bearing on the academic performance of students. These concern selection, services for improving teaching and learning, information and counselling services, transfer of credit, recurrent education, and part-time study.

21. It is equally important that information should be available concerning the performance and progress of students in TAFE. Owing to the nature and structure of TAFE courses, the criteria, classifications, and methods of analysis are likely to differ from those for higher education. Nevertheless, these analyses are desirable in that they provide valuable information for evaluating education procedures. This would provide a form of accountability in TAFE where standards are not so open to external checks as those in the higher education system.
22. We RECOMMEND that all universities, colleges of advanced education and the Department of Further Education should make studies of the academic performance and progress of their students.
Adult Education

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chapter five
Adult Education

1. Although for many years the term "adult education" has been used and understood in South Australia to describe an area of post-secondary education, it can only be defined in broad terms. Unlike the more conventional sectors of education, adult education rarely leads to awards and does not work within predetermined frameworks of time, content, knowledge or skill development. Its courses are conducted in a variety of locations and are designed for the needs of a student body which is beyond the age of compulsory education. Adult education is usually non-vocational in intent and is generally undertaken part-time by mature, self-motivated students. Also, in contrast to other sections of post-secondary education, adult education programmes nearly always require students to pay fees. It is common to find that both government and voluntary agencies share in provision of adult education. In South Australia, although other bodies also contribute, the main providers of adult education are the Department of Further Education, the Workers' Educational Association (W.E.A.) and the Department of Continuing Education at the University of Adelaide.

2. Unlike the other States, the major provider of adult education in South Australia is a government agency, the Department of Further Education, which contributes about three-quarters of the services. Of the voluntary agencies, the chief provider is the Workers' Educational Association. The Committee sees advantages in the continuation of both government and voluntary provision and, as explained later in this Chapter, has concluded that there are benefits to be obtained from greater public support to the voluntary sector so that its proportionate contribution to the total adult education effort can be increased.

3. This Chapter describes the provisions for adult education in South Australia, outlines the sources and difficulties of funding, and proposes policies for the future. The source for much of the descriptive material was a study commissioned by the Committee. ¹

PRESENT PROVISION FOR ADULT EDUCATION

4. In this section, we refer to the activities of the following organisations:
   Department of Further Education;
   Workers' Educational Association;
   Department of Continuing Education, University of Adelaide;

¹ B. Saunders, "Adult Education in South Australia" (Report to the Committee, July 1977).
Colleges of Advanced Education; 
Young Women's Christian Association and Young Men's Christian Association; 
Education Department.

5. In addition to these, State Government departments such as the Departments of Agriculture and Fisheries, Health, Tourism, Recreation and Sport, and Community Welfare are active sources of educational provision for adults. Other sources of informal education for the whole community are the variety of municipal libraries and the South Australian State Library (including its Country Lending Service), the South Australian Museum of Natural History and the many municipal and private museums, the Art Gallery of South Australia and private art galleries, and the numerous theatre and music groups, some of which are entirely self-supporting, while others receive varying degrees of state subsidy. The mass media, especially radio and television, make a significant contribution to all levels of education.

6. The programmes provided by the Department of Further Education originated in the activities of its predecessor, the Technical Education Division of the Education Department. This Division had a tradition of offering adult education courses and, when it became the Department of Further Education, it continued and expanded this function. These courses are provided in what is known as Stream 6 or General Enrichment studies. A network of institutions throughout the State provides the administrative and institutional basis for programmes developed by the Department's colleges. The Department has delegated to college principals the task of interpreting local demand for its Stream 6 courses in the light of available resources. Teaching staff are required to ascertain, and attempt to satisfy, community needs. This role demands a degree of entrepreneurial skill, since, apart from the number of enrolments, there are no agreed criteria for judging the effectiveness of the educational programme. Most Stream 6 programmes are provided by the schools of general studies within colleges, although the technical studies schools are gradually opening their facilities for the use of adults interested in acquiring new skills. Enrolment in Stream 6 courses has risen from 27,986 in 1973 to 46,605 in 1977 (see Chapter 3, Table 2).

7. The Department also offers programmes of general education for adults (Stream 5). Stream 5 programmes are mainly for students wishing to catch up on studies which are normally taken at secondary school. They provide for Preparatory (formerly secondary school "Leaving") and Matriculation courses, as well as for various other "bridging courses." They also offer special classes for educationally disadvantaged adults and English for migrants. Stream 5 enrolments increased by almost 50 per cent between 1976 and 1977 (see Table 1).

8. Apart from the special arrangements to conduct some programmes in non-institutional surroundings, the Department must use whatever premises are available and easily accessible to students. This poses a special problem in country areas; extensive use is made of Education Department schools.

9. The Department's policy of employing a high proportion of part-time staff
for Stream 6 programmes contributes greatly to its flexibility. This approach makes it easier to adjust to the level of course activity when there are changes in demand or the availability of funds. It also provides the opportunity for a diverse group of people to share their skills and interests with others in the community.

10. Since its inception in 1913, the prime object of the Workers' Educational Association has been to engage in non-partisan adult education, “especially the higher education of men and women.” In its submission to the Committee, the W.E.A. emphasised that although it is “a voluntary, independent, non-profit, adult education organisation,” it is not an amateur body; it has full-time, paid professional staff and employs experienced and highly qualified tutors on a paid sessional basis (pp. 3 and 4).

11. The Association is governed by a large, voluntary council of delegates from each of its classes and clubs, a diversity of affiliated organisations, and representatives of tutors; it is managed by a smaller Executive Committee. The W.E.A. sees this form of governance as a valuable means of access to a wide variety of skills and experience and believes that:

This unique type of voluntarism, and in particular the W.E.A's fundamental principle of community control through self-government, has many advantages both to the adult participating in its wide range of activities and to the community within which it works. Student governance is a protection against the Association's becoming a bureaucratic, paternalistic body. It provides an avenue for adults to participate in the administration of adult education—its own educational benefit—while providing experience in the practice of grassroots democracy (p. 4).

12. The W.E.A. offers a large number of courses in many fields. Topics vary from current affairs and social issues to personal development and family relationships, and include the teaching of skills and crafts. Some correspondence courses and residential schools are conducted. Most courses are directed toward leisure interests and might be classified as TAFE Stream 6, but some are

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TABLE 1
INDIVIDUAL ENROLMENTS IN STREAM 5 IN THE DEPARTMENT OF FURTHER EDUCATION, SOUTH AUSTRALIA

<table>
<thead>
<tr>
<th>Course</th>
<th>1976</th>
<th>1977</th>
<th>Increase</th>
</tr>
</thead>
<tbody>
<tr>
<td>Per Cent</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Preparatory</td>
<td>2,849</td>
<td>3,324</td>
<td>16.7</td>
</tr>
<tr>
<td>Matriculation</td>
<td>5,652</td>
<td>5,094</td>
<td>-9.9</td>
</tr>
<tr>
<td>Secondary Classes</td>
<td>1,062</td>
<td>1,229</td>
<td>15.7</td>
</tr>
<tr>
<td>Migrants</td>
<td>3,482</td>
<td>5,765</td>
<td>65.6</td>
</tr>
<tr>
<td>Special Classes</td>
<td>3,421</td>
<td>9,130</td>
<td>166.9</td>
</tr>
<tr>
<td>TOTAL</td>
<td>16,466</td>
<td>24,542</td>
<td>49.1</td>
</tr>
</tbody>
</table>

1 These include link courses between school and work and special courses for the unemployed.

Source: Research Branch, Department of Further Education.
comparable with the vocational streams in TAFE. The W.E.A. receives a comparatively small grant from the State Government and must otherwise recover its costs from fees charged.

13. The W.E.A. offers courses at its Centre in Adelaide, in the universities, in some colleges of advanced education and in several schools. It does not extend its activities beyond the metropolitan area, except by correspondence. The growth of enrolments in its courses is shown in Table 2.

14. For many years, the University of Adelaide has provided professional extension classes and non-award tutorials in the liberal arts. In 1957 a Department of Adult Education was established to provide administrative back-up for these activities and to extend the University's service to adult citizens; in 1978 its name was changed to the Department of Continuing Education. In its submission to the Committee, the Department states its guiding principles as:

(a) The safe-guarding of standards of scholarship and the encouragement of a spirit of objectivity and disinterested inquiry in our courses and publications;
(b) A willingness to discover new needs for education, and to experiment imaginatively in meeting them;
(c) The promotion of education in community leadership;
(d) Assistance to voluntary organisations in providing their own educational programmes;
(e) Co-operation with the other adult education and community agencies in joint educational activities;
(f) The study of adult education as a field of knowledge;
(g) Providing refresher and up-dating courses for professional and occupational groups;
(h) Preparing the already well-educated for new roles in society;
(i) Experimentation in educational methods.

| TABLE 2 |
| ENROLMENTS IN WORKERS' EDUCATIONAL ASSOCIATION COURSES, SOUTH AUSTRALIA |

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>General Classes</td>
<td>6 867</td>
<td>11 132</td>
<td>14 690</td>
<td>15 125</td>
</tr>
<tr>
<td>Postal Classes</td>
<td>1 872</td>
<td>1 605</td>
<td>1 605</td>
<td>1 905</td>
</tr>
<tr>
<td>Residential Schools</td>
<td>210</td>
<td>163</td>
<td>220</td>
<td>200</td>
</tr>
<tr>
<td>Student Clubs</td>
<td>900</td>
<td>1 600</td>
<td>2 500</td>
<td>950 1</td>
</tr>
<tr>
<td>Total</td>
<td>9 849</td>
<td>14 500</td>
<td>19 015</td>
<td>18 180 1</td>
</tr>
</tbody>
</table>

1 Earlier years include enrolments in Adelaide Cinema.

Source: For years 1974-1976, I.B. Saunders, Adult Education in South Australia; for 1977, figures supplied by Workers' Educational Association.

15. The Board of Adult Education includes appointed members representing university staff, the Department of Further Education, the Country Women's Association, the Workers' Educational Association, the Post-Graduate Students' Association and the community.
16. The Department's income is from the University and fees paid by students. The recommendation by the Universities Commission in its report for the 1976-78 triennium, that a figure equivalent to 1 per cent of university recurrent expenditure should be provided for continuing education, was not implemented and the future funding level of the Department remains uncertain. Proposals to the Universities Commission for an income related to enrolments have not been accepted.

17. The Department points out that having "close access to the intellectual resources and traditions of the University" it is an appropriate agency to provide seminars, schools and conferences of a high intellectual standard, to offer recurrent education to professional and occupational groups, to pursue a publication programme, and to undertake research into adult education. Extension courses directed to the general public include numerous language and natural history classes, introductory courses to several disciplines, literature and arts appreciation, and some courses of personal and social interest, such as preparation for retirement.

18. Most of the Department's courses are offered at the University, although it is able to broadcast some courses to the metropolitan and near country areas through its radio station 5UV. Its schools and seminars include the annual Spring School, held in a different rural area each year, and numerous other residential schools conducted in appropriate off-campus accommodation. Enrolments for the years 1974-77, including enrolments for Radio 5UV programmes, are shown in Table 3.

TABLE 3  
ENROLMENTS IN THE DEPARTMENT OF CONTINUING EDUCATION, SOUTH AUSTRALIA

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Radio 5UV</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>General Courses</td>
<td>1 451</td>
<td>1 209</td>
<td>940</td>
<td>710</td>
</tr>
<tr>
<td>Extension Courses</td>
<td>576</td>
<td>476</td>
<td>1 065</td>
<td>854</td>
</tr>
<tr>
<td>Cassette Correspondence</td>
<td>60</td>
<td>258</td>
<td>122</td>
<td>113</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Other</th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Courses for the Public</td>
<td>1 138</td>
<td>1 052</td>
<td>1 067</td>
<td>1 178</td>
</tr>
<tr>
<td>Extension Courses</td>
<td>617</td>
<td>352</td>
<td>308</td>
<td>618</td>
</tr>
<tr>
<td>Discussion Courses</td>
<td>161</td>
<td>141</td>
<td>94</td>
<td>155</td>
</tr>
<tr>
<td>Schools and Seminars</td>
<td>1 900</td>
<td>1 455</td>
<td>1 241</td>
<td>1 725</td>
</tr>
</tbody>
</table>

Source: Annual reports of the Department of Continuing Education for years 1974 to 1976; 1977 figures supplied by the Department.

19. The role of colleges of advanced education in adult education has been restricted to programmes of continuing education related to the professional expertise of college staff. The Fourth Report 1976-1978 of the Commission on Advanced Education stated that—

In previous Reports we have drawn attention to our belief that colleges [of advanced education] have an important role to play in

4Department of Adult Education, University of Adelaide, "Submission to the Committee Inquiring into Post-Secondary Education" (1977), p. 2.
continuing education, refresher courses and retraining . . . we are recommending that a sum be allocated to the States for the purpose of stimulating the provision of programmes which meet community demand but which do not lead to a formal qualification . . . We see these programmes as covering the range of continuing education type activities and the provisions of funds recommended is on the assumption that colleges will charge fees. 5

Although this Report was not accepted, the Commission subsequently stated that colleges of advanced education should be permitted to allocate up to one-half of 1 per cent of recurrent funds to offset any general administrative costs not fully recovered, by charging fees for continuing education programmes. 6 Such programmes should be consistent with the general expertise of the college and should not duplicate offerings from other institutions.

20. The colleges of advanced education are active to differing degrees in the provision of continuing education. Roseworthy Agricultural College has the most extensive programme; this is in keeping with its long standing role of service to the whole agricultural community in South Australia. It offers schools and conferences to disseminate new information on research and development in agricultural practice and to provide courses appropriate to the changing needs of farmers. The residential facilities of the College are of great advantage in catering for an enrolment from widely dispersed rural areas.

21. Other colleges provide continuing education courses at both advanced education and TAFE levels or act as host to other providers of adult education; some colleges have appointed community recreation officers to promote links with their immediate communities.

22. In its submission, the South Australian Board of Advanced Education supported the use of college of advanced education expertise and facilities for courses where there is a community need not catered for by the W.E.A., the DFE or other groups. These were to be courses at sub-tertiary level providing a bridge to academic offerings at colleges and to certain non-accredited offerings at tertiary level, for example in-service training and continuing education courses. The Committee agrees that these are proper uses of the resources of colleges of advanced education for adult education. Colleges should also be encouraged to make their facilities available to other adult education agencies to the fullest extent possible. The question of the entry of colleges of advanced education into other adult education activities should be a subject of enquiry by the Tertiary Education Authority of South Australia.

23. Both the Young Men's Christian Association and the Young Women's Christian Association conduct small adult education programmes as an adjunct to their other activities. In extending their adult education courses to centres outside the city, they have complemented each other's effort; the Y.W.C.A. has

extended to southern districts, and the Y.M.C.A. has developed a small centre at Modbury in the north eastern districts.

24. The Young Women's Christian Association's self-supporting programme of adult education aims to arouse community awareness through participation, to develop potential leadership (particularly among women), and to provide courses enabling people to cope with changing personal and social conditions. One of the aims is to assist women isolated in their households to "re-enter the community." A Board of Directors determines policy administered by the Executive Director, who is responsible for all Y.W.C.A. activities, including the adult education programme. In 1976, 72 classes were conducted for a total enrolment of 1,090; included were courses for personal development, self-expansion and the acquisition of skills, some of which may be vocational.

25. The adult education programme of the Young Men's Christian Association aims—

   to give people the opportunity to learn to use their leisure time constructively and creatively by providing a wider range of educational, social, hobby and physical courses that cater for individual talents, skills, interests and needs.  

The Association's programmes are offered in Adelaide and Modbury. Both centres are overseen by an Executive Director, supported by a small administrative staff; a Board of Directors determines policy. The courses are self-supporting and receive no government grants. They are directed towards personal enrichment through arts and crafts, conversational language, or sports courses, but car and motor bike maintenance, grooming and deportment are included in the programmes. The Y.M.C.A. Centre in the city had a total enrolment in 1976 of 1,626, while Modbury had enrolled 192 students from its opening in May 1976 to the end of that year.

26. Close co-operation between schools and the adults in their communities has been characteristic of the Education Department for some years. This co-operation was facilitated by the view set out in the Schools Commission Report for the Triennium 1976-78 and by its practical expression in the subsequent funding of Special Projects. As the Report emphasised that adult participation should be complementary to the schools' primary educational function, applications for funding through Special Projects are considered eligible only where the proposal will encourage greater parent and community involvement in the school's activities.

27. The kinds of programmes offered depend on the circumstances of the community. In isolated or deprived communities, the aim is to develop adult literacy or to raise the level of intellectual awareness; in other places, the intention is to make a more rational use of facilities and skills already present in the community. Two different examples of this are the Morialta and the Marion high schools.

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7 Quoted in Saunders, p. 90.
28. Morialta High School conducts a mixed adult education programme comprising courses presented by the Department of Further Education, the W.E.A., and by the school itself. This is the first time that the W.E.A. and the Department have operated in one institution. The school administers the programme through a community co-ordinator.

29. Marion High School is situated in an area which, unlike the growing suburb of Morialta, is being depleted of its school-age population by increased industrialisation in the district and by the ageing of those families that remain. The school has sought to serve the community by establishing community clubs in which students and adults find common ground by studying together. The aim is to offer a low-cost programme with open access. The school and the Education Department fund an activities co-ordinator; a community activities co-ordinator is funded by the Department for Community Welfare.

PRESENT FUNDING OF ADULT EDUCATION

30. The South Australian Government has supported adult education through the Department of Further Education and through grants to the Workers' Educational Association. Although the government grant has increased by a factor of six within 20 years, its proportion to total income has dropped from 50 per cent to just under 10 per cent (see Table 4).

<table>
<thead>
<tr>
<th>Year</th>
<th>Government Grants</th>
<th>Other Income</th>
<th>Total</th>
<th>Government Grants as a Proportion of All Income</th>
</tr>
</thead>
<tbody>
<tr>
<td>1958</td>
<td>5 000</td>
<td>4 951</td>
<td>9 951</td>
<td>$50.3</td>
</tr>
<tr>
<td>1969</td>
<td>5 000</td>
<td>72 000</td>
<td>77 000</td>
<td>10.0</td>
</tr>
<tr>
<td>1974</td>
<td>17 000</td>
<td>136 991</td>
<td>153 991</td>
<td>11.0</td>
</tr>
<tr>
<td>1977</td>
<td>30 000</td>
<td>276 000</td>
<td>306 000</td>
<td>9.8</td>
</tr>
</tbody>
</table>


Since 1976, the Commonwealth Government has made available a grant of about $20 000 per annum through the Technical and Further Education Council. Commonwealth funds are restricted to voluntary agencies and then only for programmes directed toward disadvantaged groups. The Technical and Further Education Commission (now Council) has stated in its reports that it wishes to provide support for voluntary bodies but at a level that would not interfere with their informality and spontaneity.

PLURALITY OF PROVISION

31. The Committee supports the idea of a plurality of provision of adult education. In most States, there is a large number of voluntary providers operating independently or within loose confederations like the Victorian Council for Adult Education. Education in general has benefited from the innovations
originating from voluntary adult education bodies. They have among their students people who have not responded to programmes of state-run agencies, and they have developed unusual programme delivery arrangements. Although in South Australia the Department of Further Education has successfully pioneered some new approaches, a voluntary agency has advantages for innovating since it is unencumbered by the accountability requirements of public service organisations. The most important argument for a plurality of provision for adult education is that voluntary agencies, being not directly responsible to government, are able to take an independent view of issues in ways which may not always be possible for a state agency.

32. The demand for adult education in this State has so far been unsatisfied and it seems likely to remain so in the near future. For the Department of Further Education to meet this demand under present financial circumstances, it would be necessary for the provision of vocational studies to be curtailed; this would be undesirable. If the demand is to be met, therefore, a significantly increased contribution must come from the voluntary sector. Overall, there would probably be some cost advantages to the State in this, since overheads are lower for these organisations, partly because they frequently receive some voluntary help and partly because they often have the rent-free use of State Government buildings. It would be necessary to supplement fee increases with grants toward administrative costs and further rent-free use of government-owned accommodation. The Tertiary Education Authority of South Australia may need to discuss with the Tertiary Education Commission the matter of rent-free access to accommodation in Commonwealth funded higher education institutions.

33. The Department of Further Education has informed the Committee of its intention to limit each student to three or four years in one class, after which he would be expected to join an affiliated club or group for which facilities (but no instruction) would be made available. Such encouragement to voluntary groups should be extended to groups or clubs wishing to provide their own instructors or group leaders from the outset.

ACCESS AND FUTURE FUNDING

34. The Committee reviewed a number of submissions which argued that adult education is the only form of learning suited to some groups and individuals. These stated that, for those who failed at secondary school, non-institutionalised adult education is the only medium through which they can be brought back to organised learning. Others find the style of adult education preferable to institution-based programmes. We could find no systematic evidence to support these assertions; however, an informal survey did support the proposition that there is a significant number of adults whose motivation to learn is stimulated by programmes in the voluntary sector. The number who attend is, however, limited by problems of access due to fee levels, course locations and timetables. Among those who do attend, there is a large group who are able to pay fees commensurate with cost and who are sufficiently mobile to attend the course of their choice without undue difficulty. Many of these have already completed courses in higher education. We believe that funding arrangements for adult education should take such factors into account.
35. There does not seem to be any reason why those who can afford it should not pay fees commensurate with the cost of the course concerned. As the major provider, the DFE indirectly determines the fees, because voluntary agencies, in order to remain competitive, tend to follow the levels adopted by the Department. If the Department’s fees are below cost, this may be restrictive to voluntary agencies dependent almost solely on fee receipts for their income. In general, we believe that course fees should approximate course costs. We are aware that DFE fees were substantially increased in 1978 and this has caused some levelling off in Stream 6 enrolments. As sudden steep increases in fees would no doubt bring a reaction in attendances, we favour a gradual move towards the goal suggested above.

36. The Department has informed us that Stream 6 fee income is less than one-half the amount it spends for that Stream’s hourly paid instructors. A substantial proportion of this difference between fee income and expenditure can be accounted for by the Government’s policy of waiving fees for the unemployed, Aboriginal persons, and pensioners, and by the high cost of providing services in the country. We support the Government’s exemption policy but would like it to be feasible for voluntary agencies to provide similar fee exemptions. Furthermore, consistent with our views about the advantages that a large voluntary adult education sector can offer, we would like to see the agencies expand those programmes directed towards disadvantaged groups throughout the State.

37. The Committee has no evidence to suggest that the Government’s total provision for adult education as a proportion of its education expenditure is inadequate. Like most aspects of this area of education, there is a lack of data to prove or disprove assertions from those in the field or to make informed decisions concerning the distribution of funds between adult education and other TAFE streams. We would certainly not be able to support any suggestion that funds for adult education should be increased at the cost of a reduction in funds for vocational programmes. However, we see some merit in the gradual shifting of some activity from the DFE to the voluntary agencies, especially of courses for those persons with the learning needs and problems mentioned in other parts of this Report (see especially Chapter 7).

**CO-ORDINATION**

38. At present, there is no body in this State with responsibility for the co-ordination of adult education. An Adult Education Consultative Committee was established in 1971 and includes representatives from the Workers’ Educational Association, the Department of Continuing Education of the University of Adelaide, and the Department of Further Education. However, this body has no authority, nor can it act without agreed instructions from its constituent bodies. It meets infrequently and barely fulfils its charter of consultation. The only other joint committee is the Adult Education Grants Committee established in 1977 for the purpose of recommending allocation of the grant provided for non-government agencies through the Technical and Further Education Council.

39. Although on some matters there are a number of joint arrangements between providers, particularly between the Education Department, the
Department of Further Education and the Workers' Educational Association, there are uncertainties on a number of other important matters. Some providers are unclear about their roles in relation to others. There is concern about duplication of effort, use of facilities and unnecessary dissipation of resources. We are convinced that regular consultation and collective agreement on matters such as fee levels, support to voluntary agencies, use of the facilities of educational institutions, and programme priorities would benefit both the providers and their clients.

40. The Tertiary Education Authority of South Australia is the appropriate body to sponsor arrangements for co-ordination by the establishment of a standing committee or other body to advise the Authority on such matters as the level and nature of support to voluntary agencies, forms of co-operation between providers, fees policy, allocation of the Commonwealth adult education grant, and balanced development of adult education provision. With advice from such a body, the Authority could promote co-operation and consultation between all providers; this could lead to less duplication of effort, a wider availability of programmes, and the optimum use of present resources. It could be a primary source of advice to the Minister of Education on the amount and distribution of funds to voluntary bodies and to the Commonwealth Government on the allocation of its grant. Adult education would also benefit from surveys into the nature of its student body, both existing and potential; such research might be facilitated by the Authority.

RECOMMENDATIONS

41. The Committee's RECOMMENDATIONS are set out below.

(a) The government should give consideration to increasing its financial support to voluntary agencies providing adult education.

(b) The Tertiary Education Authority of South Australia should consider the establishment of a standing committee or other appropriate body to co-ordinate the provision of adult education in South Australia.
Some Professional Areas

- AGRICULTURE AND HORTICULTURE
- CHILDHOOD SERVICES
- HEALTH SERVICES
- THE ARTS
Some Professional Areas

1. Concern was expressed to the Committee during the course of its enquiries on the nature, level and location of courses in some areas of professional education and training. In a number of instances, the submissions on particular professional areas stated problems arising from overlaps between sectors and inadequate definition of responsibility. The Committee did not undertake a detailed analysis of each area as it would have been inappropriate to set out detailed prescriptions on the nature and level of courses. The coordinating authority, in collaboration with educational institutions, will be able to raise these as needs change.

2. In Chapters 9 and 10 of the Report, the Committee sets out its recommendations on the future structure of tertiary education and on the roles envisaged for the various institutions. By way of illustration here, we briefly discuss three areas in which we consider the difficulties described in submissions to the Committee can be resolved under the arrangements proposed in this Report: those areas are horticulture and agriculture, childhood services, and health services.

3. Appropriate courses of training for the arts are of special interest to the community and to the South Australian Government. In almost every tertiary institution there are studies and activities in the arts; these vary from the training of gifted performers, to enriching the understanding of the public. The special needs of the area are such that the procedures and structures which have been developed for other subject areas are not always suitable. We received a number of submissions arguing for radical restructuring of arts education. For these reasons, the major part of this Chapter is devoted to a discussion of the arts in post-secondary education.

**AGRICULTURE AND HORTICULTURE**

4. Some of the points made in submissions on agriculture and horticulture dealt with the problems of distance which limit access of country people to post-secondary education; this problem is discussed in Chapters 7 and 9. The point was made that the introduction of new technologies often necessitates expert instruction and that the daily and seasonal cycle of farmers' work requires special time-tabling of courses in technical education. The question of the appropriate technical education for young people who will become farmers was raised a number of times, and there was one proposal for a form of apprenticeship training. Finally, a number of submissions drew attention to the need for
strengthening courses in horticulture, including recreational horticulture. This was the only instance where a case was put to the Committee for the introduction of major new courses.

5. Unresolved boundary issues in agricultural and horticultural education are discussed in Chapter 9, where we propose that consideration should be given to appointing a committee to advise on the provision and funding of courses in agricultural education. The advisory committee should be concerned with agricultural education, defined broadly to include horticulture, as there are deficiencies in provision in this area. In view of public and government concern for recreational amenities and the environment in South Australia, we would expect this to receive early attention from the Tertiary Education Authority of South Australia and the proposed advisory committee.

CHILDHOOD SERVICES

6. The concepts of child-care services and their comprehensive provision have developed markedly in the past decade. In addition to professional, medical, social, psychological and other specialist services that are used intermittently or on referral, there are extensive provisions made for the care and development of children in groups.

7. The preparation of personnel for work in day-care and for early childhood teaching—which is normally regarded as encompassing the 0-8 age range—is of particular concern. Training for this is provided by both the further education and advanced education sectors. The Tertiary Education Authority of South Australia should be in a position to co-ordinate the work of the sectors and institutions so that problems referred to in submissions to the Committee may be alleviated. For example, we think it likely that the training of personnel for day-care will remain with the Department of Further Education. Its courses appear at present to be meeting requirements for training of this kind, although some expansion of external studies may be needed to assist country people in acquiring qualifications.

8. There has been some discussion of the possibility that an associate diploma course in child-care might be introduced by either the Department of Further Education or by the amalgamated Kingston and Murray Park colleges of advanced education. We think it unlikely that an associate diploma course will be needed. The Tertiary Education Authority of South Australia may wish to encourage collaboration between the Department of Further Education and the proposed de Lissa School to facilitate the progression of qualified day-care workers to diploma-level studies. As in other fields of teacher education, some care will be necessary to ensure that the numbers of graduates in early childhood education (and their qualifications) do not exceed community requirements. The proposed de Lissa School of Early Childhood Education should be capable of meeting needs for advanced and specialist studies as they arise.

HEALTH SERVICES

9. Training for the health services is the largest area of professional preparation in post-secondary education after education for school teaching. It
encompasses more than fifty courses offered by institutions in the three sectors, as well as hospital-based nursing courses. Submissions to the Committee indicated that the roles and functions of many health personnel are changing and that there are frequent proposals for changes to the level, content and duration of training programmes. Enquiries into training for nursing have been initiated at federal level, and this may result in significant change.

10. The Committee believes that the Tertiary Education Authority of South Australia should be able to co-ordinate developments in this area, particularly in view of the establishment of the Health Commission which will provide a valuable source of advice on training needs. Close liaison between educational and health agencies is of great importance not only in defining the competencies needed by health personnel but in developing new approaches to health care.

THE ARTS

11. The visual and performing arts—music, dance, drama, crafts and the visual arts—are a significant part of South Australian life. Most post-secondary institutions maintain facilities for teaching one or more forms of art to potential performers, although in some cases these are directed particularly to the preparation of teachers. These resources play an important role in the general education of students in addition to being used by those engaged in specific courses of visual or performing arts. They serve as centres for the performance of music and drama, and for the exhibition of other art forms to a wide range of groups within the community. Further, they provide opportunities by which the general public can develop and extend their knowledge and appreciation; further opportunities for participation are offered particularly through the courses conducted by the Department of Further Education. The government has given encouragement and financial support to the establishment of performing and visual arts companies in adequate premises and to extending the availability of these resources to all parts of the State. For these reasons, the Committee has given consideration to some of the major problems in the area of education for the arts.

12. The Committee received a large number of submissions dealing with various aspects of this complex area. It also had access to the report of a working party of the Board of Advanced Education and a number of other reports, including a joint study of the Schools Commission and the Australian Council of the Arts and a report of the Western Australian Post-Secondary Education Commission. 2

13. Members of the Committee were able to discuss issues raised in these reports with persons in arts administration and in the teaching institutions. The Committee commissioned a special study to review the current provision of arts

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1 As there is at present a Film Training Committee investigating the short- and long-term needs for training for film and television writing, directing, film-making and teaching, the Committee has not concerned itself with these aspects of the arts.

teaching in South Australia, with special attention to the needs of professional artists and teachers, and to review support services to professionals; it also dealt with the role of the arts in the general education of students and the role of educational institutions in the community.  

14. We found that in considering post-secondary education for the performing and visual arts, our informants tended to distinguish five groups of students. These groups are not necessarily mutually exclusive:

(a) a small group of the highly talented (no more than about a dozen in each year in each of the various arts); of these, some will become outstanding performers in their fields;

(b) a larger group of talented individuals (about one hundred in each year) from whom will come those who engage in public performance or exhibition;

(c) those who will teach one or more of the arts at some level of education (estimated at approximately 1,000 in training);

(d) members of the community who wish to participate in theatre or other arts;

(e) spectators who wish to increase their understanding and appreciation of art.

Provision for the teaching of the Visual and Performing Arts

15. The University of Adelaide School of Music provides studies in practical and academic music. It offers a degree in music, with specialisation available in performance, musicology, music education and composition. Post-graduate studies lead to a Ph.D. (for research) and a D.Mus. (usually for composition). Drama is offered at the University of Adelaide as a single unit at first-year level for either the B.A. or the B.Mus.

16. No practical study of music is available at the Flinders University. However, the musicology units of the University may be taken as a major sequence in the B.A., and a number of topic options are available to honours students. The drama course of the Flinders University was first given as an academic study; but in response to student demand, the Drama Centre was established (in 1972) to give practical training in courses in “theatre, film, television and radio; in direction, management, stage management and other related activities.” Ordinary, honours and masters degrees are available in drama. The University offers a Visual Arts Major Sequence in the B.A., and higher degrees are available by thesis. A joint degree of M.A. has recently been approved; this combines studio practice under the supervision of the South Australian School of Art (within Torrens College) and dissertation under the supervision of the Flinders University.

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4 The Flinders University of South Australia, Calendar 1977, p.100.
17. Those colleges of advanced education with teacher education programmes have units or sequences of courses in music, performing or visual arts, which can be incorporated in the degrees or diplomas in teaching awarded. The Institute of Technology offers electives in drama, music, creativity, design and invention as part of the General Studies programmes of its degrees and diplomas. The Institute also offers a course leading to a Graduate Diploma in Arts Administration. The Murray Park College has a Graduate Diploma in Arts (Music) intended for performer-teachers.

18. Torrens College has a major commitment to arts education. The South Australian School of Art, within Torrens, offers degrees in Fine Art, diplomas in Design, and associate diplomas in Art, Crafts and Design. Other courses within the College include B.A. Performing Arts (Music), and a Graduate Diploma in Teaching—Secondary (Art). These courses are additional to those provided by Torrens for teachers of art in primary and secondary schools.

19. The merging of the School of Art with Torrens College of Advanced Education has not been without its problems. The Committee received submissions requesting that the School revert to its independent status. Some staff members believe that they now do not have sufficient administrative and policy freedom to achieve the distinctive purposes of art education. When the decision to associate the two institutions was taken in 1973, an intention was that the School of Art should retain a degree of independence in its specialist activities. Part of the difficulty results from the expansion of the College: there were two schools at the time of the merger but there are now five.

20. The Committee is convinced that there are mutual advantages from the association of Torrens and the School of Art. The new specially designed premises, built for the School of Art at the main Torrens site, are about to be occupied. They will enable the School to develop its activities in a manner which has not been possible on the present site. The School of Art should retain a distinct organisational identity within the College, with sufficient autonomy to ensure control over the special requirements of art education. This may involve strengthening the powers of the School of Art faculty committee so that it can make decisions on academic matters within very broad College Council guidelines.

21. A course of the Torrens College which is of concern to the Committee is that in Performing Arts (Opera). As proposed, it does not appear to be appropriate to the needs of talented and highly talented students (see paragraph 14); we note that it has not yet been approved by the Advanced Education Council of the Tertiary Education Commission. The decision as to whether there should be any such course in a college of advanced education should be a matter for consideration by a working party of the Tertiary Education Authority of South Australia (see paragraph 37). The Committee considers that until a decision is reached, Torrens College should not offer courses in opera.

22. Colleges of advanced education should continue to accept the main responsibility for providing courses for teachers and managers of the arts. On the evidence presented to the Committee, there is, with the exception of dance, adequate provision to train teachers of the arts, although adjustments will need to be made to these numbers (see Chapter 9).
23. The Committee notes that there is a high demand for private tuition in music (especially of piano and violin) and is informed that many teachers are inadequately prepared. We suggest, therefore, that Torrens College should consider undertaking the major responsibility for the training of these teachers, bearing in mind that the entry requirements should be sufficiently flexible to allow the admission of those who have not completed twelve years of secondary schooling or its equivalent.

24. The Graduate Diploma in Arts (Music) at present offered by Murray Park was conceived as a course for advanced students. It does not appear to have satisfied this objective and, as there are satisfactory courses available at other institutions, it should be discontinued.

25. The Committee believes that the training for professional administration of the arts should be provided at an advanced education level. As it must be thorough, practical and based on awareness of the intricacies of modern business administration, it is appropriate that it should continue to be taught by the South Australian Institute of Technology. Experience has shown that successful administration is a key factor in the survival of enterprises in the arts. This is true at all levels of administration. For this reason, the Committee supports the courses offered by the Department of Further Education as meeting a practical need in the widely dispersed artistic activities of this State. However, it does not see these as an alternative to the professional courses offered by the Institute.

26. The Department of Further Education has a special role in the provision of enrichment courses in the arts to a diversity of people, without regard to their age, level of talent or educational background. It reaches a greater number of the population than any other institution. The Department has programmes leading to the Certificate of Technical Theatre and to the Certificate in Performing Arts Administration, and has proposed courses at certificate level in dance and in acting. These programmes are to be concentrated at the Centre for the Performing Arts being developed by the Department at Grote Street. Many of these courses are available part-time—or shortly will become available—at other centres throughout the State. The possibility of introducing courses leading to instrument making and repair is being considered; these are necessary, owing to the shortage of skilled tradesmen in these fields.

27. The Department provides for talented musicians through the single studies and certificates available at the School of Music (Flinders Street), within the Adelaide College of Further Education and, to a lesser extent, at Brighton College of Further Education and Elizabeth Community College. Although the University of Adelaide should be seen as the central facility for the advanced training of musicians, the Adelaide College of Further Education has an important role in providing a range of instrumental teaching. Entry to its courses should be independent of formal education qualifications and age. This is another area where rigid boundaries between institutions are inappropriate, and the Committee has noted the present co-operation between the Education Department and the Department of Further Education. A continuation of the current satisfactory collaboration between these departments will avoid the need for any arbitrary and
restrictive definitions of fields of operation and will ensure that talented students have access to the most appropriate facilities. The Department of Further Education should, if it sees fit, submit its present Certificate in Advanced Music to assessment for accreditation as a diploma; it should also seek appropriate accreditation for its certificate courses in other areas, such as acting, dance and performing arts administration. The Committee believes that it is appropriate for the Department of Further Education to offer its programmes in acting and dance at Certificate level, noting that the more talented students from these courses will be able to progress to advanced institutions such as the National Institute of Dramatic Art.

28. Submissions to the Committee drew attention to the lack of provision in South Australian tertiary education for training performers and teachers in dance. If the investigation of the Tertiary Education Authority of South Australia bears out the need for a school of dance, the Authority should give priority to the location of such a school, given the possibility that it, or some element of it, might eventually be incorporated in a collegium of the arts (see paragraph 37).

29. In stating the roles of the various sectors and institutions in the teaching of the visual and performing arts, the Committee does not under-estimate the importance of the presence of various forms of teaching in the arts as an informal but pervasive educational influence in these institutions. Many students have their level of understanding and appreciation raised by hearing concerts, seeing exhibitions and attending dramatic and other performances, although their courses do not afford them the opportunity to engage in studies in music, drama, or fine arts. This opportunity is valuable to the institution and to students, and, ultimately, to the support of active amateur and professional performers in the community through the development of an educated audience.

Suggestions for future development

30. Both in the submissions and in other evidence reviewed by the Committee, there emerged an opinion among practitioners and teachers of the arts that the development of highly talented performers is best achieved when they are constantly brought into contact with others of comparable promise in their own or other fields of art. The idea is developed at some length in the special report which was commissioned by the Committee; a collegium is recommended for the highly talented in several art forms. These highly talented students may require courses which have a different structure from those commonly provided in tertiary institutions. In some cases, the studies would be wholly devoted to the speciality, both through its theoretical aspects and practical performance at a high level. Other students, such as those training in dance or opera, may need to undertake additional studies in related fields. The entry requirements for these students would not depend wholly upon school achievement but would give priority to performance. Unlike regular higher education, age of admission must take into account the point at which natural talent can be most effectively educated. For some, this will be well before the usual time of entry to post-school education. On the other hand, opera singers and actors may need maturity of experience beyond that of the school leaver.
Institutions like the National Institute of Dramatic Art and the Australian Film and Television School are devoted to a single specialised branch of the arts. There are examples in other states of a provision for highly talented performers. The Victorian College of the Arts has a comprehensive curriculum containing major studies in acting, design, directing, production management, stage management, music, dance, and arts administration. A recent report of the Western Australian Post-Secondary Education Commission recommends that a College of Performing Arts be established to provide post-secondary education in the areas of music, dance and theatre. It is proposed that the College should aim at a reputation for excellence, that it should have liberal entrance requirements, that it should expect to enrol approximately 50 new full-time students in a year, and be open to part-time students in large numbers.

The role of the proposed Western Australian institution is wider than that suggested to this Committee for a collegium, but in essential respects it is parallel. The Committee has not had time or resources to enable a full evaluation to be made of the collegium concept. In particular, it would have liked to have had more evidence concerning the advantages which are held to arise from associating in one institution highly talented students from various arts. The idea received strong support from a number of experienced practitioners and art educators. We have set out below some of the practical and conceptual problems which would have to be overcome to establish a collegium of the type envisaged. We believe that there should be an expert investigation of the proposal.

The suggestions placed before the Committee would involve locating some students from Flinders Drama Centre and from the Torrens School of Art in near proximity to the Elder Conservatorium, and would require the development of a suitable organisational, administrative and teaching structure. The possibilities range from forming a collegium of schools that remain a part of their parent institution to the establishment of a college of the arts comprising schools that were formerly a part of other institutions. A future School of Dance could also provide students for the collegium, or form part of it. We are conscious of the fact that an elaborate and specially designed building for the School of Art has just been completed at the Underdale site, and there is no question of any better location for the school.

There is no firm evidence on the desirable number of students for a collegium. We doubt that an autonomous institution could be based on a recruitment of fewer than 40 or 50 new students each year. With greater numbers, the concept of an organisation for the highly talented may be invalidated, unless it is located within an organisation providing for the first two groups mentioned in paragraph 14.

Conceptually, the greatest difficulty of the proposal concerns the educational value claimed from associating the visual arts with the performing arts. We could discover no evidence apart from expert opinion to support the proposition. We also question whether the talented performers of the future can be identified with sufficient certainty to structure an institution on the concept of a

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highly selected intake. Furthermore, we question whether it is advantageous to neglect the general education of the highly talented, as is implied by removing them from a multi-purpose university or college of advanced education. Finally, we question the idea of making a distinction among the first three groups mentioned in paragraph 14, so that they are educated apart from one another. The fact that we list these questions should not be taken as implying opposition to the idea of a collegium; they are matters requiring more evidence and analysis.

36. If a collegium were to be developed, we envisage that it would encompass two or more of opera, dance, drama, music and visual arts. It might have the following attributes:

(a) sections or schools for each art form;
(b) the freedom of each school to design courses and determine pre-requisites in the best interests of the art form and the students themselves, and to have substantial internal autonomy;
(c) entry to the schools not restricted by age or general educational achievement, the principal entry requirements being evidence of outstanding talent;
(d) teachers of high professional calibre drawn, by arrangement, from staff in existing organisations or by appointment within the collegium;
(e) opportunity for suitable awards to be made, perhaps through an existing institution, although the conferring of a recognised award would not be a necessary function of this collegium;
(f) students admitted for units of specialist studies in any one art form;
(g) comprehensive counselling services for all students, both prior to entry and throughout the course;
(h) a distinguished practitioner as a director of each school within the collegium;
(i) a co-ordinator-administrator of the collegium;
(j) its own budget.

37. We propose that a working party should be convened by the Tertiary Education Authority of South Australia to evaluate the proposal for a collegium of the arts and, in doing so, it should make a recommendation on the appropriate form of training for opera. We suggest that, in the meantime, representatives of the Elder Conservatorium, the Flinders Drama Centre, and the School of Art should hold discussions on ways in which any form of collaborative action inherent in the notion of a collegium can be put into effect from their present sites and institutional structures. In this way, it may be possible to explore many of the advantages of a collegium, without having at the same time to face the organisational, institutional and funding problems posed in such a venture. Together with the discussions of the working party, the experience gained in this way would assist the Authority to assess the feasibility and desirability of establishing a collegium.
Recommendations

38. Our RECOMMENDATIONS are set out below.

(a) The Tertiary Education Authority of South Australia should establish a working party, or working parties, to investigate:

   (i) the idea of a collegium for training highly talented students in the arts;

   (ii) appropriate training arrangements for opera; and

   (iii) the need and location for a school of dance for the training of performers.

(b) The Graduate Diploma in Arts (Music) at Murray Park should be discontinued, at least until there is a demand from a sufficient number of students completing a first course in instrumental teaching.
Access to Post Secondary Education

- SELECTION OF STUDENTS
- ABORIGINAL PEOPLE
- COUNTRY RESIDENTS
- MIGRANTS
- WOMEN
- UNEMPLOYED YOUTH
- CONCLUSIONS
Access to Post Secondary Education

1. The barriers preventing some groups and individuals from successfully undertaking post-secondary education are varied and frequently interrelated; they include poor outcomes of compulsory schooling, economic hardship, location of residence, and a range of other social factors all of which result in low levels of aspiration. There is often lack of information concerning the range of courses, financial support and employment opportunities.

2. In this Chapter, we first review the general procedures and requirements for admission to courses of post-secondary education. We then discuss some of the particular needs of Aboriginal people, country residents, migrants, women and unemployed youth. In each case, there are both impediments to participation in post-secondary education and the need for special programmes.

SELECTION OF STUDENTS

3. Selection is intended to assess whether prospective students have the abilities, knowledge, skills and other attributes necessary to benefit from the studies they wish to undertake. In higher education, a minimum level of intellectual achievement is usually essential. Admission procedures should have two purposes: to select individuals according to their suitability and the number of places available; and to provide guidance so that applicants can match their interests and abilities with available courses. In higher education, selection for suitability has been to a great extent overtaken by the need to limit the number of students to the places available. Prospective students are placed in a rank-order, from the top of which the appropriate number are offered places.

4. Performance in the Matriculation Examination of the Public Examinations Board of South Australia, in an equivalent examination, or in previous tertiary studies, is the principal means that universities and colleges of advanced education use for admission. A school leaver is not normally eligible to compete for admission to a university unless he or she has qualified to sign the Matriculation roll of the university concerned by obtaining a prescribed aggregate of marks in five subjects taken at one Matriculation Examination, or has other academic attainments regarded by the university as equivalent. In both universities, there are longstanding provisions which permit adults to qualify for matriculation on a part-time basis.

5. Where the number of qualified applicants exceeds the number of places available in a given course, selection is made by placing applicants in rank-order
on the basis of previous academic performance. In most cases, this ranking is according to the aggregate mark obtained at the Matriculation Examination. In recent years, both universities have to some extent departed from this general practice, by providing for the admission of persons who have not qualified to matriculate. The Flinders University has granted provisional matriculation status to school leavers who narrowly failed to qualify in the normal way and to mature students who have only partly completed the requirements; a number of adults lacking formal qualifications are admitted each year under its "early leavers" scheme, on the basis of employment, educational and personal background, an essay and an interview. The University of Adelaide makes a limited number of places available each year on a similar basis through its Special Entry Scheme.

6. The practice is similar in colleges of advanced education, although somewhat greater provision has been made for mature-age entry. For some courses, weight is given to interview performance and work experience and, for school leavers, to school reports. Applicants may be considered on the basis of internal Year 12 assessments by their schools, in lieu of assessment of their performance at the Matriculation Examination.

7. Whereas courses in higher education assume achievement equivalent to full secondary schooling even though admission may be gained with lesser attainment, technical and further education operates as an open system, and past academic achievement is of interest only in that it might indicate the need of some students for counselling. Where the number of applicants exceeds the capacity of a college, unsuccessful applicants are referred to another college or placed on a waiting list.

8. An important aspect of access to post-secondary education is that opportunity to transfer within and between the three sectors has been limited. The Committee's terms of reference sought a particular report on this matter, which is discussed in Chapter 8.

9. There are, of course, strong arguments in favour of adopting the principle that where selection for a course is necessary the primary criterion should be likelihood of successful completion in reasonable time. In Chapter 4, we have drawn attention to the possibility that poor preparation may be a factor causing failure and withdrawal.

10. There is considerable evidence to show that the most accurate predictor of success in higher education is performance in examinations or tests at the end of secondary schooling. Nevertheless, the statistical correlation between end-of-school examination performance and success in higher education rarely exceeds +6, which leaves substantial variance unaccounted for. This has important consequences for selection, particularly in the marginal cases where discrimination between applicants may be on the basis of a few marks.

11. Matriculation Examination marks do not embrace all the characteristics, skills and abilities necessary for success in each course. Nor does Matriculation assess the extent to which a student's choice of higher studies is based on adequate information and will be pursued with industry and enthusiasm. While, in certain subjects, Matriculation Examination marks include a component based on
work during the year, the examination is essentially a single trial, which adds to its unreliability. Over-reliance on Matriculation results for selection is unsatisfactory in indicating the potential for success in higher education of applicants whose secondary schooling was interrupted or, in the case of adult applicants, whose secondary schooling was many years earlier.

12. In courses such as medicine, where competition for entry is intense, reliance on matriculation marks alone leads to recruitment of a student group which is young and among the top 4 per cent on examination performance, but which has had little experience outside school. If consideration were given to the qualities required for professional practice, more older persons and those with work experience might, with benefit, be included in course intakes.

13. Bearing in mind that there is likely to be an increase in mature age applications, the Committee considers that the somewhat cautious initiatives for giving access to more older applicants should be extended by the institutions of higher education. In many cases, it will be desirable for mature-age entrants to undertake preparatory studies, both to refresh their study techniques and to acquire the pre-requisite knowledge. The adult matriculation policies of the institutions and the courses offered by the Department of Further Education for persons preparing for the Matriculation Examination are valuable avenues to entry and should be maintained.

14. In the case of courses for which competition is keen, there arises the difficulty of how to choose between school leavers and older applicants, many of whom have not recently completed formal studies. It is possible to reserve a number of quota places for adult applicants, but there remains the problem of establishing the relative suitability of each group of applicants. This problem will diminish as experience is acquired and as information becomes available about the performance of groups admitted under special conditions.

15. Apart from adults, there are a number of social groups with members who have more than average difficulty in gaining access to satisfactory programmes of post-secondary education. We discuss these in the sections that follow.

16. The Committee’s RECOMMENDATIONS on selection are set out below.

(a) Present provision for mature-age entry to higher education should be extended.
(b) Institutions of higher education should give consideration to giving credit for relevant work experience in selecting students for professional courses.
(c) Bridging courses should be available to assist those whose preparation for particular courses in higher education is inadequate.
(d) All institutions should ensure that there is adequate dissemination of information on course offerings, admission requirements and procedures and that prospective students have access to adequate guidance.
ABORIGINAL PEOPLE

17. The Aboriginal population of South Australia has been conservatively estimated at more than 8,300.¹ In many respects, this is not a homogeneous population. It includes approximately 2,000 persons living in the far north of the State who are predominantly of full Aboriginal descent and whose culture is rooted in tribal society. The larger part of the population is composed mainly of people of mixed Aboriginal and European descent living in distinct Aboriginal communities (the former reserves), as the so-called fringe dwellers and itinerants of rural areas, or in towns and cities. Many of the latter three groups, however, have family and clan loyalties similar to those who are closer to tribal society. In general, the greater part of the Aboriginal population may be seen as a distinct cultural group with values based on the membership of the various families and clans. This sense of community influences the way Aboriginal people view post-secondary education. It is necessary, however, in considering post-secondary education to appreciate the different needs and aspirations of the four groups.

18. The Aboriginal people of South Australia have a history of low participation in post-secondary education. Submissions made to the Committee, and the findings of the commissioned study, point to almost insurmountable barriers to greater participation. For many, the opportunity for post-secondary education is severely restricted by a self-perpetuating complex of factors involving poverty, failure at school, unemployment, indifferent health and culturally determined behaviour patterns incompatible with those of the surrounding society. The Commission of Enquiry into Poverty found that on every socio-economic indicator—poverty, level of education, housing, unemployment, employment and unskilled work—Aboriginal people fared badly. In some regions, unemployment among Aboriginal people exceeds 70 per cent.²

19. The average level of achievement for Aboriginal children at school is far below that of other children.³ It is clear that until it proves possible to overcome the conditions causing so many to fail at school there is little point in expecting large numbers of Aborigines to progress to the normal range of post-secondary programmes.

20. Programmes directed toward raising the level of participation by Aboriginal people in the normal range of post-secondary programmes have been instituted in recent years by the Department of Further Education and, for a somewhat longer period (although on a smaller scale), by two colleges of advanced education. The University of Adelaide provides special studies in Aboriginal music.

21. Through its Aboriginal Education Unit, the Department of Further Education endeavours to provide a range of flexibly devised programmes to meet

¹E. Willmot, "Post-Secondary Education for Aboriginal People in South Australia" (1977), p. 2. (This study, commissioned by the Committee, will be published as an Occasional Paper.)
the expressed and assumed needs of Aboriginal people. Where possible, students are enrolled in standard courses of further education. In total, this number amounts to little more than 200 persons in pre-employment, certificate, diploma, apprenticeship and other courses. Approximately 40 of these enrolments are in the Adelaide area.4

22. Throughout the State, field officers of the Department of Further Education endeavour to provide a link between Aboriginal communities and the nearest college of further education. Classes in English have been conducted in small groups at Adelaide, Port Augusta, Marree, Oodnadatta, Armata, Indulkana, Ernabella, Beltana and Coober Pedy. At a number of these centres, students have been instructed in pottery, leatherwork, batik and painting, to produce saleable work. Courses in cooking, sewing, dressmaking, child-care, and hairdressing, are provided for many women at these centres; some courses are being provided in conjunction with other bodies, such as the Umoona Community Council. Part-time technical teachers give training in elementary automotive maintenance and repair. Where conditions are suitable, as in Ceduna and Port Augusta, pre-apprenticeship courses are conducted.

23. In the far north of the State, a mobile teaching unit provides mechanical, health and craft training to isolated areas. In addition, short workshop courses, correspondence studies and the deployment of regional lecturers are used in an attempt to overcome the difficulties caused by distance and dispersal.

24. The Aboriginal Community College was established in 1974 under the aegis of Torrens College of Advanced Education. It has a high degree of autonomy, is funded by the Department of Aboriginal Affairs, and operates under its own Committee of Management. Enrolment ranges from 70 to 100. While offering bridging and pre-vocational programmes, its primary aim is the personal development of its students towards a positive sense of identity and confidence in choosing and pursuing future activities, including post-secondary education. The College attracts applications from many parts of Australia, as well as from the South Australian tribal communities and fringe-dwelling groups and from those who have lived for considerable periods in the dominant culture.

25. The Aboriginal Task Force programme was introduced at the South Australian Institute of Technology as a means of enabling Aboriginal adults to acquire recognised qualifications in social welfare. A one- or two-year course—the length depending on the ability of the student—is provided and leads to a Community Development Certificate which is accepted for employment purposes by the South Australian Department for Community Welfare and for appointment to the third division of the Australian Public Service. Provision has been made for suitable students to proceed or transfer to the Institute's Associate Diploma course in Social work and ultimately to degree level studies. Approximately 63 are enrolled in the Task Force: 47 in the Certificate course, 15 in the Associate Diploma course and 1 in the Bachelor of Arts (Social Work) course. It is intended that the programme will be extended in 1979 with the enrolment of Aboriginal students in Business Studies courses.

In 1978, a programme to enable Aboriginal people to qualify as teachers was established by the Torrens College of Advanced Education; twelve places were initially available. For some years, Torrens has also included studies of Aboriginal culture and language in its general teacher education programmes. Aboriginal students will be given special assistance in a number of ways but will ultimately obtain a normal qualification enabling them to teach in schools throughout the State.

The Centre for Aboriginal Studies in Music at the University of Adelaide provides studies in Aboriginal music to Aboriginal and European students and offers Aboriginal people the opportunity to acquire research skills for investigation of their culture. The Department of Further Education makes a contribution to the salary of a lecturer in Music at the University.

Many occupations require formal educational qualifications and, if Aborigines are to enter these occupations, they must gain access to apprenticeships, certificate courses and professional awards. Within the resources available to it, the Department of Further Education is endeavouring through pre-employment training to raise the level of skills. Ninety-four per cent of Aboriginal persons enrolled in TAFE programmes are engaged in activities intended to meet immediate needs rather than to result in a formal qualification. The next stage of development must place emphasis on entry to regular courses in TAFE and higher education.

Technical, clerical and administrative skills are also required in the management of Aboriginal communities and to facilitate their development. The training of Aboriginal persons for the social welfare field through the Aboriginal Task Force programme and for teaching at Torrens College of Advanced Education are contributions, but there remains a need for Aboriginal persons to gain expertise in a wider range of administrative skills.

If full use is to be made of resources to train Aboriginal persons, structures must be devised to permit the co-ordination of the several agencies involved in planning and implementation. At present, the funding procedures for Aboriginal post-secondary education makes co-ordinated planning impossible. Applications are made by individual bodies to the federal Department of Aboriginal Affairs which, after consultation with a range of federal and state agencies, recommends grants for the ensuing one or two years. At the end of that time fresh applications must be made. Funds are provided as Special Purpose grants to the State to support programmes of the Department of Further Education. Other educational agencies, such as the Aboriginal Community College and the South Australian Institute of Technology, receive direct grants-in-aid for specific purposes. These arrangements are unsatisfactory because, with future funding uncertain, post-secondary education for Aboriginal persons in South Australia cannot be planned for more than a year or two ahead.

The Aboriginal Community College suffers particularly from these uncertainties. Not only is its funding unknown from year to year, but it has to make do with inadequate rented premises. Because the College does not fit either the technical and further education or advanced education sectors, there are procedural difficulties, under present legislative provisions, for financing it from
educational agencies. As it is unlikely that the College could meet advanced education criteria, it appears that its future would best be secured by some relationship with the Department of Further Education. This could permit continuity of funding and provide a more secure educational and administrative base for the College, as well as facilitating co-ordination of programmes. If the College were to come under the Department of Further Education, the relationship would require careful definition in order to preserve the distinct purposes of the College and the continuation of a substantial Aboriginal voice in its operations.

32. Given the differences between the Australian states in the programmes appropriate to and sought by their Aboriginal people, a high degree of devolution in planning and in disbursing educational funds to the State seems desirable. Requests for funds should be collated and assigned a relative priority at state level before transmission to federal authorities. It is understood that consideration is being given to an arrangement under which all federal funds for Aborigines would be paid as special purpose grants to the State. In this event, it is important that a suitable state body should propose a planned and co-ordinated allocation of the funds for education. An appropriate structure to co-ordinate the planning and funding of post-secondary education for Aboriginal people might be a standing committee of the Tertiary Education Authority of South Australia, including in its membership Aboriginal persons and representatives of relevant social welfare agencies. In devising procedures for co-ordination, advice should be sought from the recently formed Aboriginal Advancement Committee and the South Australian Consultative Group for Education.

33. A clear set of objectives should guide the development of programmes of post-secondary education for Aborigines. One general objective should be that the Aboriginal population should attain a rate of participation in regular courses comparable with that of the general population. If this is to be achieved, it will be necessary to intensify provision of special programmes so that more Aborigines can achieve satisfactorily at secondary school and so that adults can meet post-secondary entry requirements. A second general objective should be to make available education in harmony with the special needs and aspirations of Aboriginal communities.

34. These contrasting objectives reflect the dilemmas which confront the planning of educational services for Aborigines. The first is based on the assumption that their future is full participation in the dominant society; the second recognises that there is a powerful movement among them to live in self-managing communities with values linked to traditional culture. The latter movement, to develop Aboriginal communities rather than to integrate is, to some extent, a response to the failure of past policies, including educational policy. Emphasis on the first objective would involve making provision for Aborigines to attend post-secondary institutions in the cities and large towns; emphasis on the second would mean taking to the communities those education services which are requested. For the present, both objectives should be pursued. Aboriginal graduates from universities and colleges of advanced education are needed to provide the professionally trained leadership for the Aboriginal population, which must rely at present almost solely on services provided by the majority culture.
35. The Committee’s RECOMMENDATIONS are set out below.

(a) The South Australian Government should approach the Commonwealth Government with a view to securing a flow of funds for Aboriginal education and development which is predictable and which can be implemented in accordance with State priorities.

(b) After consulting bodies such as the Aboriginal Advancement Committee and the South Australian Consultative Group for Education on the means by which it may best obtain expert advice in matters relating to the education of Aboriginal persons, the Tertiary Education Authority of South Australia should develop an overall plan for reducing the existing educational disadvantage of Aboriginal persons, bearing in mind the need for coordination of initiatives in education with those in other areas.

(c) The Tertiary Education Authority of South Australia should investigate means by which the Aboriginal Community College may be given a secure educational, financial and administrative base.

(d) The Tertiary Education Authority of South Australia should seek to ensure that, in course development, delivery and evaluation of courses for Aboriginal persons, post-secondary institutions consult with the Aboriginal community.

(e) Tertiary educational institutions should, by means of special entry provisions and remedial and bridging studies, facilitate the access of Aboriginal persons to courses leading to professional and vocational qualifications at all levels.

(f) Tertiary educational institutions and the Tertiary Education Authority of South Australia should give particular attention to dissemination of information, counselling and guidance services for Aboriginal persons.

COUNTRY RESIDENTS

36. In South Australia, 72 per cent of the population live in the metropolitan area. The 28 per cent (350,000 persons) who live in the country are divided almost equally between urban (centres with 200 or more persons) and rural localities.5

37. There are only five country towns in this State with a population greater than 10,000. This dispersal of population makes it impossible to provide ready access to campus-based post-secondary education for the majority of non-metropolitan residents. Information analysed by the Committee on the home location of students in higher education indicates that the country participation rate is less than half that of city residents (see Chapter, 3, Table 16).

38. The Department of Further Education conducts classes in 165 country locations (including Gawler and the Adelaide Hills) and has full colleges in 15

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51976 Census.
non-metropolitan towns. Access to the limited number of courses available at DFE locations is difficult for some rural residents, not only because of the distance which must be travelled but because of the seasonal nature of farm work, which precludes regular attendance throughout the year.

39. In the case of higher education, only the Whyalla campus of the Institute of Technology (245 students) and the Roseworthy Agricultural College (287 students) are located outside the metropolitan area. Most of Roseworthy's students must live on or close to the site. The South Australian Institute of Technology at Whyalla draws students from the town but few from associated country areas. It seems to be an established pattern that if students have to move away from home to attend a college they prefer to travel to a large metropolis. A college of advanced education established in a country town, cannot, therefore, rely on drawing students to that town from its outlying districts. Participation in external studies programmes of higher education is not great and there is only a limited range of studies available.

40. We discovered on visits to country regions that there is a good deal of ignorance about courses available either locally or externally, and that there are no sources in the country which can provide a full account of possibilities in post-secondary education. In Chapter 9, we recommend that DFE colleges should develop a more comprehensive counselling service than they can provide at present.

41. The limited educational opportunity for young people in the country causes many families to move to the city for the secondary or post-secondary education of their children. This occurs despite the preference of many families for the style of life available in the country. This can deprive rural areas of skilled workers and professionals and leads to a depletion of the middle age group which provides an important source of community leadership.

42. Since there is no prospect in the foreseeable future of extending institutions of higher education in country regions of South Australia, any improvement in access must be through external studies, greater use of DFE country colleges, or increased aid for students to attend metropolitan institutions. Steps for improving external studies are discussed in Chapter 8. Recommendations are put forward in Chapters 8 and 9 for the development of some country DFE colleges into regional colleges with authority to provide higher education in addition to TAFE studies.

43. In Chapter 1 we stated that priority should be given to ensuring that opportunities are provided for every school leaver to participate in vocational post-secondary education studies. If all country students are to have equal access to such courses, many will require additional assistance, and we suggest that the Tertiary Education Authority of South Australia should investigate means by which this objective could be achieved.

44. The Committee RECOMMENDS that the Tertiary Education Authority of South Australia should examine what would need to be done to ensure that a country person engaged in his first vocational training beyond secondary school is not disadvantaged in comparison with a person living in the city.
MIGRANTS

45. Approximately 40 per cent of the South Australian population at the 1976 Census was born overseas, or was Australian born with a father born overseas (see Table 1). Almost one-half of these people originated from non-English-speaking countries. The largest non-English-speaking groups in South Australia were from Italy, Germany, Greece, Holland, Yugoslavia and Poland (see Table 2).

TABLE 1
NUMBER OF FIRST AND SECOND GENERATION MIGRANTS
SOUTH AUSTRALIA, 30 JUNE, 1976

<table>
<thead>
<tr>
<th>Place of Birth</th>
<th>Persons Born Overseas</th>
<th>Australian Born Persons with Father Born Overseas</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>United Kingdom and Eire</td>
<td>157 880</td>
<td>78 650</td>
<td>236 530</td>
</tr>
<tr>
<td>Other Europe</td>
<td>111 380</td>
<td>80 585</td>
<td>191 965</td>
</tr>
<tr>
<td>Asia</td>
<td>10 905</td>
<td>5 065</td>
<td>15 970</td>
</tr>
<tr>
<td>Other Countries</td>
<td>13 055</td>
<td>5 395</td>
<td>18 450</td>
</tr>
<tr>
<td>Not Stated</td>
<td>—</td>
<td>26 535</td>
<td>26 535</td>
</tr>
<tr>
<td>TOTAL</td>
<td>293 220</td>
<td>196 230</td>
<td>489 450</td>
</tr>
</tbody>
</table>

1Preliminary Estimates.

TABLE 2
COUNTRY OF BIRTH OF MAJOR EUROPEAN MIGRANT GROUPS
SOUTH AUSTRALIA, 30 JUNE, 1976

<table>
<thead>
<tr>
<th>Country of Birth</th>
<th>Persons</th>
</tr>
</thead>
<tbody>
<tr>
<td>Italy</td>
<td>31 943</td>
</tr>
<tr>
<td>Germany</td>
<td>15 393</td>
</tr>
<tr>
<td>Greece</td>
<td>14 706</td>
</tr>
<tr>
<td>Holland</td>
<td>10 741</td>
</tr>
<tr>
<td>Yugoslavia</td>
<td>9 003</td>
</tr>
<tr>
<td>Poland</td>
<td>6 914</td>
</tr>
<tr>
<td>Other Europe</td>
<td>22 680</td>
</tr>
<tr>
<td>TOTAL</td>
<td>111 380</td>
</tr>
</tbody>
</table>

1Preliminary estimates: figures exclude United Kingdom and Eire.

46. Unfortunately, the Committee was unable to obtain systematic information concerning the participation of the various migrant groups in programmes of post-secondary education.6 Because of the historical, social and educational differences both between and within migrant groups, it would be misleading to generalise about the post-secondary educational needs of migrants. Furthermore, in considering the educational services which are required, it is necessary to distinguish between young people—many of whom were born in Australia—and adults. The best evidence of need available to the

6 An analysis of the problem of migrants was made in a study, "Migrants in Relation to Post-Secondary Education," commissioned by the Committee from J. Lonie.
Committee came from those who are conducting courses for migrants, and from the survey of the non-English-speaking migrant groups carried out for the Committee.

47. Five main areas of need were identified. These were for:
   - improved access to regular courses of post-secondary education;
   - instruction in the English language;
   - social education;
   - courses in the culture of migrant communities; and
   - courses for specialist teachers, social workers and translators.

48. Although South Australian data are not available, other studies indicate that migrants, particularly those from southern European countries, are under-represented in higher education. However, children born in Australia of migrant parents participate in higher education at a rate approximately consistent with their population size when allowance is made for social composition. As migrant groups tend to be of lower socio-economic status, participation is below average. The young migrants who have greatest difficulty in post-secondary education are the early school leavers with poor achievement in English.

49. English instruction and practice is an urgent need for large numbers of older migrants, many of whom had little education in their own countries. As formal educational settings are inhibiting for some, there is a need for courses in the workplace and in community centres, as well as in colleges. Associated with the need for English is the need for many migrants to improve their understanding of elementary aspects of Australian society, for example those of social welfare, law and politics. To facilitate this, it has been suggested that there should be enrichment (Stream 6) courses conducted in a migrant language in colleges of further education.

50. In higher education, there are very few special programmes for migrants or special provisions for access. The universities contribute to the understanding of migrant cultures through provision of studies in German and Italian; there is no provision for major studies in modern Greek or Slavonic languages or culture at either university. The Department of Continuing Education at the University of Adelaide offers English language courses for migrants, and Radio 5UV has an ethnic access programme.

51. Adelaide College of Advanced Education has developed a higher education programme for training in specialised services for migrants. This offers teacher-education in community languages and, with the aid of a State Government grant, provision for modern Greek and Italian studies. An associate diploma course for interpreters and translators has recently been set up. It is important that the scope and identity of this educational unit should not be diminished in any rationalisation which follows the merger of Adelaide and Torrens Colleges of Advanced Education.

52. The Department of Further Education provides a number of programmes for instruction in English as a Second Language and to promote access for migrant people to post-secondary education. The Department has a Migrant
Education and Language Centre which places an emphasis on adult migrant education. Some classes are provided in factories and institutions, as well as in colleges. There are classes in the minority community languages up to matriculation level for post-secondary school-age students, as well as classes in trade and professional subjects. A few enrichment courses are offered in minority languages. The Department also offers a Language Aide (Interpreter) Certificate course which caters for people who, in their normal employment, are called upon to provide basic interpreter services; these include public service personnel in areas such as public hospitals, public works, local government offices and community welfare agencies. The Adelaide College of Advanced Education gives some credit for this course to students wishing to proceed to the Associate Diploma for interpreters and translators (see also Chapter 9, Part 2).

53. Our RECOMMENDATIONS are set out below.

(a) All tertiary institutions should review policies and practices with a view to improving access for students from minority language communities and providing assistance for those with language problems.

(b) The Ethnic Affairs Branch of the Premier's Department should consider making, in conjunction with the Department of Further Education, a survey of English language classes in the workplace and of whether the coverage should be more extensive.

WOMEN

54. In 1975 the South Australian Government legislated to prevent discrimination against women, particularly in employment. In addition, women's advisors and equal opportunity officers have been appointed in the State Public Service, and funds have been made available for child-care and crisis care for women. The Public Service of South Australia has recently introduced regulations to allow part-time employment with the attendant service conditions previously restricted to permanent full-time employees. During the past few years, the Education Department has moved to eliminate bias against women in text books and curricula. These and similar initiatives have had varying degrees of success, according to the level of resources available and the determination of administrators to implement them.

55. Post-secondary qualifications are necessary for entry to many careers. If women are to participate fully in the work-force, it is essential that they should have full access to all vocational courses. There are some courses in which very few women are enrolled, and while this remains the case they will continue to be under-represented in many professional and skilled fields. It is the intention of this section to discuss this imbalance and explore some of the reasons for it.

56. Table 3 shows that in 1976 women comprised 36 per cent of the labour force. From 21 per cent in 1947, the level rose only to 23.5 per cent in 1961 but then increased substantially to 35.8 per cent in 1976 (a 52 per cent increase in their share of the total labour force from 1961). The main feature of this was the significant rise in the participation of married females. There are now over three times as many married females in the labour force as there were in 1961; these
women have increased their share of the total labour force from 9.7 per cent to 23.1 per cent.

57. Table 4 shows 1976 enrolments in matriculation subjects in South Australia. It indicates that, in the short term at least, the participation of women will remain relatively low in the professions where mathematics and science subjects are necessary pre-requisites.

TABLE 3
NUMBER OF PERSONS IN THE LABOUR FORCE
BY SEX, SOUTH AUSTRALIA

<table>
<thead>
<tr>
<th>Year</th>
<th>Males</th>
<th>Females</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Married</td>
<td>Other</td>
</tr>
<tr>
<td></td>
<td>Number</td>
<td>Proportion of Persons</td>
</tr>
<tr>
<td>1947</td>
<td>210 017</td>
<td>9 893</td>
</tr>
<tr>
<td>1954</td>
<td>253 567</td>
<td>22 860</td>
</tr>
<tr>
<td>1961</td>
<td>287 246</td>
<td>36 259</td>
</tr>
<tr>
<td>1966</td>
<td>319 618</td>
<td>65 548</td>
</tr>
<tr>
<td>1971</td>
<td>330 164</td>
<td>92 062</td>
</tr>
<tr>
<td>1976</td>
<td>363 400</td>
<td>130 600</td>
</tr>
</tbody>
</table>


TABLE 4
ENROLMENTS IN MATRICULATION SUBJECTS
BY SEX, SOUTH AUSTRALIA, 1976

<table>
<thead>
<tr>
<th>Subject</th>
<th>Males</th>
<th>Females</th>
<th>Persons</th>
<th>Females as a Proportion of Persons</th>
</tr>
</thead>
<tbody>
<tr>
<td>American History</td>
<td>169</td>
<td>192</td>
<td>361</td>
<td>53.2</td>
</tr>
<tr>
<td>Ancient History</td>
<td>271</td>
<td>334</td>
<td>605</td>
<td>55.2</td>
</tr>
<tr>
<td>Australian History</td>
<td>616</td>
<td>1 036</td>
<td>1 652</td>
<td>62.7</td>
</tr>
<tr>
<td>Biology</td>
<td>2 524</td>
<td>3 764</td>
<td>6 288</td>
<td>59.9</td>
</tr>
<tr>
<td>Chemistry</td>
<td>1 878</td>
<td>645</td>
<td>2 523</td>
<td>25.6</td>
</tr>
<tr>
<td>Classical Studies</td>
<td>487</td>
<td>1 196</td>
<td>1 683</td>
<td>71.1</td>
</tr>
<tr>
<td>Economics</td>
<td>1 864</td>
<td>1 249</td>
<td>3 113</td>
<td>40.1</td>
</tr>
<tr>
<td>English</td>
<td>2 911</td>
<td>4 020</td>
<td>6 931</td>
<td>58.0</td>
</tr>
<tr>
<td>French</td>
<td>72</td>
<td>303</td>
<td>375</td>
<td>80.8</td>
</tr>
<tr>
<td>Geography</td>
<td>2 136</td>
<td>2 130</td>
<td>4 266</td>
<td>49.9</td>
</tr>
<tr>
<td>Geology</td>
<td>821</td>
<td>566</td>
<td>1 387</td>
<td>40.8</td>
</tr>
<tr>
<td>German</td>
<td>122</td>
<td>243</td>
<td>365</td>
<td>66.6</td>
</tr>
<tr>
<td>Maths I</td>
<td>1 505</td>
<td>492</td>
<td>1 997</td>
<td>24.6</td>
</tr>
<tr>
<td>Maths II</td>
<td>1 500</td>
<td>490</td>
<td>1 990</td>
<td>24.6</td>
</tr>
<tr>
<td>Maths IS</td>
<td>1 662</td>
<td>1 297</td>
<td>2 959</td>
<td>43.8</td>
</tr>
<tr>
<td>Modern European History</td>
<td>1 283</td>
<td>1 644</td>
<td>2 927</td>
<td>56.2</td>
</tr>
<tr>
<td>Music</td>
<td>101</td>
<td>209</td>
<td>310</td>
<td>67.4</td>
</tr>
<tr>
<td>Physics</td>
<td>2 101</td>
<td>531</td>
<td>2 632</td>
<td>20.2</td>
</tr>
</tbody>
</table>

TOTAL | 22 023 | 20 341 | 42 364 | 48.0 |

Source: Education Department of South Australia, J. Delin and J. Saunders, The 1976 Matriculation Results: No News for Feminists, Table 1, p.1.
58. Table 5, derived from the 1971 population census, shows the proportion of the labour force with qualifications. We know of no sex-related differences that would account for the wide variations shown in Table 5 or implied in Table 4.

59. In planning improvement of access for women to post-secondary education, it is necessary to separate the needs of young women from those of older women over thirty years of age who wish to return to the work-force after a break of ten years or more, but whose education has equipped them only for lower-level occupations. Among those with skills, the most common is typing and shorthand. For most of these women, the pattern of choices in their secondary schooling seems to have been based on the assumption that they would be spending most of their lives looking after a family. Many of this group left secondary school early and filled in the time before marriage with unskilled or semi-skilled employment; consequently, very few obtained a post-school qualification (see Table 5). Action to change this situation will be different from that applicable to the younger group of female students now completing secondary schooling.

60. A second group of women returning to the work-force obtained qualifications before ceasing employment to rear children; among these, teaching qualifications are common. However, to meet new employment requirements, many would need refresher courses to update this knowledge and acquire additional qualifications.

61. Young women are now more likely to have tertiary qualifications, but the skills they acquire in this way are not necessarily equipping them for participation in the full range of opportunities in the work-force. If the present trend for a greater participation by women in Year 12 continues (see Figure 1), we can expect that their representation in higher education will shortly equal that of males. Table 6 gives some indication of changes in the proportion of females participating in various forms of education, including secondary schooling. The overall number of female students in post-secondary education has increased during the past ten years, but this increase has been concentrated in courses related to the humanities. In higher education, there are relatively few women in the science-based professional faculties whereas they form a majority of the students in arts and education (Chapter 3, Figures 3, 4 and 5). Although teaching has provided their main vocational outlet, the decline in demand for school teachers is so severe that opportunities for professional employment in education will be significantly reduced. Unfortunately, as the number of women with tertiary qualifications grows the number of vocations for which they are eligible remains static. Thus there are increasing numbers of women competing with other women for a limited number of jobs.

62. In the trade area of TAFE, most women are apprenticed in the hairdressing trade: 97 per cent of the 993 women undertaking trade courses are enrolled in hairdressing (see Table 7). The difficulties women have had in

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7 The 1971 Census reported 15,200 females in the stenographer and typist groups (10 per cent of the female labour force in South Australia), of whom only 1,800 (12 per cent) had a post-school qualification: the majority of these 1,800 had only undertaken short, specialist courses, which are not classifiable in the trade or technician categories as set out in Table 5.
FIGURE 1
APPARENT RETENTION RATES OF PUPILS REMAINING FROM YEAR 8 TO YEAR 12, BY SEX
SOUTH AUSTRALIA

### TABLE 5
**PROPORTION OF THE LABOUR FORCE WITH QUALIFICATIONS, SOUTH AUSTRALIA, 1971**

<table>
<thead>
<tr>
<th>Persons in the Labour Force</th>
<th>Qualifications Obtained</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Trades</td>
<td>Technicians</td>
</tr>
<tr>
<td>Males</td>
<td>325,482</td>
<td>21.2</td>
</tr>
<tr>
<td>Females</td>
<td>152,090</td>
<td>2.2</td>
</tr>
</tbody>
</table>

1 Mainly nursing qualifications (66.0 per cent).
2 Mainly teaching qualifications (71.9 per cent).

Source: Compiled from information from the 1971 Census of Population, Australian Bureau of Statistics.

### TABLE 6
**SEX DISTRIBUTION OF STUDENTS, SOUTH AUSTRALIA**

<table>
<thead>
<tr>
<th>Year</th>
<th>Secondary School Students Aged 16 and over</th>
<th>Students Commencing1 in Universities2</th>
<th>Colleges of Advanced Education</th>
<th>Department of Further Education</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Proportion of Females among</td>
<td></td>
<td></td>
<td>Streams 1-5</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Per Cent</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1955</td>
<td>37.8</td>
<td>24.0</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1960</td>
<td>34.9</td>
<td>22.2</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1965</td>
<td>37.3</td>
<td>23.4</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1970</td>
<td>40.5</td>
<td>32.9</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1975</td>
<td>45.4</td>
<td>37.7</td>
<td>49.2</td>
<td>34.3</td>
</tr>
<tr>
<td>1976</td>
<td>47.3</td>
<td>39.2</td>
<td>51.2</td>
<td>37.0</td>
</tr>
<tr>
<td>1977</td>
<td>49.1</td>
<td>41.3</td>
<td>48.5</td>
<td>35.3</td>
</tr>
</tbody>
</table>

1 For "Universities" includes students commencing bachelor degree courses and for "College of Advanced Education" includes students commencing undergraduate courses.
2 Before 1975 figures are for "New Students."

Source: Figures for "Secondary School Students" derived from information supplied by the Australian Bureau of Statistics and the Education Department of South Australia; for "Universities," derived from various issues of University Statistics, Australian Bureau of Statistics; for "Colleges of Advanced Education," figures are derived from various issues of Colleges of Advanced Education, Australian Bureau of Statistics and include details provided by the Bureau of students commencing in the second semester of a year; and for "Department of Further Education" derived from information provided by the Department.
obtaining apprenticeships in the engineering and metal trades are enormous. The obstacles are not only the reluctance of employers to offer indentures but also the social pressures which still deter women from applying. There will need to be positive action by governments and the trade union movement if the situation is to alter so that women do not feel inhibited from applying for apprenticeships and so that employers are ready to accept them.

TABLE 7
APPRENTICESHIP ENROLMENTS BY SEX
SOUTH AUSTRALIA, 1978

<table>
<thead>
<tr>
<th>Course</th>
<th>Males</th>
<th>Females</th>
<th>Persons</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hairdressing:</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ladies’</td>
<td>44</td>
<td>943</td>
<td>987</td>
</tr>
<tr>
<td>Men’s</td>
<td>27</td>
<td>20</td>
<td>47</td>
</tr>
<tr>
<td>Other Courses</td>
<td>8475</td>
<td>30</td>
<td>8505</td>
</tr>
<tr>
<td>TOTAL</td>
<td>8546</td>
<td>993</td>
<td>9539</td>
</tr>
</tbody>
</table>

Source: Department of Further Education

Barriers to female school leavers entering apprenticeships are due to prejudice rather than lack of aptitude, but awareness of the prejudice makes female secondary students reluctant to attempt the usual pre-requisite subjects for apprenticeship. The cycle is complete when employers and trade authorities assert that few women are interested in the special trades. The Committee holds the view that the matter of women’s access to the apprentice trades should be the subject of a separate enquiry.

63. Mathematics and science are essential pre-requisites to a large number of post-secondary vocational courses, and mathematics is also highly regarded by employers who consider it to be a measure of basic numeracy. Table 8 shows that the mean performance of female students in the 1976 matriculation examination was ahead of male students in 15 out of 18 subjects. The statistical significance of these results has not been computed; furthermore, inferences concerning the differences of achievement levels of the sexes must take into account the possibility that the relatively few women taking subjects like mathematics and science are a self-selected group of high ability. Despite these reservations, the superior average performance of females in nearly all subjects strongly suggests that their achievement at this level is generally superior. The ability of females to succeed in examinations was referred to in the Karmel Report which, in its discussion of Public Examinations Board Leaving Examination results, stated that "the performance of girls remained consistently superior."8

64. An anomaly in the general education programme of South Australian secondary schools is the shorthand and typing (commercial) course which is taken by many female students. This option—the only vocational course in secondary education—tends to draw female students away from those subjects which would open the way to a wider range of vocations. Although the issue of

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8 Education in South Australia 1969-70, p. 74.
vocational teaching in secondary schools is not our concern, we are perturbed that there should be one subject which has the effect of foreclosing the choices of post-secondary courses available to girls. It would seem desirable that secondary schools should either phase out typing and shorthand training (which might be taken over by Department of Further Education colleges), or offer a number of other vocational options.

65. Owing to the strong influence of social custom on the attitudes of girls, resources devoted to counselling in secondary schools should be increased and improved so that female students have greater awareness of the vocational implications of their subject choices. The waste due to inadequate or inappropriate preparation through lack of counselling at secondary schools lies not only in the under-utilisation of personal abilities but also in the cost to the community and to the individual in recovering lost ground in later years.

66. Many mature women affected by the past narrowing of their life options also tend to lack the confidence to undertake new vocational courses, particularly those leading to male-dominated occupations. The Women's Advisory Unit of the Premier's Department informed the Committee that many women will not pursue vocational options which are well within their abilities because they lack self-confidence; others simply lack the necessary information about education for vocations.

67. There is need for systematic information and guidance on the whole range of post-secondary opportunities and related courses. At present, the information and guidance which is available is usually directed to school leavers or to those who need details of particular courses. The handbooks and pamphlets we saw would have been difficult to understand by persons who have been out of

### TABLE 8
**MATRICULATION EXAMINATION RESULTS BY SEX, SOUTH AUSTRALIA, 1976**

<table>
<thead>
<tr>
<th>Subject</th>
<th>Males</th>
<th>Females</th>
</tr>
</thead>
<tbody>
<tr>
<td>American History</td>
<td>1.09</td>
<td>0.98</td>
</tr>
<tr>
<td>Ancient History</td>
<td>0.85</td>
<td>0.86</td>
</tr>
<tr>
<td>Australian History</td>
<td>1.04</td>
<td>1.16</td>
</tr>
<tr>
<td>Biology</td>
<td>0.97</td>
<td>0.95</td>
</tr>
<tr>
<td>Chemistry</td>
<td>0.81</td>
<td>0.86</td>
</tr>
<tr>
<td>Classical Studies</td>
<td>0.77</td>
<td>1.00</td>
</tr>
<tr>
<td>Economics</td>
<td>0.96</td>
<td>0.93</td>
</tr>
<tr>
<td>English</td>
<td>0.74</td>
<td>1.13</td>
</tr>
<tr>
<td>French</td>
<td>1.31</td>
<td>1.41</td>
</tr>
<tr>
<td>Geography</td>
<td>1.03</td>
<td>1.06</td>
</tr>
<tr>
<td>Geology</td>
<td>0.92</td>
<td>0.91</td>
</tr>
<tr>
<td>German</td>
<td>1.24</td>
<td>1.39</td>
</tr>
<tr>
<td>Maths I</td>
<td>1.06</td>
<td>1.11</td>
</tr>
<tr>
<td>Maths II</td>
<td>1.06</td>
<td>1.18</td>
</tr>
<tr>
<td>Maths IS</td>
<td>0.72</td>
<td>0.90</td>
</tr>
<tr>
<td>Modern European History</td>
<td>1.02</td>
<td>1.15</td>
</tr>
<tr>
<td>Music</td>
<td>1.10</td>
<td>1.23</td>
</tr>
<tr>
<td>Physics</td>
<td>0.86</td>
<td>0.96</td>
</tr>
</tbody>
</table>

Source: Education Department of South Australia, J. Delin and J. Saunders, *The 1976 Matriculation Results: No News for Feminists*, Table 1, p. 1.
touch with educational institutions for many years. Information about mature-age
entry is neither well published nor widely understood, and, in higher education,
opportunities are limited. The need for better information and guidance applies to
both men and women; however, because of past attitudes and customary sex-
roles, women require particular assistance.

68. The Committee takes the view that, notwithstanding the existence of a
number of specialised vocational guidance and information centres, there is the
need for a general vocational studies information and counselling centre open to
all, but especially catering for women. Such a centre should be well publicised
and should specialise in counselling women who have never had the opportunity
to undertake vocational studies or who may need assistance to remedy past
deficiencies in their basic education. It could also be a referral point (but not a
substitute) for other services to women which are being developed in the South
Australian community. The centre could be a part of the information and advisory
service proposed for investigation in Chapter 8.

69. The Department of Further Education colleges offer a course with the
objective of helping women build their confidence and knowledge about work.
Initially designed for the Public Service of South Australia, this course, "Women in
Organisations", is now generally available to women who wish to explore career
opportunities. The course is an example of counselling among a group of people
sharing the same problems.

70. Access of women (and some men) with children to post-secondary
studies could be improved by increased availability of child-care. The problem
also affects some staff members. This is a matter which should be reviewed by all
post-secondary institutions.

71. Teaching in schools and post-secondary education has been the largest
single field of employment for women with professional qualifications. The low
participation of women in senior positions in the Education Department and post-
secondary institutions (see Tables 9 and 10) is an example of a more general
problem which is only partly related to qualifications. While 65 per cent of
teachers employed by the Education Department are women, this proportion is
not reflected in numbers of higher appointments. Table 10 shows that women
hold only 25 per cent of senior positions but 66 per cent of lower positions. Other
information provided to the Committee by the Education Department suggests
that promotional prospects appear not to have improved in 10 years. For
example, despite the fact that the proportion of female teachers with qualifications
in higher education has trebled since 1968 and the number of promotional
positions in the Department has doubled, the number of females in these
positions has risen only marginally, from 22 per cent in 1968 to 23 per cent in
1977. Table 10 also shows that in the Department of Further Education women
comprise only 21 per cent of the full-time teaching staff. In colleges of advanced
education, women occupy 25 per cent of all teaching positions and in the two
universities, 13 per cent. However, these proportions are not reflected in senior
positions in either teaching or in non-academic administrative positions. There
are, of course, many explanations for this. Not the least of these is that until 1969
women in the Education Department (which included the Technical Division, fore-
runner of the present Department of Further Education) lost permanent status on marriage. In higher education, it appears that relatively few women obtain higher degrees, which are desirable for promotions (see Chapter 3).

**TABLE 9**

PROFESSIONALLY QUALIFIED NON-ACADEMIC STAFF IN EDUCATIONAL INSTITUTIONS, BY SEX, SOUTH AUSTRALIA, 1978¹

<table>
<thead>
<tr>
<th>Educational Institution</th>
<th>Upper Professional²</th>
<th>Lower Professional</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Females</td>
<td>Females</td>
</tr>
<tr>
<td></td>
<td>Males</td>
<td>Number</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Administration and Service³</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Adelaide University</td>
<td>27</td>
<td>—</td>
</tr>
<tr>
<td>Flinders University</td>
<td>17</td>
<td>—</td>
</tr>
<tr>
<td>Board of Advanced Education</td>
<td>4</td>
<td>—</td>
</tr>
<tr>
<td>Colleges of Advanced Education</td>
<td>29</td>
<td>5</td>
</tr>
<tr>
<td>Education Department</td>
<td>82</td>
<td>10</td>
</tr>
<tr>
<td>Department of Further Education</td>
<td>27</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>186</td>
<td>16</td>
</tr>
<tr>
<td>Library</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Adelaide University</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>Flinders University</td>
<td>4</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>8</td>
<td>5</td>
</tr>
<tr>
<td>TOTAL</td>
<td>194</td>
<td>21</td>
</tr>
</tbody>
</table>

¹Reference date for Education Department and Department of Further Education was 1977 and for other bodies, 1978.

²"Upper Professional" includes personnel in colleges of advanced education and universities receiving salaries equivalent to that of senior lecturer and above; those in the Education Department and Department of Further Education classified as Principal Education Officer and above (or as Executive Officer Grade 1 under State Public Service classifications); salary levels at these ranges are generally in excess of $21,000 per annum.

³For the universities, includes professionally qualified non-academic staff in Central Administration/Registry, university departments and faculties, and service and associated university departments; for other bodies includes all professionally qualified non-academic staff.

Source: Information supplied by the relevant institutions, departments and the South Australian Board of Advanced Education.

72. As so few women are appointed to senior positions, they are not adequately represented in the policy-making areas of education. This situation could be improved by deliberate action on the part of institutions to provide women (particularly those whose work experience has been interrupted) with special opportunities to acquire the experience needed if they are to compete on an equal basis with men for these positions. Each sector of education, or institution, should consider establishing representative committees to formulate and implement the required staff development programmes.

73. At the end of this Chapter, we recommend that all tertiary institutions should prepare and publish more statistical information than is at present made available. This should cover the various groups of students participating in
TABLE 10
FULL-TIME TEACHING STAFF IN EDUCATIONAL INSTITUTIONS
BY SEX, SOUTH AUSTRALIA, 1977

<table>
<thead>
<tr>
<th>Educational Institution</th>
<th>Senior Teaching Staff</th>
<th>Other Teaching Staff</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Females</td>
<td>Females</td>
</tr>
<tr>
<td></td>
<td>Males</td>
<td>Number</td>
</tr>
<tr>
<td>Adelaide University</td>
<td>404</td>
<td>18</td>
</tr>
<tr>
<td>Flinders University</td>
<td>171</td>
<td>10</td>
</tr>
<tr>
<td>Colleges of Advanced Education</td>
<td>264</td>
<td>37</td>
</tr>
<tr>
<td>Education Department</td>
<td>251</td>
<td>84</td>
</tr>
<tr>
<td>Department of Further Education</td>
<td>59</td>
<td>1</td>
</tr>
</tbody>
</table>

1"Senior Teaching Staff" includes full-time academic staff at senior lecturer and above in universities and colleges of advanced education and positions of equivalent salary in the Education Department (Principal Class 1 and above) and the Department of Further Education (Head of School, Principal Class 3, etc., and above).

2Less than 10 per cent of these positions are held by part-time staff, 95 per cent of whom are females and mainly included in "Other Teaching Staff".

Source: Information supplied by the relevant institutions, departments and the South Australian Board of Advanced Education.

courses and other programmes and information on access and performance. In the case of women information should also be prepared to show the proportion of females employed at all levels of academic and administrative staff.

74. Our RECOMMENDATIONS are set out below.

(a) The Tertiary Education Authority of South Australia should request from all tertiary institutions, including the Department of Further Education, information on programmes to increase the participation of women in higher levels of administration and teaching and should publish such information in its annual report.

(b) Special attention should be given to the provision for women of a service giving information and counselling regarding vocational and non-vocational education available to them.

(c) The Minister of Education should examine ways and means to better equip female secondary students for post-secondary education, including the improvement of their participation in such subjects as mathematics and science which are necessary preparation for entry to many careers.

(d) The Tertiary Education Education Authority of South Australia should consult with the Minister of Education and the Minister for Labour and Industry with a view to establishing a separate enquiry into the causes of the low participation of women in trade apprenticeship courses.
UNEMPLOYED YOUTH: POST-SCHOOL ROLES FOR YOUTH

75. At present almost one-half of school leavers proceed to higher or technical and further education within two years of completing secondary school. Of the remainder, a large proportion, perhaps as many as one-half, is unable to find continuing or satisfactory employment. Those most affected are the early school leavers with poor records of academic achievement; the problem is compounded because they inevitably lack work experience which also counts against them in attempts to find satisfying employment.

76. For the first time in forty years, large numbers of young people about to leave school cannot be certain of obtaining satisfactory work-roles or, indeed, of securing any continuing employment at all. The effect on the self-confidence and social commitment of a large part of the generation approaching adulthood is enormous and likely to have far-reaching consequences for both the individual and society.

77. In Chapter 1 we stated our concern at this situation and suggested the need for a policy which guarantees that every school leaver has the opportunity to move into a satisfactory post-school role in work, in education or in special projects. Institutions of post-secondary education are centrally important in an overall strategy in that they can provide guidance, training for vocations, and education as an end in itself. It is sometimes claimed that post-secondary education programmes simply have the effect of re-arranging the order in which young people queue for a limited number of jobs. It is important that this assertion should receive critical examination. While employers are likely to appoint the applicant with the highest qualifications, even if the level is excessive for the job, it should not be overlooked that post-secondary education can raise employability.

78. We recognise, however, that the problem involves not just education, but many areas of public policy and action. A large number of state and federal agencies are involved in developing policies and programmes to meet the needs of school leavers, but greater unity of purpose and collaboration between these programmes is required. The South Australian agencies involved include: the Education Department, the Premier's Department, the Department for Community Welfare and the Departments of Further Education and Labour and Industry, as well as the South Australian Industrial Training Council. The Federal departments include the Departments of Education, Social Security, Employment and Industrial Relations (including unemployed youth units and similar sub-agencies), the Tertiary Education Commission and its Technical and Further Education Council. Co-ordination of these programmes is complicated by the fact that funding is typically from federal sources while the delivery systems are those of state bodies. Stronger co-ordination of policy and implementation would appear to be necessary, particularly at the state level where services are close to the problem.

9It is not the purpose of this Report to consider a complete strategy of post-school roles for youth; however, there is a need for voluntary and state-prepared programmes of community service. A number of young people will find satisfactory roles for themselves, but there are at present too few opportunities outside school and work.

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79. An important short-coming in present practices is the delay in identifying young people in difficulty until they appear as a problem at the employment service or a welfare agency. A fundamentally different approach is necessary: this would identify young-people-at-risk at the earliest possible point in the process of moving from school to post-secondary roles. Such an approach would require an agency to keep in touch with every school leaver in order to provide information and guidance concerning further education or employment. The agency would quickly identify those most at risk and would be in a position to put them in touch with the appropriate employment or education service. The school is the agency which is readily in a position to undertake this role. We envisage that one staff member, possible the careers teacher, would have the responsibility for maintaining a channel of communication with all school leavers. Although many young people would quickly find satisfactory roles, the teacher's concern would be to identify those in need of help and help them to approach the appropriate services.

80. We are aware that some students have been unhappy at school and that they could resent what might appear to be an extension of the school's custodial role into their post-school lives. It would not be necessary, however, for the school to have the major responsibility in a post-school programme. An appropriate arrangement may be for responsibility to be taken by a team of officers from secondary school, college of further education, Department of Labour and Industry and the Department for Community Welfare; we understand that such schemes operate in some country towns. It would be most important that these teams should operate under a clear policy and with a sense of common purpose directed to the objective of ensuring that every school leaver has the opportunity to enter a satisfactory post-school role in work, education or special projects.

81. It would be an integral part of this approach to compile systematic information on the education and employment careers of leavers during the first year or two after school. This would provide an essential source of data for the development of strategies and would be a measure of the extent to which a policy of providing satisfactory roles for all school leavers is being achieved.

82. Post-secondary education would have an important role in this strategy, as the Department of Further Education would provide most of the educational services needed. Although further education after school cannot create jobs where there are none, we regard it as preferable to the aimless drifting which, for many at present, is associated with unemployment.

83. The Committee RECOMMENDS that the South Australian Government should give consideration to development of a policy which guarantees the opportunity of a post-school role in work, education or special projects for all school leavers (see also Chapter 9, Part 2, recommendation (a)).

CONCLUSIONS

84. It will be apparent that our review of access to post-secondary education has been handicapped by the paucity of relevant information. Even where we commissioned studies, the authors were restricted by the limited amount of statistical data from the Census, from routine collections by institutions, or from
special surveys. We are proposing, therefore, that all universities and colleges of advanced education and the Department of Further Education should arrange for the regular assembly and publication of comprehensive social and educational statistics. In the preceding section on women, we have given an indication of the sort of detail that is necessary. These analyses and the publication of statistical information should serve three important purposes: they should provide a basis for the making of informed policy; they should provide indicators of progress towards set objectives; and they should provide a form of public accountability.

85. It has been the particular concern of this Chapter to consider the method of selection of students and the need for steps to improve the access to appropriate programmes for Aborigines, country residents, migrants, women and unemployed youth. Statistics should be available which will permit analysis of numbers and characteristics of students in these and other categories in relation to level and method of entry, type of course, academic progress and post-graduate employment.

86. Elsewhere in the Report, we have discussed demographic factors, part-time and external studies, adult education, recurrent education, transfer of credit and academic performance. Further discussion of each of these subjects also needs to be informed by more statistical information than is available at this time. The necessary data would need to be obtained from routine collection of information (for example, when students enrol) or from surveys. It is important that comparable definitions and categories should be used so that appropriate analyses can be made across institutions and sectors. To achieve this, a working party representing all sectors should be set up to develop an agreed methodology. This might be done through suitable arrangements between institutions, although it would be desirable for the Tertiary Education Authority of South Australia to be involved. The need for compatibility with other parts of Australia should be taken into account.

87. Our RECOMMENDATIONS are set out below.

(a) Universities colleges of advanced education and the Department of Further Education should enlarge their collection of statistical information with respect to the representation among students of significant social groups, transfer of credit, recurrent education, and academic progress.

(b) The Tertiary Education Authority of South Australia should convene a working party which should establish procedures for the collection of information on a comparable basis from the various sections of post-secondary education.

(c) The institutions and the Tertiary Education Authority of South Australia should regularly publish a statistical account of post-secondary education, including measures taken for the participation of minority groups.
New Emphases in South Australian Post Secondary Education

- REGIONAL COLLEGES
- EXTERNAL STUDIES
- RECURRENT EDUCATION
- RECOGNITION OF CREDIT
- SERVICES FOR STUDENTS
New Emphases in South Australian Post Secondary Education

REGIONAL COLLEGES

1. One of the major problems confronting the Committee has been overlap between sectors, particularly between colleges of advanced education and technical and further education. While our recommendation for the establishment of a co-ordinating authority is designed to create an agency that can manage disputes about sectoral boundaries (see Chapter 10), another effective approach might be to dissolve the boundaries by setting up multi-level institutions offering both TAFE and higher education courses. The term "community college" is widely used in Australia to describe such multi-level institutions. There are advantages claimed for this arrangement other than the resolution of boundary problems. The availability of a full spectrum of studies facilitates the granting of credit for previously completed work and enables the student who is uncertain of his abilities and aptitudes to move laterally or vertically into a more suitable course. It has also been urged that such institutions are more responsive to, and elicit a greater involvement from, their local communities.

2. In its submission to the Committee, the South Australian Board of Advanced Education stated that a positive response to community need by both colleges of advanced education and TAFE institutions could be encouraged without the establishment of a new type of institution.1 The Board suggested that this could be achieved by means of a limited expansion of some institutions in each sector to offer courses in the other sector, by the co-operative use of staff and facilities, or by the merging of existing institutions; the method chosen would depend on need and demand factors in each case. The Board suggested that advanced education courses might, for example, be offered at Mount Gambier in timber and forestry technology, or at Regency Park in food and catering; further education courses might be offered at the South Australian Institute of Technology and Salisbury College of Advanced Education; co-operative use of staff and facilities might be made in developments at Noarlunga; and the two tertiary institutions at Whyalla might merge to form a comprehensive multi-level college. The Board pointed out that each example would require different administrative arrangements formulated by a suitable working party that included the participants in the venture.

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1 South Australian Board of Advanced Education. Submission to the Committee, "Report on Co-ordination of Colleges of Advanced Education in South Australia" (March 1977), p.35.
3. The Board regarded it as consistent with the aims of advanced education that most colleges of advanced education should offer further education activities to a limited extent, by using their expertise and facilities to provide courses not available from further education institutions, to offer bridging studies to their higher courses, and to offer higher level in-service and continuing education work.

4. The Department of Further Education discussed the community college concept at some length in its submission. It too concluded that there was no justification for establishing a new class of institution, but proposed that the role of existing colleges of further education should be expanded to form a system of community colleges in South Australia. It pointed out that autonomous multi-level colleges have not always been successful elsewhere owing to neglect of the less academically oriented courses and tensions between staff about different salaries and conditions. Nevertheless, the Department of Further Education concluded that multi-level community colleges were practicable within the departmental framework, especially in country areas, and recommended their development within the DFE system. The proposal envisaged that courses of study would be authorised through arrangements with the colleges of advanced education and the universities. These arrangements would either involve a staff member of the university or college of advanced education being located at the community college, or Department of Further Education lecturers acceptable to the authorising institution presenting lectures and tutorials. Alternatively, the college could be a focal point for higher education students studying externally.

5. Proposals for community colleges have attracted considerable attention in recent years. The report of the Steering Committee for a South-East Community College recommended a community college for the Mount Gambier region. The concept involved the provision of post-secondary education programmes over a wide range of fields and at varying levels. These programmes might include:

(a) diploma and associate diploma courses;
(b) para-professional certificate courses;
(c) vocational and trade courses;
(d) remedial and bridging courses;
(e) courses which link secondary education courses with further education courses;
(f) liberal studies courses;
(g) enrichment and cultural activities;
(h) updating and retraining courses;
(i) courses to regenerate motivation for learning.

The report suggested that a community college should; be flexible in organisation, arrangement of facilities and use of resources; be responsive to community needs; include local community members on governing councils; be recognised as a class of institution within the tertiary education system; and offer courses which are accredited bridging courses to programmes in other institutions.

2 Department of Further Education, Submission, "Community Colleges", Part 3, Section B.
6. The characteristics of the community college have been listed in various Australian discussions of community colleges; among these the Dennison Report has been an influential document. The essential characteristics of a community college are regarded as: the governing board of the college is composed of citizens resident in the college community; local skills and expertise are used in teaching; teaching is the first priority for staff; and access is open to all students (although not every course and programme would be open to all, as this could place an unrealistic demand on both college resources and students). Most of the teaching at a community college corresponds to one of the six TAFE streams, but provision is also made for the first year or two of some higher education studies for students who would subsequently transfer to a university or college of advanced education. A guidance and counselling service is seen as an essential concomitant to the provision for open access and transfer to higher education.

7. In 1976, the Technical and Further Education Commission drew attention to the use in Australia of the term "community colleges":

The Commission is concerned that the term "community college" is now being used loosely in Australia. It believes that the development of multi-level colleges, carefully planned to meet real community needs, could become an important feature of moves to rationalise the post-secondary area. However, nothing will be gained in educational planning, and much will be lost, if the impression is fostered that the mere addition of disparate activities to an existing institution which lacks students creates a worthwhile community college.

Any attempts to rationalise provision of post-secondary education by developing multi-level institutions will depend for their success on a coherent structure for salaries and conditions of staff within each institution. The resolution of this issue is a necessary pre-condition for establishing multi-level institutions with a corporate identity of their own.

We share the concern expressed here. The term "community college" has often been used carelessly in Australia to embrace a large number of more or less unrelated ideas for educational reform. One difficulty has been the uncritical comparison of Australian proposals with North American examples, particularly the community colleges of California and British Columbia. While there is a number of attractive features associated with the community college idea, the different circumstances in California and British Columbia make institutional developments there quite inappropriate to Australia. The tradition of local government and taxation is not strong in Australia and would limit the capacity for local control. As Australia is highly urbanised, there are few communities of sufficient size to support a community college of the North American kind. The three sectors in this country are subject to different funding arrangements and

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kinds of administrative control; these and other variations in the salaries and conditions of service applying in different sectors are obstacles to the development of multi-level institutions.

8. The three sectors have developed separately in Australia with little consideration for a future which might include multi-level institutions. Darwin Community College is the only example of an Australian institution deliberately established with a charter to offer courses from pre-trade to degree level. It has experienced some difficulties in establishing a satisfactory academic organisation and a staffing structure suitable to a diverse set of teaching areas and levels.5

9. Some South Australian colleges of further education have been renamed community colleges; this has been accompanied by a heightened awareness that the college should be responsive to the needs of the immediate community. The change of name, however, does not appear to have been accompanied by major changes in the governance of colleges, in the level at which courses are offered, in the types of subjects taught, in the depth of study, in advisory services available to potential students, or in the extent of off-campus community outreach programmes. This is not surprising, since DFE colleges are constrained by their boundary with the colleges of advanced education, by present funding arrangements and, with respect to local involvement in governance, by the authority of the Department.

10. Proposals for community colleges in Australia include three distinct reforms. These are: for a college which spans TAFE and higher education; for strong educational links with the local community; and for community participation in governance. Each of these proposals for reform has some merit, but it is unnecessary and confusing to seek the solutions to all three in the one package. Furthermore, the existing structure of colleges of further education, colleges of advanced education and universities is satisfactory. Since the provision of controlled flexibility can be established at present boundaries, the creation of another distinct type of institution would not advance post-secondary education in South Australia. Elsewhere in this Report there has been discussion of the possibility of multi-level institutions for Whyalla, Salisbury, Mount Gambier and Noarlunga. As the situation is quite different in each case, it would be inappropriate at this time to attempt to meet the diverse needs with a single organisational model. Experience gained as the two sectors concerned work together during the next two or three years should contribute to a solution. Two possible models are a DFE institution providing some higher education studies under licence, or a college of advanced education with authority to teach certain TAFE Stream 6 studies.

11. In country regions, the colleges of further education provide the only realistic base for higher education studies. In Chapter 9 Part 2, we proposed that arrangements should be examined whereby universities and colleges of advanced education could provide studies in higher education under a licensing agreement. The particular form of arrangement could range from the use of

visiting higher-education lecturers to the use of Department of Further Education staff who are accredited by a licensing agreement. A suitable name for DFE colleges with a continuing involvement in higher education would be "regional colleges." Where funding procedures do not allow for higher education to be provided by TAFE institutions, it would be necessary to seek suitable arrangements with the Tertiary Education Commission.

12. The Committee RECOMMENDS that the name "community college" should not be used in South Australia. In the technical and further education sector, country colleges with continuing involvement in higher education should be known as "regional colleges" and all other colleges as "colleges of further education". (See also recommendations under Chapter 7, Country Residents, Chapter 8, External Studies; and Chapter 9, Part 2, Technical and Further Education.)

EXTERNAL STUDIES

13. The term "external studies" is used to describe the provision of courses of study for students who do not attend the institution conducting the studies, except perhaps for brief periods. Originally this form of study was based on written communication between the student and his instructors; nowadays additional means of communication are used, including tape recordings (both audio and visual), films, radio, television, telephone, and visits by tutors.

14. For some persons, external studies provide the only possibility of their attempting a particular course. The difficulties of South Australia's country residents in obtaining post-secondary education have been discussed in Chapter 7. However, inability to attend an institution may not only be due to isolation or distance. The care of children or other persons, a physical handicap, or unusual working conditions, such as shift work, may make it impossible for a person to attend regularly, even if the institution concerned is easily accessible.

15. In South Australia, the Department of Further Education has established a College of External Studies which has a current enrolment of approximately 10,000. Elsewhere in post-secondary education, provision for external studies in higher education compares poorly with other Australian states.

16. Of the universities, only the University of Adelaide enrolls external students; all of these are concentrated in the Arts faculty, and three-quarters are teachers resident in the country. In the advanced education sector, Adelaide College of Advanced Education operates an external studies unit through which Adelaide, Torrens, Kingston and Murray Park colleges offer external subjects; all are in teacher education or related awards. Funding and staffing appear to be inadequate, and the unit is often criticised—perhaps unfairly given its resources—by students or prospective students.

17. In the TAFE sector, the Department of Further Education College of External Studies offers a wide range of subjects to students throughout the State.

6Information supplied to the Committee by the University of Adelaide (April 1978). In 1977, 33 students were enrolled.
Many country students use the facilities of their local college of further education, taking subjects not offered locally; however, the majority of external students in TAFE are metropolitan based (see Table 3).

18. Table 1 shows the number of external studies students in South Australia for 1976 compared with those in other states. Since then, there has been a decline in enrolments in external studies in South Australian universities. The numbers for the university sector in Victoria have increased since Deakin University's involvement in external studies.

**TABLE 1**

EXTERNAL STUDENTS IN TERTIARY EDUCATION, BY STATES, 1976

<table>
<thead>
<tr>
<th>Sector</th>
<th>NSW</th>
<th>VIC</th>
<th>QLD</th>
<th>SA</th>
<th>WA</th>
<th>TAS</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Universities</td>
<td>5271</td>
<td>144</td>
<td>2876</td>
<td>45</td>
<td>465</td>
<td>109</td>
<td>8910</td>
</tr>
<tr>
<td><strong>Per cent of total enrolments</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number</td>
<td>3390</td>
<td>2630</td>
<td>864</td>
<td>951</td>
<td>1356</td>
<td></td>
<td>9191</td>
</tr>
<tr>
<td>Colleges of Advanced Education</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Per cent of total enrolments</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number</td>
<td>13904</td>
<td>5850</td>
<td>10 731</td>
<td>10 354</td>
<td>13 634</td>
<td>623</td>
<td>55 096</td>
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<td>Department of Further Education</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Per cent of total enrolments</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number</td>
<td>13904</td>
<td>5850</td>
<td>10 731</td>
<td>10 354</td>
<td>13 634</td>
<td>623</td>
<td>55 096</td>
</tr>
</tbody>
</table>

1 Excludes students undertaking higher degrees.


19. Tables 2 and 3 show the distribution of external students enrolled in South Australian institutions by the recently introduced CURB Regions.

Tables 4, 5 and 6 show some details of South Australian students in external courses of interstate institutions of higher education in 1977; 82 were in universities and 117 were in colleges of advanced education. Figures are not available for South Australian students enrolled in interstate TAFE colleges.

20. Enrolment at institutions in other states is not an entirely satisfactory arrangement for external studies, unless special arrangements are made. The quality of teaching and learning can be affected by postal delays, the high costs of long-distance telephone calls, costs of attendance at campus meetings and the impracticality of visits by tutors.

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7 The figures in Table 3 for the South Australian College of External Studies will not agree with other published data. A number of difficulties were experienced in obtaining information on enrolments; e.g., statistics were not available on a comparable basis for all areas of study, some being on a subject basis and others on a course basis. In addition, many enrolments were un-recorded when the table was compiled and some of the enrolments recorded as "Other Studies" are, in fact, enrolments which should be included under "Business Studies".

8 Regions adopted by the South Australian Government based on recommendations of the Committee on Urban and Regional Boundaries.
### TABLE 2

STUDENTS ENROLLED IN EXTERNAL AWARD COURSES IN HIGHER EDUCATION IN SOUTH AUSTRALIA, BY CURB REGION, 1977

<table>
<thead>
<tr>
<th>REGION and Sub-Region</th>
<th>Universities</th>
<th>Colleges of Advanced Education</th>
</tr>
</thead>
<tbody>
<tr>
<td>CENTRAL</td>
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<td></td>
</tr>
<tr>
<td>Metropolitan</td>
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</tr>
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<td>Outer Metropolitan</td>
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<td>43</td>
</tr>
<tr>
<td>YORKE AND LOWER NORTH</td>
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<td></td>
</tr>
<tr>
<td>Yorke</td>
<td>3</td>
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<td></td>
</tr>
<tr>
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<td>26</td>
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<td></td>
</tr>
<tr>
<td>Upper South-East</td>
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<td>45</td>
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<tr>
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<td>83</td>
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<tr>
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<td></td>
</tr>
<tr>
<td>Lincoln</td>
<td>4</td>
<td>58</td>
</tr>
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<td>—</td>
<td>7</td>
</tr>
<tr>
<td>NORTHERN</td>
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<td></td>
</tr>
<tr>
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<td>105</td>
</tr>
<tr>
<td>Pine</td>
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<td>18</td>
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</tr>
<tr>
<td>TOTAL</td>
<td>33</td>
<td>1148</td>
</tr>
</tbody>
</table>

1External courses are offered at the University of Adelaide only: excludes higher degree students.

2These courses are offered through the External Studies Department of the Adelaide College of Advanced Education.

Source: Information for "Universities" provided by Adelaide University, for "Colleges of Advanced Education" by the External Studies Department, Adelaide College of Advanced Education.

21. A number of submissions to the Committee dealt extensively with external studies. All suggested that programmes for external studies in South Australia should be upgraded and expanded to provide a wide range of subjects for students who are unable to attend lectures, and particularly for those resident in the country.

22. The Department of Further Education recommended that its facilities—that is, the South Australian College of External Studies and the state-wide network of colleges—should be developed as "an open university-type system" for all post-secondary education. It also sought the Committee's support for a departmental application for an FM radio station licence for educational purposes. The Department's College of External Studies also suggested the need for research on student needs and characteristics, course design and

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<table>
<thead>
<tr>
<th>REGION and Sub-Region</th>
<th>Subject Enrolments</th>
<th>Course Enrolments</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>General Studies</td>
<td>Other Studies</td>
</tr>
<tr>
<td></td>
<td>Males</td>
<td>Females</td>
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<td>6</td>
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<td></td>
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<td>2</td>
</tr>
<tr>
<td></td>
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<td>5</td>
</tr>
<tr>
<td>OVERSEAS</td>
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<td>8</td>
</tr>
<tr>
<td>TOTAL</td>
<td>1 015</td>
<td>1 324</td>
</tr>
</tbody>
</table>

1 The Table allows for DFE practice which enrols students in single subjects in General Studies and certain other courses; but in Business, Rural and Technical Studies enrols students in courses. Total number of Subject Enrolments or Course Enrolments overstates the number of students to the extent of multiple enrolment.

Source: Information supplied by the South Australian College of External Studies.
TABLE 4
SOUTH AUSTRALIAN STUDENTS ENROLLED INTERSTATE IN EXTERNAL AWARD COURSES AT UNIVERSITIES, BY CURB REGION AND FIELD OF STUDY, 1977

<table>
<thead>
<tr>
<th>REGION and Sub-Region</th>
<th>Humanities</th>
<th>Fine Arts</th>
<th>Social and Behavioural Sciences</th>
<th>Law</th>
<th>Education</th>
<th>Economics Commerce Government</th>
<th>Natural Sciences</th>
<th>Agriculture Forestry</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>CENTRAL</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
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<td></td>
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<tr>
<td>Metropolitan ..........</td>
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<td>11</td>
<td>12</td>
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<tr>
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<td>2</td>
</tr>
<tr>
<td>Lower South-East .....</td>
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<td>-</td>
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<td>-</td>
<td>-</td>
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</tr>
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<tr>
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<td>22</td>
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</table>

Source: Information collected by the Committee.
### TABLE 5
SOUTH AUSTRALIAN STUDENTS ENROLLED INTERSTATE IN EXTERNAL AWARD COURSES
AT COLLEGES OF ADVANCED EDUCATION, BY CURB REGION AND FIELD OF STUDY, 1977

<table>
<thead>
<tr>
<th>REGION and Sub-Region</th>
<th>Agriculture</th>
<th>Applied Sciences</th>
<th>Art &amp; Design</th>
<th>Commercial and Bus. Studies</th>
<th>Engineering and Technology</th>
<th>Liberal Studies</th>
<th>Para-Medical</th>
<th>Teacher Education</th>
<th>TOTAL</th>
</tr>
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<tbody>
<tr>
<td>CENTRAL</td>
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<tr>
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<td></td>
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<td></td>
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</tr>
<tr>
<td>Lower North</td>
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<tr>
<td>SOUTH-EAST</td>
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<tr>
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<td>1</td>
<td>1</td>
<td>-</td>
<td>1</td>
<td>-</td>
<td>7</td>
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<tr>
<td>TOTAL</td>
<td>26</td>
<td>15</td>
<td>1</td>
<td>46</td>
<td>2</td>
<td>10</td>
<td>4</td>
<td>13</td>
<td>117</td>
</tr>
</tbody>
</table>

Source: Information collected by the Committee.
### TABLE 6
SOUTH AUSTRALIAN STUDENTS ENROLLED INTERSTATE FOR EXTERNAL AWARD COURSES IN HIGHER EDUCATION, BY INSTITUTION, 1977

**Field of Study**

<table>
<thead>
<tr>
<th>Universities</th>
<th>Macquarie</th>
<th>Murdoch</th>
<th>New England</th>
<th>Queensland</th>
<th>TOTAL</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>F/t P/t</td>
<td>F/t P/t</td>
<td>F/t P/t</td>
<td>F/t P/t</td>
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<tr>
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<tr>
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<td>1</td>
<td>1</td>
<td>4</td>
</tr>
<tr>
<td>Social and Behavioural Sciences</td>
<td>3</td>
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<td>9</td>
<td></td>
<td>22</td>
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<td></td>
<td></td>
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<tr>
<td>Education</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Economics, Commerce, Government</td>
<td>3</td>
<td>2</td>
<td>3</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>Natural Sciences</td>
<td>3</td>
<td>2</td>
<td>10</td>
<td>9</td>
<td>22</td>
</tr>
<tr>
<td>Agriculture</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>3</td>
<td>7</td>
<td>45</td>
<td>27</td>
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</tbody>
</table>

**Field of Study**

<table>
<thead>
<tr>
<th>Colleges of Advanced Education</th>
<th>Armidale</th>
<th>Gippsland</th>
<th>Mitchell</th>
<th>Riverina</th>
<th>R.M.I.T.²</th>
<th>Warrnambool</th>
<th>W.A.I.T.</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture</td>
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<td>22</td>
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<td>11</td>
<td>13</td>
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<tr>
<td>Commerce and Business</td>
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<td>1</td>
<td></td>
<td></td>
<td></td>
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<td>1</td>
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<td></td>
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<td></td>
<td>13</td>
</tr>
<tr>
<td>Para-Medical</td>
<td>4</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>4</td>
<td></td>
<td></td>
<td>117</td>
</tr>
</tbody>
</table>

**TOTAL**

|               | 8 | 2 | 2 | 29 | 38 | 12 | 26 | 117 |

1°Full-time” students are those students undertaking sufficient subjects to be considered full-time.

2Excludes 45 TAFE enrolments.

Source: Information collected by the Committee.
assessment, media usage, counselling and co-ordination, and resources sharing.\textsuperscript{10}

23. In its submission the South Australian Board of Advanced Education proposed that external studies should be controlled by individual colleges, that a co-ordinating body for external studies should be established, and that an investigation should be carried out into the long-term development of external studies in South Australia.\textsuperscript{11}

24. In contrast to the idea that each college should run its own programme of external studies, Adelaide College of Advanced Education favoured a central External Studies Centre, either at the College or at an independent institution. It suggested that the Centre should be the focal point of external studies for all higher education in South Australia, including the universities.

25. In 1975, Flinders University prepared a special submission to the Australian Universities Commission proposing that the University should be a centre for external studies in South Australia.\textsuperscript{12} It proposed that the University would establish regional study centres supplemented by occasional student attendance at the Bedford Park campus. In its submission to the Committee, the University did not pursue this subject, although in later correspondence it re-affirmed its commitment to establishing provision for external studies.\textsuperscript{13}

26. In general, other submissions which discussed external studies either supported extensions to the present system, or the entry of other institutions into the area. Several referred to Radio 5UV, operated by the University of Adelaide, and argued for the expansion of its role and the strengthening of its transmission power. At present, 5UV transmission is limited to the metropolitan and near country areas. Radio broadcasting is an important element in adult and recurrent education and in external studies programmes. The Broadcasting Control Board is calling tenders in South Australia for three broadcast licences for special interest and educational activities. We propose that the whole issue of educational radio, not only Radio 5UV but the establishment of other facilities and the possible extension of existing services, should be investigated.

27. The Committee corresponded with interstate institutions regarding their potential role in the provision of external studies for higher education in South Australia.\textsuperscript{14} However, no proposal was developed to the point where South Australian students would receive a service comparable with that provided to students within the institution's home state.

28. The provision of interstate external university studies for South Australians at present has limitations; nevertheless, given the position taken by the Tertiary Education Commission, any expansion is likely to depend on services

\textsuperscript{10} Submission, Part 2, Section C, pp. 8-9.
\textsuperscript{11} South Australian Board of Advanced Education, Submission to the Committee, (1977), Recommendation 9, p. 139.
\textsuperscript{12} The Flinders University of South Australia, Introduction of External Studies: A Feasibility Study, submission to the Australian Universities Commission, 1976-78 Triennium (October, 1974).
\textsuperscript{13} Letters from the Flinders University to the committee (8/3/78 and 30/3/78).
\textsuperscript{14} Letters to the Committee from the University of Queensland (16/11/77) and Deakin University (13/12/76 and 26/7/77).
from interstate. Although students will be able to choose from several universities, it is our view that a better quality of provision would result if one university had the main responsibility for South Australia. Consideration could be given to using Department of Further Education country colleges for regional meetings of students and visits by tutors (see also Chapter 9, Part 2). We propose that the Tertiary Education Authority of South Australia should discuss the provision of university external studies with a number of universities, with a view to selecting one which would provide a specialised service in conjunction with resources available within South Australia.

29. The immediate problem for external advanced education studies will be to determine the institutional structure best able to extend the range of subjects now provided by the External Studies unit at Adelaide College of Advanced Education and to improve the quality of curriculum and delivery. Clearly, external studies would best be handled in an institution set up for that purpose and with staff recruited accordingly. However, this is not at present a practical proposal for South Australia.

30. On the other hand, the proposal that many or all colleges of advanced education should offer subjects for external study is an unsatisfactory solution. Even if they were supported by a central delivery service, it could result in undue dilution of resources. Moreover, it is unlikely to have the level of commitment and expertise required for an effective programme. Short of developing a college devoted wholly to external studies, we consider that the best solution is to develop a substantial commitment in an existing college. Since no single college could offer a complete range of studies, it would have to rely on other institutions for some offerings. The arrangement could be embodied in a contract specifying requirements in standards of curriculum and service from the donor institution.

31. Having reached this conclusion, the Committee was faced with the possibilities of either recommending the strengthening of the activity at Adelaide College of Advanced Education or seeking another college capable of making a major commitment to external studies. Administratively, the simplest solution to achieve the desired quality of service would be to up-grade the service now located in the Adelaide College of Advanced Education. We hesitate to make such a recommendation because of our concern that the unit may lose its purpose and commitment in the large college that will emerge from the amalgamation of Adelaide and Torrens Colleges of Advanced Education.

32. If an external studies unit is to operate within a single college, it should have the status of an academic school, its head should report at least to the level of college assistant director, and adequate specialist staff should be employed. It should have appropriate authority to effect contractual arrangements with the academic staff and departments of its own college and with other colleges. Given these conditions, the unit could appropriately be developed from the existing Adelaide College Unit. The advantages are that the Unit is already established and that an appreciable proportion of the external study courses would originate in the enlarged Adelaide College.

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It is possible that despite these advantages, a smaller college might in the long run be more appropriate for external studies; if this is found to be true, Salisbury College of Advanced Education would be the obvious choice. It is a relatively small institution and has the potential to make a major institutional commitment to teaching through the external mode. It is already engaged in some external work and possesses a well developed educational technology facility which could assist in the production of materials. In Chapter 9, we have made suggestions for the future of Salisbury which could lead to close collaboration with the Department of Further Education and, eventually, to the development of a multi-level college embracing TAFE and advanced education studies. This would facilitate Salisbury's effective use of the Department's substantial resources in external studies.

We therefore propose that a final decision should not be taken now, but that if Salisbury believes it could provide a high quality external studies service for advanced education, it should make a case to the Board of Advanced Education or the Tertiary Education Authority of South Australia (whichever is appropriate).

The adequate development of the external studies programme we envisage requires information from research and investigation. From the evidence of low participation in this State compared with elsewhere in Australia, and from evidence put to us in visits to country regions, there are many hundreds of potential students who might enrol in suitable courses. Although it was not possible for us to quantify the demand for external studies in South Australia, the extent and nature of the need might be established by surveys.

A second matter requiring systematic investigation is the extent of attrition of external students. There are indications that failure and withdrawal rates are high among both higher education and Department of Further Education students, but no study has been made of the problem. There is also the need for an evaluation of present and alternative methods of communication between students and the teaching centre.

Nearly all external students are studying part-time and some of their difficulties are shared by other students who are unable to undertake full-time study. In higher education, the numbers of part-time students have been decreasing recently, but they still comprise 32·5 per cent of university and 47 per cent of college of advanced education students. The numbers can be expected to increase again as more older, employed persons seek to enrol and as newly matriculated students, concerned about possible unemployment, take available jobs rather than embark on full-time studies after school. In the Department of Further Education, nearly all external students are studying on a part-time basis.

Traditionally, full-time, part-time and external students have been regarded as distinct categories. However, there is no reason why students should not adapt their courses to include two or even three of these modes, and there are some advantages in their doing so. It is likely that the large number of external students in the metropolitan area may find it useful to study some units on the campus if there were convenient time-tabling arrangements. Some students who begin to study full-time may find employment before their course is completed and may wish to finish by studying part-time or externally. Too often, traditional
patterns of time-tabling raise obstacles to part-time study: often lectures and tutorials are scheduled for a time which makes attendance impossible for persons in employment.

39. The analysis in Chapter 4 of academic progress of students who are doing part-time courses in higher education reveals that there is something seriously wrong with the education provision for this group. Even allowing for a proportion of students who have no desire to complete their courses, the rate of progress is far too low; of those students who do complete, many seem to have failed a substantial number of units. This appears to have been the state of affairs for a long time and it is not unique to South Australia, suggesting that the causes of the poor progress among part-time students are embedded in the system. This is a matter which should receive early attention.

40. In connection with the investigations on academic performance we recommended in Chapter 4 that a study should also be undertaken of the needs of part-time students including those who study externally. These investigations would be best carried out by the individual universities and colleges of advanced education and by the Department of Further Education.

41. Our RECOMMENDATIONS are set out below.

(a) The Tertiary Education Authority of South Australia should discuss the provision of university external studies with a number of Australian universities with a view to selecting one which would provide a specialised service in conjunction with the resources available within South Australia.

(b) External studies in advanced education should be operated from and administered in one college of advanced education with contracts being arranged with other colleges for the provision of specific courses: this should occur at the Adelaide College of Advanced Education unless the Board of Advanced Education or the Tertiary Education Authority of South Australia, as the case may be, after considering submissions from the Salisbury and Adelaide colleges, recommends its location at Salisbury.

(c) The Tertiary Education Authority of South Australia should investigate the possibility of additional use of radio broadcasting for tertiary educational services.

(d) All tertiary institutions (including the Department of Further Education) should make an assessment of the needs of part-time students, with particular attention to the availability of student services and to the suitability of time-tables.

RECURRENT EDUCATION

42. Reference was made in Chapter 1 to social and technological changes which call into question the idea that post-secondary education is completed in late adolescence or early adulthood. This pattern, sometimes referred to as the "front-end model," has been contrasted with alternative arrangements, described variously as recurrent education, further education, lifelong education, continuing
education, and adult education. The most useful term is recurrent education, particularly in the sense used by the former Technical and Further Education Commission in its second report:

Recurrent education is ... a conceptual framework for an educational system. It is proposed as an alternative to the continuous lengthening of uninterrupted full-time education—pre-primary, primary, secondary and post-secondary education. Essentially, it proposes that educational opportunities should be available to individuals in a recurring way as required throughout their lifetime. Those who leave education for work may return to education full-time or part-time as the need is recognised.16...

43. Recurrent education is not a novel idea: as pointed out in Chapter 4, provision has been made in South Australia for many years for adult education and for refresher studies in some vocational fields. Current discussion in Australia and overseas, however, envisages modifications in content, structure and presentation of courses, in the distribution of facilities, in admission requirements, and in the financial support available to students so as to facilitate a greater degree of recurring participation. The purported benefits are of three kinds: it will afford a second chance to those whose childhood schooling was incomplete or who were unable to complete post-secondary education as adolescents; it will meet the needs of those whose interests and motivations develop later in life; it will help to maintain the skills and competencies of the work-force.

44. These benefits are consistent with the Committee's general objective of enhancing the effectiveness of post-secondary education through improved co-ordination and management, wider and more equitable participation, and improved delivery. It is not, however, a question of choosing either a recurrent education model or a "front-end model," but of determining how far and in what ways a recurrent pattern of participation might beneficially be encouraged.

45. At an advanced or postgraduate level, various agencies provide refresher studies or short programmes on specific topics and new developments. Many postgraduate degrees and diplomas provide post-experience study—frequently on a part-time basis—for persons of mature age. Other university graduate studies are intended to provide the general graduate with a vocational specialisation: these include graduate diplomas in education, counselling, applied physics, computing science, applied psychology and business, and masters degrees in educational administration, business management and environmental science. Colleges of advanced education also offer a number of associate diploma and other undergraduate courses intended for students who have had or are engaged in relevant employment.

46. The recurrent education concept fits the operations of the Department of Further Education. Its programmes are largely intended for persons who have left school, and who have worked or are working while studying part-time. It offers programmes over a wide range of courses leading to skilled occupations for

those who already have a basic qualification. The Department has a statutory obligation to provide studies for apprentices to be taken concurrently with work experience. The Department also offers post-basic courses in many vocational fields. It facilitates the entry of mature students through bridging work and offers courses to prepare mature-age students for the Matriculation Examination. Courses are available by attendance at further education colleges and through the College of External Studies.

47. If student age is taken as an indication of recurrent education, there is already substantial participation: 16 per cent of university, 26 per cent of college of advanced education and 31 per cent of Department of Further Education students are 30 years of age or over. As indicated in Chapter 3, the trend is for increasing enrolment by older students.

48. The grants and allowances available for adults wishing to study full-time limit the access of some to recurrent education. The National Employment and Training scheme provides for full-time study in certain vocational courses, but eligibility is restricted. The allowances of the Tertiary Education Allowance Scheme are generally inadequate for adults with family responsibilities. Some employers, particularly the State Public Service, provide leave with pay for studies; but eligibility is not available to all employees or for all courses. The idea of paid-educational leave for all employees is receiving some attention at present and is the subject of an investigation by the South Australian Council for Educational Planning and Research.

49. Within higher education, the greatest obstacles to further development of recurrent education are the funding rules which limit the development of those post-basic or in-service studies which do not lead to a recognised award. A related and complex issue in vocational courses, is the balance between the duration of initial degree or diploma studies and in-service studies which continue training after a period of employment. For a number of the professions, a more satisfactory educational preparation than the present arrangement would be a shorter period of initial studies, followed, after a period of practice, by periodic updating studies. At present, it is usually assumed that everything must be covered in a pre-service course.

50. Our RECOMMENDATIONS are set out below.

(a) The South Australian Government should initiate discussions between employers, trade unions, educational authorities and appropriate Government agencies concerning the extent to which educational leave could be more readily available and how its cost might be met.

(b) The South Australian Government and the Tertiary Education Authority of South Australia should take up with Commonwealth authorities the need for more generous support for mature-age students seeking training on a full-time basis.

(c) The Tertiary Education Authority of South Australia should seek relaxation of the present Tertiary Education Commission limits on recurrent expenditure by universities and colleges of advanced education on courses of less than one year of full-time study.
RECOGNITION OF CREDIT

51. In its terms of reference, the Committee was asked "to investigate means of ensuring increased flexibility of movement of students between classes of institution and in particular the granting of credit for course work done in another institution."

52. A student may seek credit for work done elsewhere for a variety of reasons: to upgrade a qualification in a similar field, to broaden his range of studies beyond that available in a particular course, or to complete his course should he shift away from the locality of his original institution. If credit is granted, it can mean saving time and may affect eligibility to retain a scholarship or grant.

53. From the institutional point of view, the question of granting credit for work done in another course is complex. If transfer from one course to another is involved this may be within the one institution, between institutions in the same sector or between sectors. It may concern a request for exemption from qualifying prerequisites, admission to a course, or credit within the course for units passed elsewhere.

54. Important principles are involved in credit transfer, particularly if consideration is given to having an independent authority determine when credit should be awarded. Academic freedom requires that institutions should not be subject to outside direction in selection of students, details of course content or the standard of awards. In higher education, it is argued that in granting credit it is necessary to take into account the standard an institution sets itself and the need to maintain a distinctive institutional philosophy. Those courses which seek to impart particular vocational competencies often have highly integrated structures that do not lend themselves to the transfer of credit. For example, later studies in such courses are frequently based on skills covered earlier in the syllabus.

55. In courses which do not have a clear vocational objective, it is argued that students should be able to compose courses by combining elements offered by a number of sources. This proposal received support in the report on Open Tertiary Education in Australia and led to the recommendation that there should be a National Institute of Open Tertiary Education with power to confer awards for units gained in several institutions.17 (This recommendation was not accepted by the Commonwealth Government.) This Institute would have acquired comprehensive and specialised knowledge of courses throughout the country to an extent that would not be practical for a single institution.

56. Submissions were received referring to current practices regarding transfer of credit from institutions in all three sectors and from other agencies. In addition, the Committee commissioned a study of the topic from the South Australian Council for Educational Planning and Research.18

57. The Department of Further Education attempts to provide for the transfer of maximum credit between the programmes offered by its colleges. This is

18 Kevin Moriarty, "Transfer of Credit in South Australia" (Report to the Committee, August, 1977).
facilitated by the central control of the Department over curriculum and is consistent with its general objectives and philosophy (see Chapter 9, Part 2).

58. The South Australian Institute of Technology is in an unusual position in relation to credit transfer as it is the only South Australian institution which offers both TAFE and advanced education courses. It has adopted a policy of recognising completion of a technician certificate as an avenue for entrance to its associate diploma courses. The transfer of credit issue has been clouded by a dispute with the Department of Further Education and with students on relative standards of middle-level courses. This is commented upon in the Institutes’ submission\(^{19}\) and in Chapter 10 (paragraph 23) of this Report. In its relation with other advanced education or university studies, the Institute has a more liberal attitude to the transfer of credit than many other institutions. It has moved away from syllabus comparisons toward giving credit in its subjects for any broadly equivalent subject studies in a reputable college or university, whether or not the subject covers all facets of an Institute subject (Submission, p. 20). Counsellors inform students of the implications of the credit granted for later studies. As far as possible, credit is granted for whole years or complete groups of subjects, rather than for isolated subjects, in an effort to minimise the disruptive effects transfer might have. The Institute has not experienced any increase in problems among transferring students since the adoption of this more flexible policy.

59. In other colleges of advanced education, applications for transfer are considered individually. Submissions from the colleges pointed out that the differing objectives and the integrated nature of college courses constituted a barrier to ready transfer of credit between courses of different colleges. In referring to cross-sectoral transfer of credit, most submissions were concerned with transfers to and from the universities, often giving examples of difficulties college students had encountered in transferring to a university. In these discussions, there was an implicit criticism of the universities for not according colleges of advanced education equal status with universities. Those submissions from colleges of advanced education which discussed the granting of credit for courses undertaken in Department of Further Education colleges generally recognized that the present provisions were not satisfactory; differences in academic standards between the two sectors were seen as an obstacle.

60. Like the colleges of advanced education, the University of Adelaide treats each application for credit individually, examining the subjects concerned and the standard reached by the student. Credit is normally restricted to a maximum of one-half of a degree course, with the proviso that the full final year’s work in any subject must be undertaken in the University to qualify for a degree of the University. For admission to post-graduate studies, the completion of a university degree is a normal prerequisite. College of advanced education qualifications are recognized, but requirements may be imposed additional to those for students from universities.

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\(^{19}\) South Australian Institute of Technology, “Submission to the Enquiry into Post Secondary Education in South Australia” (November, 1976), p. 20.
61. In its submission, Flinders University stated that its rules are more flexible and generous than those of most other Australian universities. Practices vary among the different schools but its provisions generally are, in effect, that:

(a) Students who have graduated from another university will obtain not more than one year's equivalent status, and students who are not graduates may obtain up to two years' status;

(b) Students who have graduated from institutions other than universities may obtain up to one-third of a year of status for each completed year of full-time study up to a maximum of one year's equivalent study at Flinders University; students who are not graduates of other tertiary institutions may obtain one-third of a year for each completed year of full-time study up to two years' credit at Flinders University.

62. The study commissioned by the Committee found that in 1977 over one-quarter of new enrolments in higher education were by students with passes in at least one year of a course in another post-secondary institution. About three-quarters of the previous enrolments had been in South Australia.

63. The study reported that it was rare for transferring students to receive full credit for work previously undertaken. Of those transferring between courses in the same general subject area, 9 per cent received full credit and 10.3 per cent received no credit. Of those transferring between courses in different subject areas, 1.9 per cent received full credit and 33 per cent received no credit. Of this last group, 88 per cent were transferring into university courses—35 per cent from diploma studies, 34 per cent from other degree courses, and 17 per cent from certificate work.

64. The study drew attention to the fact that its survey included only those cases where transfer occurred. It is not possible to assess how many students wishing to transfer were deterred from doing so by difficulties of gaining credit for earlier studies.

65. Some submissions argued that the creation of multi-level institutions and the dissolution of sectoral boundaries would eliminate many obstacles to transfer. We consider that sectoral boundaries should not be rigidly defined and that, in some instances, institutions should offer programmes normally provided within other sectors. Nevertheless, it is important that sectors should hold to their distinctive purposes within a co-ordinated system of post-secondary education. Under these circumstances, it is desirable that students desiring to upgrade qualifications or gain recognition for comparable studies commenced elsewhere should not be disadvantaged for the sake of organisational convenience.

66. The evidence which is available shows that rules and practices for the granting of credit have resulted in far too few students being given due recognition for studies completed. The most satisfactory solution would be for institutions to survey their own practices and then co-operate with other institutions in order to establish arrangements for the entire system. While each case must ultimately be dealt with on its merits, the publication of guidelines would assist students in making applications. In some instances, it would be
appropriate for bi-lateral agreements to be established. If, for example, the
technical and further education sector is not, as we have recommended in
Chapter 9, to make major provision for associate diploma courses, it is
appropriate that technical and further education students should be able to
progress to courses of higher education with due recognition for appropriate
studies which have been completed. Greater opportunities for students in
colleges of advanced education and universities to include in their courses units
from other sectors would reduce pressures for duplication of subject areas.

67. Transfer of credit is not an area where the Tertiary Education Authority of
South Australia should have final authority, but it is appropriate that in giving
approval for a new course the Authority should take into account provision made
for granting of credit to students who have done other related studies. It is also
appropriate that the Authority should endeavour to ensure by consultation with the
institutions that the granting of credit is exercised to the maximum extent.

68. The Committee's RECOMMENDATIONS are set out below.

(a) The six colleges of advanced education and the two universities in
South Australia should review their policies and procedures for the
granting of credit for studies undertaken in other institutions with a
view to reducing restrictions as far as possible.

(b) The Tertiary Education Authority of South Australia should convene
meetings between institutions in order to establish agreed rules on
the conditions under which students will be granted credit.

(c) The Tertiary Education Authority of South Australia should arrange
for the preparation of a document for students giving consolidated
details of provision for transfer of credit in South Australian tertiary
institutions.

SERVICES FOR STUDENTS

69. Throughout the Report, a number of references have been made to the
importance of information, guidance and counselling services in improving
access of individuals to post-secondary education and in helping students with
their studies; we have recommended specific additions to existing services in
certain areas. However, we are concerned that any rationalisation of post-
secondary education which may follow our recommendations, or which may
occur because of a reduced growth rate, should not lower the priority given to
these services or to those services for the improvement of teaching and learning
that we specify later in this section.

70. The nature and location of information, guidance and counselling
services to students may vary. Information can be made available by means of
suitable publications, through advice from staff at schools and post-secondary
institutions or by administrative staff who deal with admission to courses. Some

20 Guidance involves assisting students with information about courses and careers related to their
interests and ambitions. Counselling embraces guidance but extends to providing assistance with a
large range of personal problems.
higher education institutions and the Department of Employment and Industrial Relations also provide professionally staffed services for careers guidance and counselling.

71. We have recommended two main extensions for existing services: a special counselling service for women and a greatly improved information and guidance service for country residents. Although these are directed to specific groups in need, they offer a means of access to counselling for all in the community who may need advice on career options. The service we recommend to be set up to give advice to women on post-secondary educational options (see Chapter 7) should not solely confine its counselling to women. Similarly, our recommendation, in Chapter 9, Part 2, that the Department of Further Education Colleges should develop their careers and education counselling services in rural areas, is intended to make comprehensive information on courses and career options more readily available to most South Australians in country and metropolitan areas.

72. The two universities, most of the colleges of advanced education and the Department of Further Education have established services intended to improve the quality of teaching and learning. The services vary a good deal in their scope, but all are concerned with one or more of the following:

- teaching methods;
- curriculum development;
- assessment;
- provision of instructional materials, including audio-visual aids;
- evaluation and research.

An account of present provisions for educational technology is contained in a report which was commissioned by the Committee.²¹

73. That report recommends that there should be a single "instructional development unit" to serve universities and colleges of advanced education, somewhat similar to the centralised Department of Further Education units which provide television, printing and audiotape services to colleges of further education. The proposal has some merit, particularly since direct access to the full range of services would be beyond the scope of most institutions. However, lecturing staff and institutional experts in higher education need to work in close association; we doubt whether a satisfactory working relationship could be established with an outside agency, or whether an external body could develop sufficient awareness of the large number of courses it would be expected to service. A more effective approach to the problem of making a wide range of services available to each institution would be to extend the arrangements for sharing of expertise and equipment. It would be appropriate for a meeting of Vice-Chancellors and Directors to arrange for a review of the services available and to consider procedures for sharing.

74. The Committee does not consider that the exchange of information and resources between educational technologists is a matter which should take place under the supervision of the Tertiary Education Authority of South Australia. We do, however, regard the area as being of sufficient importance to be periodically reviewed by the Authority.
The Future Pattern of Post Secondary Education in South Australia

- HIGHER EDUCATION
- TECHNICAL AND FURTHER EDUCATION
The Future Pattern of Post Secondary Education in South Australia

HIGHER EDUCATION

1. Higher education in South Australia is provided by two universities and eight colleges of advanced education. In this section we discuss and make recommendations on the relations between these institutions and, in certain areas where there is a common interest, between colleges of advanced education and colleges of further education. Tertiary education outside higher education is, however, discussed more fully in other sections of the Report. In this Introduction we discuss a number of the considerations that influenced our conclusions about the desirable future pattern of higher education in the State. This is followed by a section on the special problems of teacher education. The final part of the Chapter examines each of the universities and colleges of advanced education.

2. In Chapter 1 we discuss the purposes of tertiary education and argue that, while there are considerable overlaps between the TAFE sector, advanced education and university education at particular points, there are essential differences which justify the maintenance of the three sectors.

3. This does not mean that the universities, colleges and TAFE should function independently of each other. In our discussion of co-ordination we state that there should be a master plan for the development of tertiary education as a whole, within which each sector and institution may develop. We expect that there will be many ways in which institutions, both within and across sectors, will collaborate, especially in such matters as the shared use of resources, jointly sponsored courses and the granting of credit for studies completed by students in other institutions. We have indicated elsewhere the ways in which existing machinery for achieving these can be made more efficient.

4. The recognition of the distinctive purposes of each of the three sectors does not preclude the development of an institution that offers courses from more than one sector. Some submissions to the Committee have advocated that the establishment of a multi-level college or community college teaching both TAFE and higher education courses may be appropriate. Our recommendations allow for such a future development. Experience gained now from collaboration between neighbouring institutions will assist those guiding any development of multi-level colleges in the future.

5. In South Australia, approximately 18 per cent of all students leaving school enrol in a university of college of advanced education within two years of leaving school. Others enrolling for the first time later in life bring the overall
participation in higher education of a given generation to more than 20 per cent (see Chapter 3). For the reasons that we give in Chapter 3, we do not expect the participation of school-leavers in higher education to rise significantly. Therefore, given the estimates for the 17-20 age population, we expect that the number of young people in universities and colleges will be at approximately the present level in 20 years' time. On the other hand, the participation of older persons is rising; we expect that this trend will continue for a few years at least, leading to an increase in the total number enrolled in higher education. If, for example, the participation of older persons were to move at an annual rate of 1 per cent above the movement in the 20-40 age group, there would be a 17 per cent increase in enrolments in higher education in South Australia by 1988 and a 30 per cent increase by 2000. Obviously the trend for greater participation by older persons will level out. Nevertheless, the projections do lead us to expect some increase in the numbers in higher education; we have, accordingly, taken this into account in framing our recommendations.

6. There are, however, many other factors, in addition to the demand for places by qualified students, which must be taken into account in planning the size and structure of post-secondary education. In discussing the purposes of post-secondary education, we referred to the need in society for citizens educated beyond levels achieved at school and for an adequate number of highly trained personnel. The latter need has given rise to the practice of man-power planning. In general it has not proved possible to estimate with any precision the numbers of trained people who will be needed for various vocations. Where such estimates have been used they have often proved unreliable, owing to unexpected changes in technology, in the economy and in social policy: some notable examples of past unsatisfactory forecasts have been those for engineers, medical practitioners, social workers and geologists. Since it is so difficult to make precise predictions, it is important that institutions should be able to respond rapidly to changes in numbers and they must also be able to phase out those courses that become redundant.1.

7. The capacity of colleges and universities for teacher education is now far in excess of that needed to meet present and future demand. This imbalance is so serious that the Committee has paid particular attention to it in making recommendations. Nevertheless, we have been concerned that response to the immediate prospect of a large surplus of teachers should not be so precipitate as to cause a shortage of teachers in the 1990's if projections of demand should prove unduly pessimistic. We are equally concerned that the students who in former times would have entered teacher education should not be deprived of the opportunity for higher education.

8. A further consideration relating to some of the smaller institutions has been the view that economies of scale would result from amalgamations. Evidence from studies in Australia and the United States does not indicate that colleges as small as the smallest in South Australia are necessarily more

1 The physical capacity of the institutions to cater for the needs of students is another factor that must be taken into consideration; the capacity of the colleges of advanced education, as far as can determined, is shown in Appendix B.
expensive to operate than larger institutions, although they may have difficulties in adequately providing some expensive services such as libraries.\(^2\) We have concluded that any case for amalgamating institutions should rest primarily on the educational advantages to students, rather than on the assumption that the cost per student will be lowered.

9. The number and diversity of the educational programmes within the institution is another matter related to size. The two smallest colleges in South Australia are also the only single-purpose institutions: Kingston College of Advanced Education is confined to courses in early childhood education and Roseworthy Agricultural College to courses in agriculture. The advantages of multi-purpose colleges over those that specialise include the benefits to students from an association with their peers in other disciplines and the opportunity to switch courses or take up options from other fields. In teacher education, particularly, there is a need to seek means of broadening the experience of students, since many young teachers enter college directly from school and return to the education system as teachers, having had limited professional or personal experience outside that system. Staff, too, benefit from the wider range of interests from among colleagues and students in an institution where numerous disciplines and courses are represented.

10. Where there are two or more institutions joined into one administrative unit, the question arises of the location of the campus, or of whether a multi-campus arrangement is desirable. In South Australia, three institutions have at present more than one campus: The University of Adelaide, the South Australian Institute of Technology and the Torrens College of Advanced Education. The Committee commissioned a study which reviewed the different forms of multi-campus organisation: a central campus with satellites; a number of campuses each with more or less equal status; and a cluster of colleges where only specified services are shared. None of these was shown to be intrinsically better than any other.\(^3\)

11. In Australia, most students live at some distance from their campus and commute daily, either by car or by public transport. The relation of college locations to present or projected transportation systems has therefore considerable relevance to the planning of post-secondary education, particularly where the public transport system is predominantly radial, as it is in Adelaide. The Committee held discussions with the Director-General of the Department of Transport, and his Department subsequently provided a special report for the Committee; this analysed post-secondary educational needs from the perspective of present and likely future patterns of private and public transport.\(^4\) The report concluded that the higher education institutions which are least conveniently located for transport services are Salisbury College of Advanced Education and the South Australian Institute of Technology campus at The Levels.

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and that the best located institutions are in, or near, the city. The report recommended that higher education should be planned so that there is a concentration of students and institutions at three locations: the city, The Levels and Bedford Park.

12. All other Australian states have had experience with mergers of post-secondary institutions, or of proposals for mergers; we studied these in order to gain information that would be useful to South Australia. It was noted that while some associations were effected smoothly and with obvious educational advantages, others were much more disruptive than had been expected. It is clear that the most successful mergers are those between institutions within the same sector, where the purposes of the institutions are similar, and where there has been careful planning of all the changes involved. The Committee took the view that, where any proposals for formal mergers or other close associations between institutions are being considered, it is desirable that the staff members concerned should be able to comment before any final decisions are taken. Accordingly, where we have given consideration to such associations, the institutions involved were invited to set up working parties to prepare reports for the Committee. All institutions that we approached agreed to co-operate, and their reports assisted the Committee in forming conclusions.

**TEACHER EDUCATION**

13. There are at present in this State more qualified teachers seeking employment than there are positions available. The Education Department has informed us that 1300 qualified applicants will not be offered positions in 1978.\(^5\)

14. Projections of future needs and pupil enrolments reveal that, given the present output of graduates from universities and colleges, there will continue to be many more new graduates and teachers wishing to resume teaching than there will be demand for their services; this will be the case until at least the end of the century. This is not only a matter of concern in South Australia. In its *Recommendations for 1978*, the Tertiary Education Commission has noted the problem raised by the surplus of teachers and gives notice of its intention to discuss the matter with State authorities. It “believes that in the current situation universities and colleges should fill academic staff vacancies in education only when absolutely necessary.”\(^6\) The federal Minister has announced an enquiry into teacher education.

15. Since school teaching has been the vocational destination for a majority of college of advanced education students and for a large proportion of university students, any changes in demand carry great significance for all higher education. The Committee, therefore, made a careful study of the supply-and-demand situation likely to apply to South Australia during the rest of the century

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\(^5\) An analysis of applications processed by the end of November, 1977, revealed that 1635 applications were received from new graduates and 592 from qualified, former teachers seeking re-employment. (There are approximately 300 applications not included in this analysis. Some of these were interstate or overseas applicants, some were academically unqualified, some have withdrawn, and others are being considered for positions.) Of those not employed, 606 had preference for primary and 738 for secondary positions. The secondary surplus occurred in all specialist fields except music, the ratio of supply to demand being greatest in art (26:1) and in maths/science (14:7:1).

In estimating the surplus of teachers for future years, we were assisted with information and advice from the Education Department and the South Australian Board of Advanced Education. Projections of numbers of pupils in primary and secondary schools in the State may be seen in Table 1 and Figure 1. Primary numbers are expected to decline by about 14 000 between 1977 and 1985 and return to the current level by the year 2000; secondary numbers are expected to decline by 12 000 between 1977 and 1990 and still to be about 2 000 below current levels in the year 2000.

16. According to our estimates, the surplus of teachers in South Australia will have accumulated to approximately 7 700 by 1985. This estimate allows for: a cut-back in the recruitment of new students, which the colleges and universities have already put into effect; a "wastage" rate moving to 9·5 per cent in primary and 8 per cent in secondary from the present 6 per cent of primary teachers and

Figure 1

PRIMARY AND SECONDARY SCHOOL ENROLMENTS
ACTUAL AND PROJECTED SOUTH AUSTRALIA
4.5 per cent of secondary teachers; and applications expected each year from 300 primary and 300 secondary teachers wishing to return to the work-force (except for the first year, 1978, when there were approximately 400 applications for primary and 300 for secondary positions).

17. We have already made reference to the inaccuracy of manpower predictions. We are not confident that even school teaching, which is not as subject to technological and economic variations as most other occupations, can have its future work force estimated with precision. For example, if the retention rate of pupils staying on to year 12 were to increase from the present 37 per cent to 50 per cent, then the secondary school enrolment in South Australia would increase by about 5 500 pupils. Given current pupil-teacher ratios, this would necessitate an additional 410 teachers. We do not expect such an increase to occur in retention rates but we have no way of knowing whether this, or any of our other assumptions about future participation and policy, will hold. Nevertheless, even if our predictions of teacher surplus should be overestimated by 50 per cent, there would still be an imbalance requiring firm action. A study prepared for the Australian Education Council uses different assumptions from our own and concludes that the surplus will be much larger than our estimate.7

18. We believe that entry to education for the teaching profession, as for other professions, should not be subject to rigid man-power control and that, provided students considering enrolling are advised of the likely employment situation, the production of some surplus is tolerable. We are, nevertheless, concerned that the continuation of the present rate of graduation of teachers from universities and colleges would contribute to an unduly large surplus of qualified teachers, probably for the rest of the century. We are equally concerned that any remedial steps taken now should not be so drastic or inflexible as to result in an undersupply, should the assumptions underlying our projections prove faulty.

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7 The report on "Teacher Supply and Demand in Australia," prepared by a working party of the Australian Education Council, which assumes that present pupil-teacher ratios will be maintained and makes allowance for a 9.4 per cent reduction in output of teacher-education graduates during the period 1978 to 1985, forecasts that the total of teacher-education graduates of universities and colleges and temporarily retired teachers will produce in South Australia a surplus of 4 450 primary and 5 500 secondary teachers, a total of 9 950 by 1985. Thirty-eight per cent of trained teachers would therefore not be able to be employed as teachers. The report also contains estimates based on a limited improvement in standards of primary pupil-teacher ratios. This would still produce a surplus of 9 350 teachers by 1985 (4 050 primary and 5 300 secondary), which is 36 per cent of the trained teachers.
In making our estimates, we have assumed that the Education Department will continue to make about one-fifth of its appointments from former teachers, labelled in Table 2 as "others." While this category at present consists mainly of experienced teachers, the composition will change as the number of new graduates unable to secure employment as teachers accumulates. Many of the latter may well find it difficult ever to obtain employment as teachers because they lack experience.

We are concerned that, in making appointments to school teaching, careful consideration should be given to the needs of three distinct groups: new graduates, older but inexperienced teachers and older experienced teachers. The number in the second group could be kept small if a greater proportion of positions were given to new graduates; this would be, however, at the expense of the experienced "others", a majority of whom are women wishing to return to teaching after a period of child-rearing. Information, not available in time for the Committee to use, concerning characteristics of "other" applicants for teaching jobs should assist employing authorities to make more informed policy decisions about the balance of new graduates and others selected for teaching.8

On evidence available to the Committee, we cannot conclude that any modifications likely to be made to teacher employment policies alone will solve the problem of the excessive number of teachers. If the supply of teachers is to be brought into a closer balance with demand, we see it as inevitable that there should be a further reduction in the intake of students into courses of teacher education in addition to the cuts already agreed to by the universities and colleges.9

We have concluded that there should be a reduction in the number of students entering courses of pre-service teacher education in South Australia of approximately one-fifth on 1977 levels. This reduction would be in addition to that already put into effect by the universities and colleges. Although this figure is not large enough to make rapid inroads into the projected surplus, it is, in our opinion, about the maximum that can be made without undue disruption to the system.

If put into effect in 1979, we estimate that our proposal would produce, in each year from 1982 onwards, 600 primary graduates and 540 secondary graduates; this is 170 fewer primary and 140 fewer secondary graduates than would result from present policies. The projected surplus of 7 700 in 1985 would be reduced to 6 400 and, thereafter, the supply and demand should progressively approach a more acceptable balance.

We estimate that the effect of this recommendation on the total number of students in training would, if implemented in full for 1979 and subsequent years, effect a reduction from 5 290 in 1978 to 4 400 in 1982. The distribution of student

8 The Teachers' Registration Board, which was established in 1973, holds records which could be analysed to yield data on the ages and teaching experience of registered teachers. In addition, 1977 was the first year in which the Education Department advertised all vacant positions for the following year. An analysis of information from these two sources would provide valuable data.

9 There have already been reductions in the intakes into pre-service teacher education courses at the colleges of advanced education and the universities: intakes in the colleges were reduced from 1 965 in 1975 to 1 606 in 1977 and to about 1 600 from 1978; while in the universities, they have been reduced from 465 in 1977 and to about 350 in 1978.
### TABLE 2

**TEACHER SUPPLY AND DEMAND, GOVERNMENT AND NON-GOVERNMENT SCHOOLS, SOUTH AUSTRALIA**

<table>
<thead>
<tr>
<th>Year</th>
<th>Demand</th>
<th>Teachers Continuing</th>
<th>Short-Fall</th>
<th>New Graduates</th>
<th>Others</th>
<th>Number of Applicants</th>
<th>Source of Supply</th>
<th>Excess of teachers</th>
<th>Cumulative Excess of Primary and Secondary Teachers</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>4/5 of Col. 3</td>
<td>1/5 of Col. 3</td>
<td>Total</td>
<td>Total</td>
</tr>
<tr>
<td>1978</td>
<td>9,100</td>
<td>8,520</td>
<td>580</td>
<td>880</td>
<td>400</td>
<td>460</td>
<td>120</td>
<td>580</td>
<td>420 280 700 700 1,450 930</td>
</tr>
<tr>
<td>1979</td>
<td>9,220</td>
<td>8,510</td>
<td>710</td>
<td>830</td>
<td>300</td>
<td>570</td>
<td>140</td>
<td>710</td>
<td>260 160 420 1,120 1,978 2,640 1,720</td>
</tr>
<tr>
<td>1980</td>
<td>9,170</td>
<td>8,570</td>
<td>600</td>
<td>830</td>
<td>300</td>
<td>480</td>
<td>120</td>
<td>600</td>
<td>350 180 530 1,650 1,979 2,640 1,720</td>
</tr>
<tr>
<td>1981</td>
<td>9,010</td>
<td>8,480</td>
<td>530</td>
<td>780</td>
<td>300</td>
<td>420</td>
<td>110</td>
<td>530</td>
<td>360 190 550 2,200 1,980 3,790 2,470</td>
</tr>
<tr>
<td>1982</td>
<td>8,920</td>
<td>8,290</td>
<td>630</td>
<td>770</td>
<td>300</td>
<td>500</td>
<td>130</td>
<td>630</td>
<td>270 170 440 2,640 1,980 4,860 3,140</td>
</tr>
<tr>
<td>1983</td>
<td>8,740</td>
<td>8,160</td>
<td>580</td>
<td>770</td>
<td>300</td>
<td>460</td>
<td>120</td>
<td>580</td>
<td>310 180 490 3,130 1,980 5,680 3,610</td>
</tr>
<tr>
<td>1984</td>
<td>8,630</td>
<td>7,950</td>
<td>680</td>
<td>760</td>
<td>300</td>
<td>540</td>
<td>140</td>
<td>680</td>
<td>220 160 380 3,510 1,980 6,510 4,090</td>
</tr>
<tr>
<td>1985</td>
<td>8,590</td>
<td>7,810</td>
<td>780</td>
<td>770</td>
<td>300</td>
<td>620</td>
<td>160</td>
<td>780</td>
<td>150 140 290 3,800 1,980 7,080 4,360</td>
</tr>
</tbody>
</table>

**Notes:**
1. Positions allocated on the basis of 4 to new graduates and 1 to other applicants.
2. Wastage rates used to calculate the number of teachers continuing are 6 per cent in primary and 4.5 per cent in secondary in 1977, increasing to 9.5 per cent in primary and 8 per cent in secondary by 1984.
3. No allowance is made for wastage of unemployed teachers in calculating the cumulative excess supply numbers.
4. If non-teaching time in primary schools is allowed to increase at 2 per cent per annum from 1980 to 1985, the demand for teachers increases such that there is a reduction in the primary excess of 1,340.
teachers for each year to 1982 in early childhood, primary and secondary courses, which would result if our proposals are adopted, may be seen in Table 3. For comparison, the projected number of teacher-education students made in 1970 for the Karmel Report was 7,217 for 1978 and 8,181 for 1981. Kingston College was not included in this estimate.10

25. There remains the question of the way in which this reduction in the numbers entering teacher education is to be effected. The alternatives considered by the Committee were either to achieve the desired result by reducing the numbers entering all institutions (not necessarily in strict proportion to size) or by the elimination of the teacher education capacity of one entire institution so that those remaining might, as nearly as possible, maintain their present level of operation. We gave consideration to the submissions, the estimates of future demand for higher education, the needs of the region served by colleges and universities, the desirable balance between higher education and TAFE, and the effect of the decision (reported below) to amalgamate Adelaide and Torrens Colleges and Kingston and Murray Park Colleges. The Committee concluded that the reduction in students entering teacher education could best be effected by cutting the number of entrants to all institutions. The Committee was aware that to entirely remove teacher education from a college of advanced education would, in effect, mean the disestablishment of the college unless its resources could be transferred to some other courses of higher education.

### TABLE 3

**ENROLMENTS IN PRE-SERVICE TEACHER EDUCATION COURSES GIVEN A 20 PER CENT REDUCTION IN NEW STUDENTS FROM 1979, SOUTH AUSTRALIA**

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Colleges of Advanced Education</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Early Childhood</td>
<td>420</td>
<td>335</td>
<td>305</td>
<td>285</td>
<td>285</td>
</tr>
<tr>
<td>Primary</td>
<td>2,410</td>
<td>2,330</td>
<td>2,330</td>
<td>2,190</td>
<td>2,190</td>
</tr>
<tr>
<td>Secondary</td>
<td>1,905</td>
<td>1,620</td>
<td>1,560</td>
<td>1,465</td>
<td>1,465</td>
</tr>
<tr>
<td>Sub-Total</td>
<td>4,735</td>
<td>4,285</td>
<td>4,095</td>
<td>3,940</td>
<td>3,940</td>
</tr>
<tr>
<td>Universities</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Primary</td>
<td>195</td>
<td>135</td>
<td>80</td>
<td>30</td>
<td>--</td>
</tr>
<tr>
<td>Secondary</td>
<td>360</td>
<td>315</td>
<td>425</td>
<td>410</td>
<td>460</td>
</tr>
<tr>
<td>Sub-Total</td>
<td>555</td>
<td>450</td>
<td>505</td>
<td>440</td>
<td>460</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>5,290</td>
<td>4,735</td>
<td>4,600</td>
<td>4,380</td>
<td>4,400</td>
</tr>
</tbody>
</table>

1 Estimated enrolments assuming reduced intakes apply in full for 1979 and subsequent years; these estimates were produced from information supplied by the S.A. Board of Advanced Education and each of the universities of intakes and enrolments. Both full-time and part-time students are included; the majority are full-time (95 per cent in the colleges and over 80 per cent in the universities).

26. Data available to the Committee suggests that should there have to be reduction beyond that which we have found necessary at this stage, secondary courses would be affected more than primary. Furthermore, the question of the

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10 *Education in South Australia* 1969-70, p. 411
disestablishment of an entire course, rather than further across-the-board cuts, would have to be considered.

27. We have given careful attention to the effect of reduced entry in each college and university providing teacher education and have conducted an exercise in allocating the reductions. Table 4 shows the number of entrants in 1977 to pre-service courses of teacher education in each university and college and the number that we suggest for 1979.11 The overall reduction is just under 20 per cent but this is not distributed evenly. In arriving at the numbers proposed for each institution, we took into consideration its size (having regard for the amalgamations that we are recommending between the four colleges), the effect on particular specialities and the capacity of the institutions to divert resources from teacher education to other fields. We believe that Flinders University and Sturt College of Advanced Education, each of which prepares both primary and secondary teachers, would avoid undue dilution of their resources if their courses were more specialised: we therefore suggest that Flinders should prepare secondary teachers only and that Sturt should prepare only primary teachers. The growth in collaboration between the programmes of teacher education at Sturt and Flinders (see below) should ensure that students are not disadvantaged by the new arrangement.

<table>
<thead>
<tr>
<th>Institution</th>
<th>Actual 1977</th>
<th>Suggested 1979 and subsequent years</th>
</tr>
</thead>
<tbody>
<tr>
<td>Adelaide College of Advanced Education</td>
<td>247</td>
<td>185</td>
</tr>
<tr>
<td>Torrens College of Advanced Education</td>
<td>283</td>
<td>220</td>
</tr>
<tr>
<td>Kingston College of Advanced Education</td>
<td>117</td>
<td></td>
</tr>
<tr>
<td>Murray Park College of Advanced Education</td>
<td>33</td>
<td>125</td>
</tr>
<tr>
<td>Early Childhood</td>
<td>33</td>
<td></td>
</tr>
<tr>
<td>Other</td>
<td>346</td>
<td>275</td>
</tr>
<tr>
<td>Salisbury College of Advanced Education</td>
<td>316</td>
<td>290</td>
</tr>
<tr>
<td>Sturt College of Advanced Education</td>
<td>227</td>
<td>185</td>
</tr>
<tr>
<td>University of Adelaide</td>
<td>180</td>
<td>150</td>
</tr>
<tr>
<td>Flinders University</td>
<td>234</td>
<td>185</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>1,983</strong></td>
<td><strong>1,615</strong></td>
</tr>
</tbody>
</table>

Source: Figures for 1977 supplied by the S.A. Board of Advanced Education, and the universities. Both full-time and part-time students are included: the majority are full-time (95 per cent in the colleges and over 80 per cent in the universities).

28. If intakes were reduced as we have recommended, this would ease the overcrowding in some colleges, particularly in those cases where we have proposed amalgamation. Details are set out in Appendix B.

11 We wish to emphasise that the exercise in allocating the reduced numbers of new students between institutions was a feasibility study only and was based on the limited information which was available to the Committee. Copies of the Committee's Working Paper will be given to the Board of Advanced Education, the universities and the proposed Tertiary Education Authority of South Australia, all of whom we have proposed as having responsibility for implementing the basic recommendations on teacher education.
29. It is important that adequate consideration should be given to those students who, in former times, might have enrolled in teacher education but who will now be excluded by the sharp reduction in enrolments. Traditionally, school teaching has provided a path to higher education and the professions for young people from the country, from working-class backgrounds and for women. Each of these groups is under-represented in higher education, and we regard it as particularly desirable that any reduction of places in teacher education should be offset by the provision of opportunities in other areas of higher education. We know of no evidence that would justify the significant expansion of existing professional courses or the creation of new ones.

30. There is, however, a continuing need for graduates with a broad education and a trained intellect who can adapt to the requirements of a large number of vocations. We expect, therefore, that with the contraction in teacher education there will be pressure from students wishing to take a general degree in arts or science, or arts in combination with a professional course.

31. Those colleges of advanced education that have been mainly concerned with teacher education will find it more difficult than will the universities to re-direct their resources to courses of a more general educational nature. Furthermore, a general degree followed by studies in the theory and practice of teaching (often referred to as the end-on course structure), which gives students greater choice in the timing of their career decision and in the content of their courses, is available in universities but is only provided to a limited extent in colleges. This is not just a matter of preference by the colleges for vocational and concurrent courses (that is, courses where professional and general subjects are arranged throughout one course); it is also the policy of funding authorities, who have discouraged colleges from developing non-vocational liberal arts courses. We believe that the question of some colleges of advanced education offering general courses, either as independent awards or in conjunction with vocational studies, should be the subject of discussion between the Tertiary Education Authority of South Australia and the Advanced Education Council.

32. In its submission to the Committee, the South Australian Board of Advanced Education recommended that all professional education for teachers should be in colleges. We do not agree with this proposal, since it would be inconsistent with the history and purposes of universities. We accept the view taken in the Karmel Report that the connection of teacher education with the universities should be maintained and even strengthened. Some of our subsequent recommendations are intended to achieve this.

33. The Committee RECOMMENDS that—

(a) the number of new students admitted to pre-service courses of teacher education in universities and colleges of advanced education should be reduced by approximately 20 per cent on 1977 levels;

(b) the Board of Advanced Education and the universities should immediately begin planning for the reduced 1979 intake;

12 Education in South Australia 1969-70, p. 449.
as soon as it is formed, the Tertiary Education Authority of South Australia should assume responsibility for recommending teacher education quotas in colleges of advanced education and universities, and should continually review teacher supply and demand with a view to making any further modifications to recruitment that may become necessary.

PROPOSALS FOR ASSOCIATIONS BETWEEN INSTITUTIONS

Adelaide College of Advanced Education and Torrens College of Advanced Education

34. The Committee has considered a number of options for the future of the Adelaide College of Advanced Education. We have in mind the concern that this College has expressed about the declining demand for teachers and the continuing problems of the limited space at the Kintore Avenue site. The Board of Advanced Education recommended, in its submission to the Committee:

- That the Adelaide College of Advanced Education be closed.
- That the future of the nucleus of the Adelaide C.A.E. be limited to one of the following possibilities: (a) a School of Education at the South Australian Institute of Technology, North Terrace; (b) a School of Secondary Teacher Education at the Murray Park C.A.E. (c) a School of Secondary Teacher Education at the Torrens C.A.E.
- That the following possibilities be considered with respect to specialist courses currently offered at the Adelaide C.A.E. (a) specialist courses in music, drama, reading and external studies be transferred to the Torrens C.A.E. (b) physical education be transferred to the Salisbury C.A.E. and (c) all or any of the courses in (a) and (b) above be located with the nucleus.
- That a working party with an independent chairman appointed by the South Australian Board of Advanced Education be formed as soon as possible to resolve the problems of closure.

(p. 136)

35. The Committee was aware of earlier discussions between the Adelaide College and the South Australian Institute of Technology and between Adelaide College and the University of Adelaide, with a view to joining part or all of the College to one of the two larger institutions. We were aware also of the long history of close association between the College and the University, arising from their co-operation in the training of teachers for many years. The Director of the College and the Vice-Chancellor of the University were informally asked to re-examine the possibility of a close association or merger. There was, however, no great enthusiasm for the proposal.

36. The observation in the Karmel Report that in recent years the "University's attitude towards education subjects in first degrees, has not been such as would at present provide a favourable climate for the development of any
TABLE 5
ENROLMENTS IN APPROVED COURSES AT 30 APRIL, 1977
ADELAIDE COLLEGE OF ADVANCED EDUCATION

<table>
<thead>
<tr>
<th>Course</th>
<th>Full-time</th>
<th>Part-time</th>
<th>External</th>
<th>Total</th>
<th>EFTS¹</th>
</tr>
</thead>
<tbody>
<tr>
<td>B. Education</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>General Secondary</td>
<td>75</td>
<td>59</td>
<td>52</td>
<td>186</td>
<td>130-5</td>
</tr>
<tr>
<td>Commercial</td>
<td>5</td>
<td>6</td>
<td>20</td>
<td>31</td>
<td>18</td>
</tr>
<tr>
<td>Physical Education</td>
<td>54</td>
<td>23</td>
<td>—</td>
<td>77</td>
<td>65-5</td>
</tr>
<tr>
<td>Grad. Dip. Teach.</td>
<td>61</td>
<td>10</td>
<td>85</td>
<td>156</td>
<td>108-5</td>
</tr>
<tr>
<td>Grad. Dip. Educational</td>
<td>10</td>
<td>88</td>
<td>88</td>
<td>186</td>
<td>98</td>
</tr>
<tr>
<td>Grad. Dip. Reading</td>
<td>2</td>
<td>60</td>
<td>—</td>
<td>62</td>
<td>32</td>
</tr>
<tr>
<td>Adv. Dip. Teach.</td>
<td>—</td>
<td>6</td>
<td>4</td>
<td>10</td>
<td>5</td>
</tr>
<tr>
<td>Dip. Teach.</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>General Secondary</td>
<td>243</td>
<td>322</td>
<td>376</td>
<td>941</td>
<td>592</td>
</tr>
<tr>
<td>Commercial</td>
<td>94</td>
<td>10</td>
<td>15</td>
<td>119</td>
<td>106-5</td>
</tr>
<tr>
<td>Physical Education</td>
<td>172</td>
<td>5</td>
<td>—</td>
<td>177</td>
<td>174-5</td>
</tr>
<tr>
<td>TOTAL</td>
<td>716</td>
<td>589</td>
<td>640</td>
<td>1945</td>
<td>1330-5</td>
</tr>
</tbody>
</table>

Field of Study

<table>
<thead>
<tr>
<th></th>
<th>Full-time</th>
<th>Part-time</th>
<th>External</th>
<th>Total</th>
<th>EFTS¹</th>
</tr>
</thead>
<tbody>
<tr>
<td>Commercial and Business</td>
<td>10</td>
<td>88</td>
<td>88</td>
<td>186</td>
<td>98</td>
</tr>
<tr>
<td>Teacher Education</td>
<td>706</td>
<td>501</td>
<td>552</td>
<td>1759</td>
<td>1232-5</td>
</tr>
<tr>
<td>TOTAL</td>
<td>716</td>
<td>589</td>
<td>640</td>
<td>1945</td>
<td>1330-5</td>
</tr>
</tbody>
</table>

¹ EFTS is the number of equivalent full-time students.
Source: Compiled from information supplied by the S.A. Board of Advanced Education

close association between the University and the colleges" remains pertinent.¹³ We understand that attitudes in the University were influenced by views about academic staff not appointed according to normal criteria and by the belief that absorbing a large number of teacher-education staff but a declining number of students would be detrimental to funding. The Committee was not convinced that these objections were valid; nevertheless, it did not see that the case for a merger of the College and the University was sufficiently strong for it to be recommended against the wishes of both parties.

37. A reason for Adelaide College's discussions with the other two North Terrace institutions was the belief that formal association would lead to benefits to the teacher-education students through their access to greater resources and a wider range of subjects. Negotiations between the College and Institute progressed much further than those between the College and the University. The councils of the two institutions released detailed plans for a merger, but these were contingent on the establishment of new facilities for the joint institution on the East End Market site.

38. When it became clear that this would not occur, Adelaide College established a working party with Torrens to discuss possible association and later, with the encouragement of the Committee, formed a similar working party with Murray Park. In reports to the Committee, both working parties outlined ways

¹³ Education in South Australia 1969-70, p. 444.
in which they believed successful mergers might occur. Both reports saw some advantages arising from the association of either Torrens or Murray Park with Adelaide; both, however, noted the preference of Adelaide to retain its own identity.14

39. An association with Murray Park would produce a medium-sized college offering teacher education from early childhood to secondary, together with a number of other courses. While there are advantages to be gained from the provision of a full spectrum of teacher-education courses from pre-school to secondary, the college would be exposed to the risk of being unable to provide some of its specialist courses if it were necessary to make further cuts to enrolments in any level of teacher education.

40. After reviewing the evidence and taking into account the views of the colleges, the Committee supports the proposal that the Adelaide College and Torrens College should combine to form a new institution. The complementary resources of the institutions should enhance the quality of the education that they will be able to offer students and increase the options available to them. The Torrens campus has the potential to provide better accommodation for a number of activities which are now handicapped because of the limitations of the Kintore Avenue site. As the combined College will be large and will provide for primary and secondary teacher education, it has the potential for absorbing any further reduction to enrolments.

41. The Committee has been impressed by the willingness of the staff and students of Adelaide College to investigate various alternative futures and believes it most important that they should continue to be able to contribute significantly to the implementation of our recommendation. The detailed planning of the merger should therefore be undertaken by the two colleges under the general direction of the Tertiary Education Authority of South Australia.

42. It is not inappropriate that the two colleges should come together, since Torrens developed from the old Western Annexe of Adelaide Teachers College. The name of Adelaide Teachers College has, for over a hundred years, been associated with a high standard of teacher education. In recognition of this continuity, the name Adelaide College of Advanced Education should be retained for the combined college.

43. According to the study provided to the Committee by the Department of Transport, the central location of institutions provides advantages for students travelling from their homes to college and from college to practice schools.15 The central site also provides ready access to the educational and cultural resources of the city and is conveniently situated for part-time students.

44. As shown in Appendix B, the student population of the combined College, even allowing for the cuts to enrolment that we have recommended, will

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15 Transport and Location Aspects, p. 2.
# TABLE 6

ENROLMENTS IN APPROVED COURSES AT 30 APRIL, 1977
TORRENS COLLEGE OF ADVANCED EDUCATION

<table>
<thead>
<tr>
<th>Course</th>
<th>Full-time</th>
<th>Part-time</th>
<th>External</th>
<th>Total</th>
<th>EFTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>B. Arts</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fine Art</td>
<td>56</td>
<td>—</td>
<td>56</td>
<td>56</td>
<td>56</td>
</tr>
<tr>
<td>Music</td>
<td>24</td>
<td>2</td>
<td>—</td>
<td>26</td>
<td>25</td>
</tr>
<tr>
<td>Grad. Dip. Teach. (Secondary Art)</td>
<td>1</td>
<td>122</td>
<td>—</td>
<td>123</td>
<td>62</td>
</tr>
<tr>
<td>Adv. Dip. Teach.</td>
<td>78</td>
<td>73</td>
<td>17</td>
<td>168</td>
<td>123</td>
</tr>
<tr>
<td>Dip. Teach. (Primary)</td>
<td>389</td>
<td>553</td>
<td>154</td>
<td>1 096</td>
<td>742.5</td>
</tr>
<tr>
<td>Dip. Teach. (Secondary)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Home Economics</td>
<td>159</td>
<td>18</td>
<td>—</td>
<td>177</td>
<td>168</td>
</tr>
<tr>
<td>Technical Craft</td>
<td>128</td>
<td>11</td>
<td>—</td>
<td>139</td>
<td>133.5</td>
</tr>
<tr>
<td>Fine Art</td>
<td>163</td>
<td>6</td>
<td>—</td>
<td>169</td>
<td>166</td>
</tr>
<tr>
<td>Environment Design</td>
<td>35</td>
<td>—</td>
<td>—</td>
<td>35</td>
<td>35</td>
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<tr>
<td>Not classified</td>
<td>—</td>
<td>115</td>
<td>54</td>
<td>169</td>
<td>257.5</td>
</tr>
<tr>
<td>Dip. Teach. (Technical)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Home Economics</td>
<td>23</td>
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<td>23</td>
<td>23</td>
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<td>Common Course</td>
<td>98</td>
<td>—</td>
<td>409</td>
<td>485</td>
<td>242.5</td>
</tr>
<tr>
<td>Dip. Fine Art</td>
<td>89</td>
<td>—</td>
<td>—</td>
<td>89</td>
<td>89</td>
</tr>
<tr>
<td>Dip. Design</td>
<td>91</td>
<td>3</td>
<td>—</td>
<td>94</td>
<td>92.5</td>
</tr>
<tr>
<td>Associate Diploma</td>
<td>1</td>
<td>161</td>
<td>—</td>
<td>162</td>
<td>81.5</td>
</tr>
<tr>
<td>TOTAL</td>
<td>1 350</td>
<td>1 475</td>
<td>301</td>
<td>3 126</td>
<td>2 238</td>
</tr>
</tbody>
</table>

| Field of Study |           |           |          |       |      |
| Art and Design | 335 | 164 | — | 499 | 417 |
| Teaching |           |           |          |       |      |
| Primary | 410 | 618 | 159 | 1 187 | 798.5 |
| Secondary | 557 | 237 | 54 | 848 | 702.5 |
| Technical | 23 | 424 | 76 | 523 | 273 |
| Special | 1 | 30 | 12 | 43 | 22 |
| Music | 24 | 2 | — | 26 | 25 |
| TOTAL | 1 350 | 1 475 | 301 | 3 126 | 2 238 |

1 Enrolment figures for the Diploma of Teaching (Primary), (Secondary) and (Technical) include students who commenced prior to 1975 in the courses then known as Diploma in Teaching.

2 The students shown commenced the course prior to 1975 and information is not available to indicate in which course they are enrolled.

3 Includes Associate Diplomas in Ceramics: Commercial Art; Craft; Jewellery and Silversmithing; Photography; and Production Design.

Source: compiled from information supplied by the S.A. Board of Advanced Education.

be in excess of the capacity of the buildings at Underdale. In view of this and of the convenience of the city site, we believe that it will be desirable to retain the Kintore Avenue campus.

45. We do not wish amalgamation to divert attention from the potential for collaboration between the University of Adelaide and the new College, particularly that part which remains at Kintore Avenue. Working parties between other pairs of institutions have suggested areas where increased collaboration can be of benefit to students, and we believe that the same potential exists in this instance. Future use of the Kintore Avenue site by the new College should take into account the possible areas of collaboration with the University. It would be useful if the University of Adelaide and the Adelaide College were to form a
working party to report to the Tertiary Education Authority of South Australia on areas where collaboration would be practicable, particularly in the professional education of teachers.

46. The Committee RECOMMENDS that—

(a) under the supervision of the Tertiary Education Authority, Adelaide College of Advanced Education and Torrens College of Advanced Education should plan for a merger which should be completed as early as possible;

(b) the new College should be known as Adelaide College of Advanced Education;

(c) the University of Adelaide and Adelaide College of Advanced Education should establish a liaison committee to promote cooperation between the two institutions.

**Early Childhood Education at the Kingston and Murray Park Colleges of Advanced Education**

47. In the seventy years since 1907, when it was founded as the Kindergarten Training College, Kingston College has trained teachers for the Kindergarten Union. From the outset it has encouraged its students to understand the complete development of the child rather than merely teaching students to appreciate cognitive aspects of growth, an approach which has become marked in other areas of teacher education only in more recent years. The small size of the College (467 students and 37 staff) has allowed the community of staff and students to develop a collegiality which is rarely achieved in larger institutions; the number of specialist staff, however, is limited.

48. A Diploma of Teaching (Early Childhood Education) course was established at Murray Park College of Advanced Education in 1975 as an extension of the existing teacher education courses. It has an enrolment of 121 students and four full-time staff. While its staff is necessarily limited in its range of specialist skills, it has access to the excellent facilities of a larger institution, including staff who are skilled in a variety of disciplines relevant to the training of pre-school teachers.

49. The futures of Kingston and the early childhood course at Murray Park are closely related to the demand for pre-school teachers. This, in turn, is dependent on government policies about the provision of kindergartens and pre-school education, as well as on the extent to which graduates in pre-school education have opportunities to be employed in primary schools. Commonwealth Government initiatives during the years 1972 to 1975 increased the demand for pre-school teachers; but information available to the Committee, based on present provisions of pre-school education and likely developments, indicates that there will be a large surplus of qualified teachers should recent student recruitment levels be continued. We believe that in order to bring the number of graduates more nearly into balance with demand there should be a reduction in the numbers of students of early childhood education at least the same proportion as for primary and secondary education. A reduction of this...
TABLE 7
ENROLMENT IN APPROVED COURSES AT 30 APRIL, 1977
KINGSTON COLLEGE OF ADVANCED EDUCATION

<table>
<thead>
<tr>
<th>Course</th>
<th>Full-time</th>
<th>Part-time</th>
<th>Total</th>
<th>EFTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Grad. Dip. Teach. in Early Childhood Ed.</td>
<td>14</td>
<td>5</td>
<td>19</td>
<td>16.5</td>
</tr>
<tr>
<td>Grad. Dip. Child Development and Parent Counseling</td>
<td>—</td>
<td>16</td>
<td>16</td>
<td>8</td>
</tr>
<tr>
<td>Dip. Teach. in Early Childhood Education†</td>
<td>381</td>
<td>51</td>
<td>432</td>
<td>406.5</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>395</strong></td>
<td><strong>72</strong></td>
<td><strong>467</strong></td>
<td><strong>431</strong></td>
</tr>
</tbody>
</table>

Field of Study

<table>
<thead>
<tr>
<th>Field of Study</th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Liberal Studies</td>
<td>—</td>
<td>16</td>
<td>16</td>
<td>8</td>
</tr>
<tr>
<td>Teacher Education</td>
<td>395</td>
<td>56</td>
<td>451</td>
<td>423</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>395</strong></td>
<td><strong>72</strong></td>
<td><strong>467</strong></td>
<td><strong>431</strong></td>
</tr>
</tbody>
</table>

† Includes a small number of part-time students undertaking supplementary and conversion courses.
Source: Compiled from information supplied by the S.A. Board of Advanced Education.

TABLE 8
ENROLMENTS IN APPROVED COURSES AT 30 APRIL, 1977
MURRAY PARK COLLEGE OF ADVANCED EDUCATION

<table>
<thead>
<tr>
<th>Course</th>
<th>Full-time</th>
<th>Part-time</th>
<th>External</th>
<th>Total</th>
<th>EFTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Grad. Dip. Arts (Music)</td>
<td>3</td>
<td>19</td>
<td>—</td>
<td>22</td>
<td>12.5</td>
</tr>
<tr>
<td>Grad. Dip. Teach.</td>
<td>29</td>
<td>10</td>
<td>1</td>
<td>40</td>
<td>34.5</td>
</tr>
<tr>
<td>Adv. Dip. Teach.</td>
<td>26</td>
<td>122</td>
<td>1</td>
<td>149</td>
<td>87.5</td>
</tr>
<tr>
<td>Dip. Teach.</td>
<td>922</td>
<td>345</td>
<td>43</td>
<td>1 310</td>
<td>1 116.5</td>
</tr>
<tr>
<td>Dip. Teach. in Early Childhood Education</td>
<td>109</td>
<td>12</td>
<td>—</td>
<td>121</td>
<td>115</td>
</tr>
<tr>
<td>Dip. Arts Journalism</td>
<td>31</td>
<td>35</td>
<td>—</td>
<td>66</td>
<td>48.5</td>
</tr>
<tr>
<td>Assoc. Dip. in Liberal Studies</td>
<td>11</td>
<td>17</td>
<td>—</td>
<td>28</td>
<td>19.5</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>1 131</strong></td>
<td><strong>560</strong></td>
<td><strong>45</strong></td>
<td><strong>1 736</strong></td>
<td><strong>1 433.5</strong></td>
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</tbody>
</table>

Field of Study

<table>
<thead>
<tr>
<th>Field of Study</th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Liberal Studies</td>
<td>42</td>
<td>52</td>
<td>—</td>
<td>94</td>
</tr>
<tr>
<td>Music</td>
<td>3</td>
<td>19</td>
<td>—</td>
<td>22</td>
</tr>
<tr>
<td>Teacher Education</td>
<td>1 086</td>
<td>489</td>
<td>45</td>
<td>1 620</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>1 131</strong></td>
<td><strong>560</strong></td>
<td><strong>45</strong></td>
<td><strong>1 736</strong></td>
</tr>
</tbody>
</table>

Source: Compiled from information supplied by the S.A. Board of Advanced Education.

magnitude, in addition to that already put into effect, would seriously prejudice the early childhood education programme at both the Kingston and the Murray Park colleges if these were to stand alone.

50. The Committee believes that early childhood education in South Australia can be served by combining both courses and that this should be effected by subsuming the Murray Park early childhood education courses into those of Kingston College. The Murray Park staff should be absorbed into suitable positions in Kingston or into other courses at Murray Park. This should allow the
combined course to continue at about the present level of enrolment at Kingston, at least for the time being. Further adjustments may be necessary as the effects of demographic changes and government policies for pre-school education become clear. No other courses for the professional preparation of early childhood education teachers, such as those mentioned in the Torrens College of Advanced Education submission or in the Sturt-Flinders Working Party report, should be started.\textsuperscript{16}

51. There is the further question of whether there should be an association between the Kingston and Murray Park colleges. The South Australian Board of Advanced Education, in its submission to the Committee recommended:

That Kingston College of Advanced Education be absorbed by Murray Park College of Advanced Education.

That, in the first instance, absorption occur with both Colleges remaining on their present sites, but plans should be formulated for the eventual moving of all Kingston College of Advanced Education activities to the Murray Park site. A working party with an independent chairman appointed by the South Australian Board of Advanced Education should be formed to produce detailed recommendations for the transfer.

That a Kingston or de Lissa School of Early Childhood Education should be formed within the Murray Park College of Advanced Education. (pp. 131-132)

The proposal has educational merit. Students and staff of the Murray Park early childhood education courses enjoy at present the advantage of the substantial resources of a larger college; these include a good library and recreational facilities, a wide range of course options, availability of specialist staff and ready transfer between courses. A merger of the two colleges would extend these advantages to the students of Kingston College. In addition, the effects of the reduction in the numbers of new students in teacher education would be cushioned if the two colleges were brought together.

52. With these possible advantages in mind, we requested the two colleges to set up a working party to consider the options of increased collaboration or of merger. The first report of the working party outlined principles and procedures which should precede amalgamation but did not explore the implications of such a move. Discussions are continuing.

53. The Committee favours a merger of the two colleges, as the bringing together of the two staffs will provide a greater diversity of resources than is at present available to either institution. We recognise, however, that the close community of staff and students at Kingston and their common ethos are of great value and should be protected when the two institutions are joined. We are proposing, therefore, that the Kingston College should amalgamate with Murray

\textsuperscript{16}Torrens College of Advanced Education, Submission to the Committee; the Flinders University of South Australia and Sturt College of Advanced Education, “Report of the Working Party” (Report to the Committee, October, 1977).
Park College in such a way that the educational philosophy and corporate identity of the former staff and students of Kingston may be maintained. At the same time that Kingston subsumes the Murray Park course, it should itself become the School of Early Childhood Education of the new college. The Committee agrees with the proposal that the name of the founding principal, Lillian de Lissa, should be commemorated and proposes that the school be known as The de Lissa School of Early Childhood Education.

54. It is likely that the new arrangements could be operating from the beginning of 1980. The Tertiary Education Authority of South Australia should set up a planning committee to work out the details, but it will be important that staff and students should be able to contribute to the plan. In view of the initial accommodation requirements of the combined College, the North Adelaide site should be retained for the time being. In the long term, however, the North Adelaide site might be used to house various education authorities, such as the Tertiary Education Authority of South Australia, the Childhood Services Council, or the South Australian Council for Educational Planning and Research.

55. As the combination of Kingston and Murray Park will result in a new College that will be different from either of its component colleges, we believe that there would be merit in having a new name for the combined College. We recommend that consideration should be given to renaming the College.

56. The Committee RECOMMENDS that—

(a) under the supervision of the Tertiary Education Authority of South Australia, the Kingston College of Advanced Education should become The de Lissa School of Early Childhood Education within the College of Advanced Education at Murray Park: this is to be effective from 1980;

(b) the course in early childhood education at Murray Park should be subsumed by The de Lissa School of Early Childhood Education;

(c) consideration should be given to a name for the new College.

The University of Adelaide and the South Australian Institute of Technology

57. The University of Adelaide and the South Australian Institute of Technology have been criticised for developing similar facilities on adjacent sites, and courses where, on the face of it, the number of potential students is inadequate to justify their provision. The Committee notes, however, that the two institutions have co-operated extensively in the past and, in fact, continue to do so. For many years until the 1940's, the School of Mines, as the Institute was then called, carried out much of the teaching for the University's engineering degree; graduates received an award from each institution. Co-operation continued in applied science and technology courses and, in 1957, a joint Faculty of Technology was established. While the award of the Faculty was granted by the University, the courses were taught and examined at the School of Mines. By 1965, 13 degree courses were offered by the joint Faculty of Technology; these included Pharmacy and Applied Science.
TABLE 9
ENROLMENTS IN APPROVED COURSES AT 30 APRIL, 1977
THE UNIVERSITY OF ADELAIDE

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<th>Course</th>
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Field of Study

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<td>2854</td>
<td>163</td>
<td>9345</td>
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</table>

Source: Compiled from information supplied by the Australian Bureau of Statistics and the University.

58. The establishment in 1965 of an advanced education system as a result of the recommendation of the Martin Report provided substantial federal funds for higher education in addition to those already provided for the universities.17 It was

17Committee on the Future of Tertiary Education in Australia, Report to the Australian Universities Commission, Leslie H. Martin, Chairman (Canberra, 1964-65).
clear at that time that the Government wished to avoid the appearance of turning the colleges into universities. As a consequence of this, Government funds were not available for a college course that would result in a degree. This led to the extraordinary situation in which the joint faculty courses that had been taught at the Institute but had been awarded Bachelor of Technology degrees by the University had to be designated diploma courses or incur funding difficulties. The two institutions therefore phased out the joint faculty but continued some cooperation, especially in the computing area. Subsequently, of course, colleges of advanced education have been able to award degrees. Nevertheless, in this case, the damage had been done to an effective collaborative arrangement.

59. There have been instances where developments in the same professional area have proceeded in both institutions without any effective consultation, for instance, in architecture, library studies and metallurgy. These problems, and several other matters, have been discussed by a Joint Advisory Committee (set up in 1976); we note that solutions have been proposed.

60. The Committee takes the view that the Joint Advisory Committee, together with the Tertiary Education Authority of South Australia, should be able to ensure that there will be adequate collaboration between the two institutions and that future developments will be complementary and will not lead to undue duplication of effort and resources. We expect that the two institutions will keep the Tertiary Education Authority of South Australia informed of developments and that, from time to time, the Authority will wish to refer to the two institutions matters concerning alternative or complementary developments.

61. Table 10 above includes details of the Institute’s courses offered at the North Terrace site. Details of courses offered at the Institute’s other campuses at The Levels and Whyalla are shown in Tables 15 and 17.

The Sturt College of Advanced Education and the Flinders University of South Australia

62. The Sturt College of Advanced Education developed from the Bedford Park Teachers College in 1974. It had formerly been an institution for the education of teachers which was administered jointly by the Education Department and the Flinders University. The first Professor of Education appointed to the University was also appointed, for a period of five years, as the first Principal of the Bedford Park Teachers College. The Karmel Report envisaged that the Teachers College should develop as an Institute of Education associated with the University. A working party of the College and the University prepared a case for merging the two institutions (1973); however, the Interim Council of the College, which by that time had become independent, rejected the report and the idea lapsed. Courses in paramedical education began at Sturt College in 1975.

63. Since 1974 the education of student teachers has proceeded independently in the two institutions. There is some common use of staff and some sharing of other resources, but we were told that very few students apply for

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18 Education in South Australia 1969-70, p. 444.
TABLE 10
ENROLMENTS IN APPROVED COURSES AT 30 APRIL, 1977
SOUTH AUSTRALIAN INSTITUTE OF TECHNOLOGY — CITY¹

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permission to take courses in the other institution. A working party, set up by the College and University at the request of the Committee, was asked to report on present collaboration between the two institutions in teacher education, collaboration which appears possible and desirable in the short-term, and objectives which should be aimed at in future. In presenting its views, the working party was asked to consider both collaboration on specific matters (such as the sharing of resources, joint courses and the opportunity for students to obtain credit towards a qualification from offerings in both institutions) and a more formal merger of part or all of the teacher education courses in the two institutions.

64. The working party reported on a number of instances of collaboration, particularly in sharing physical education facilities, and indicated a number of areas where there could be further useful co-operation; however, none of these possibilities was explored in any great depth. The report went on to observe that the stimulus for "such massive changes" is unlikely to come from within the institutions because, to staff members who are satisfied with the existing conditions for teaching and research, any advantages proposed will not appear to be "clearly superior to the present state of affairs." This is a realistic appreciation of the problem of achieving major innovations involving autonomous institutions, a matter which is discussed elsewhere in this Report.

65. The Committee recognises that there are different philosophical approaches to the professional preparation of teachers at Flinders and Sturt and it does not intend to force too close a rationalisation of resources or organisation where institutions have diverse purposes. It believes, nevertheless, that the two institutions should continue to explore avenues of collaboration that will benefit the general education and professional preparation of student teachers. The reduction in the scale of teacher education makes increased co-operation desirable as students may then retain access to a wide-range of facilities and subject options in their courses.

66. The Committee is concerned by the comment in the working party report that the exchange of education teaching staff between Sturt and Flinders is impeded by the funding formula, which encourages payments to staff teaching in

---

TABLE 11
ENROLMENTS IN APPROVED COURSES AT 30 APRIL, 1977
THE FLINDERS UNIVERSITY OF SOUTH AUSTRALIA

<table>
<thead>
<tr>
<th>Course</th>
<th>Full-time</th>
<th>Part-time</th>
<th>Total</th>
<th>EFTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Doctorate</td>
<td>94</td>
<td>55</td>
<td>149</td>
<td>243</td>
</tr>
<tr>
<td>Master</td>
<td>54</td>
<td>178</td>
<td>232</td>
<td>286</td>
</tr>
<tr>
<td>Masters Prelim</td>
<td>1</td>
<td>22</td>
<td>23</td>
<td>12</td>
</tr>
<tr>
<td>Postgraduate Diploma</td>
<td>186</td>
<td>62</td>
<td>268</td>
<td>227</td>
</tr>
<tr>
<td>Postgraduate Degree</td>
<td>121</td>
<td>47</td>
<td>168</td>
<td>144.5</td>
</tr>
<tr>
<td>Bachelor Honours</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Arts</td>
<td>102</td>
<td>26</td>
<td>128</td>
<td>115</td>
</tr>
<tr>
<td>Science</td>
<td>38</td>
<td>1</td>
<td>39</td>
<td>38.5</td>
</tr>
<tr>
<td>Economics</td>
<td>3</td>
<td>2</td>
<td>5</td>
<td>4</td>
</tr>
<tr>
<td>Medical Science</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>1.5</td>
</tr>
<tr>
<td>Bachelor Pass</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Arts</td>
<td>1,131</td>
<td>536</td>
<td>1,667</td>
<td>1,399</td>
</tr>
<tr>
<td>Science</td>
<td>348</td>
<td>54</td>
<td>402</td>
<td>375</td>
</tr>
<tr>
<td>Economics</td>
<td>215</td>
<td>111</td>
<td>326</td>
<td>270.5</td>
</tr>
<tr>
<td>Education</td>
<td>81</td>
<td>38</td>
<td>119</td>
<td>100</td>
</tr>
<tr>
<td>Education (Phys. Ed.)</td>
<td>96</td>
<td>7</td>
<td>103</td>
<td>99.5</td>
</tr>
<tr>
<td>Medicine, Surgery</td>
<td>224</td>
<td>5</td>
<td>229</td>
<td>226.5</td>
</tr>
<tr>
<td>Miscellaneous</td>
<td>14</td>
<td>171</td>
<td>185</td>
<td>99.5</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>2,709</strong></td>
<td><strong>1,336</strong></td>
<td><strong>4,045</strong></td>
<td>3,641.5</td>
</tr>
</tbody>
</table>

Field of Study

<table>
<thead>
<tr>
<th>Field of Study</th>
<th>Full-time</th>
<th>Part-time</th>
<th>Total</th>
<th>EFTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Humanities</td>
<td>1,259</td>
<td>607</td>
<td>1,866</td>
<td>1,611</td>
</tr>
<tr>
<td>Fine Arts</td>
<td>2</td>
<td>12</td>
<td>14</td>
<td>16</td>
</tr>
<tr>
<td>Social and Behavioural Sciences</td>
<td>50</td>
<td>51</td>
<td>101</td>
<td>103.5</td>
</tr>
<tr>
<td>Law</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Education</td>
<td>365</td>
<td>234</td>
<td>599</td>
<td>552</td>
</tr>
<tr>
<td>Economics, commerce, government</td>
<td>308</td>
<td>145</td>
<td>453</td>
<td>389</td>
</tr>
<tr>
<td>Medicine</td>
<td>245</td>
<td>9</td>
<td>254</td>
<td>257</td>
</tr>
<tr>
<td>Dentistry</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Natural Sciences</td>
<td>465</td>
<td>85</td>
<td>550</td>
<td>601.5</td>
</tr>
<tr>
<td>Unknown</td>
<td>15</td>
<td>193</td>
<td>208</td>
<td>111.5</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>2,709</strong></td>
<td><strong>1,336</strong></td>
<td><strong>4,045</strong></td>
<td>3,641.5</td>
</tr>
</tbody>
</table>

1 See footnote 4, Chapter 3.

Source: Compiled from the information supplied by the Australian Bureau of Statistics and the University.

the sister institution. A simple barter arrangement would seem to be a more reasonable solution to the problem. However, there may be difficulties which the University and the College, or the Tertiary Education Authority of South Australia may wish to refer to the Tertiary Education Commission.

67. As part of the plan to reduce the number of students of teacher education, we propose that Sturt College should phase out its secondary teacher education courses from 1979 and that at the same time Flinders University should phase out its courses in primary teacher education. Although teacher education numbers in each institution will be fewer, these suggestions would allow for a small increase in the numbers of students in the primary teacher education course at Sturt and in the Flinders course in secondary teacher education. Should the lessening of demand in this area be even greater than the Committee has assumed, the Tertiary Education Authority of South Australia may have to consider the relationship between the University and the College with a view to a more formal integration of their teacher education programmes.
### Table 12
**Enrolments in Approved Courses at 30 April, 1977**

**Sturt College of Advanced Education**

<table>
<thead>
<tr>
<th>Course</th>
<th>Full-time</th>
<th>Part-time</th>
<th>Total</th>
<th>EFTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>B. Education</td>
<td>105</td>
<td>131</td>
<td>236</td>
<td>170.5</td>
</tr>
<tr>
<td>Dip. Teach. (Junior Primary)</td>
<td>175</td>
<td>52</td>
<td>227</td>
<td>177.5</td>
</tr>
<tr>
<td>Dip. Teach. (Primary)</td>
<td>336</td>
<td>67</td>
<td>403</td>
<td>369.5</td>
</tr>
<tr>
<td>Dip. Teach. (Secondary)</td>
<td>210</td>
<td>54</td>
<td>264</td>
<td>237</td>
</tr>
<tr>
<td>Dip. Applied Science in Nursing</td>
<td>182</td>
<td>63</td>
<td>245</td>
<td>213.5</td>
</tr>
<tr>
<td>Dip. Teach. in Nurse Education</td>
<td>19</td>
<td>34</td>
<td>53</td>
<td>36</td>
</tr>
<tr>
<td>Dip. Applied Science in Community Health</td>
<td>15</td>
<td>9</td>
<td>24</td>
<td>19.5</td>
</tr>
<tr>
<td>Nursing</td>
<td>—</td>
<td>25</td>
<td>25</td>
<td>12.5</td>
</tr>
<tr>
<td>Assoc. Dip. Radiography</td>
<td>10</td>
<td>—</td>
<td>10</td>
<td>10</td>
</tr>
<tr>
<td>B. Applied Science in Speech Pathology</td>
<td>61</td>
<td>2</td>
<td>63</td>
<td>62</td>
</tr>
</tbody>
</table>

**TOTAL**                                        | 1113      | 437       | 1550  | 1331.5|

### Field of Study

<table>
<thead>
<tr>
<th>Field of Study</th>
<th>Full-time</th>
<th>Part-time</th>
<th>Total</th>
<th>EFTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Liberal Studies</td>
<td>—</td>
<td>25</td>
<td>25</td>
<td>12.5</td>
</tr>
<tr>
<td>Paramedical</td>
<td>287</td>
<td>108</td>
<td>395</td>
<td>341</td>
</tr>
<tr>
<td>Teacher Education</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Primary</td>
<td>541</td>
<td>195</td>
<td>736</td>
<td>638.5</td>
</tr>
<tr>
<td>Secondary</td>
<td>285</td>
<td>109</td>
<td>394</td>
<td>339.5</td>
</tr>
</tbody>
</table>

**TOTAL**                                        | 1113      | 437       | 1550  | 1331.5|

Source: Compiled from information supplied by the S.A. Board of Advanced Education.

68. There is clearly substantial and useful co-operation between the College and the University in the use of facilities of the Flinders Medical Centre, one floor of which is completely occupied by the College for its Health Science courses. Although many of the joint activities of the institutions conducted in the Medical Centre are the product of successful informal co-operation, we are concerned that the College is not represented on the Board and that no formal arrangement to guarantee continuance of joint activity has been reached between the Council of the College of Advanced Education and the Board of Management of the Flinders Medical Centre.

69. The Committee RECOMMENDS that—

(a) (i) from 1979, there should be no intake of first-year students into pre-service secondary teacher education courses at the Sturt College of Advanced Education;

(ii) from 1979, there should be no intake of first-year students into pre-service primary teacher education courses at the Flinders University of South Australia;

(b) arrangements should be made for the Sturt College of Advanced Education to be represented on the Board of Management of the Flinders Medical Centre;

(c) the Flinders University of South Australia and the Sturt College of Advanced Education should establish a liaison committee to promote co-operation between the two institutions.
Salisbury College of Advanced Education

70. The Salisbury College was established in 1968 and moved to its present site in January 1970. It has 94 members of staff, 1,022 students in teacher education courses and 49 students in recreation studies. The Committee is concerned that the decline in demand for teacher education courses, combined with the relative inaccessibility of the site, may make it more difficult in the future for the College to attract students from outside its immediate vicinity.

71. In its submission to the Committee, the Board of Advanced Education recommended that the Salisbury College should "be encouraged to co-operate with the Department of Further Education and other appropriate bodies in mounting further education courses at the Salisbury campus" (p. 140). The Department of Further Education recommended to the Committee "that Salisbury College of Advanced Education become a college of further education within the Department of Further Education."\(^{20}\) The Committee gave careful consideration to these recommendations, especially in view of the reduction that will be necessary in the numbers of students entering teacher education, but concluded that the evidence does not justify either proposal.

### Table 13

<table>
<thead>
<tr>
<th>Field of Study</th>
<th>Full-time</th>
<th>Part-time</th>
<th>Total</th>
<th>EFTS</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Adv. Dip. Teach.</strong></td>
<td>41</td>
<td>35</td>
<td>78</td>
<td>119</td>
</tr>
<tr>
<td><strong>Dip. Teach. (Primary)</strong></td>
<td>571</td>
<td>747</td>
<td>119</td>
<td>101</td>
</tr>
<tr>
<td><strong>Dip. Teach. (Secondary)</strong></td>
<td>184</td>
<td>228</td>
<td>29</td>
<td>35</td>
</tr>
<tr>
<td><strong>Assoc. Dip. Recreation</strong></td>
<td>26</td>
<td>35</td>
<td>23</td>
<td>37</td>
</tr>
<tr>
<td><strong>B. Education (Primary)</strong></td>
<td>1</td>
<td>1</td>
<td>10</td>
<td>11</td>
</tr>
<tr>
<td><strong>B. Education (Secondary)</strong></td>
<td>22</td>
<td>22</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Grad. Dip. Educational Technology</strong></td>
<td>1</td>
<td>1</td>
<td>10</td>
<td>11</td>
</tr>
<tr>
<td><strong>Grad. Dip. Curriculum Development</strong></td>
<td>13</td>
<td>13</td>
<td>2</td>
<td>15</td>
</tr>
<tr>
<td><strong>Assoc. Dip. Parks and Wildlife</strong></td>
<td>10</td>
<td>10</td>
<td>5</td>
<td>15</td>
</tr>
<tr>
<td><strong>Grad. Dip.—Recreation</strong></td>
<td>13</td>
<td>13</td>
<td>2</td>
<td>15</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>822</td>
<td>1,092</td>
<td>249</td>
<td>285</td>
</tr>
</tbody>
</table>

Note: Figures in second column under each column heading refer to enrolments after mid-year intake.

Source: Compiled from information supplied by the S.A. Board of Advanced Education.

72. The proposal of the Department of Further Education would remove a successful higher education presence from the Salisbury-Elizabeth region and would require the disestablishment of innovative and experimental courses in

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teacher education. The proposal of the Board of Advanced Education, which recommends that the College should embrace further education courses, is, we believe, premature. Even with a reduced intake, Salisbury College would be large enough to maintain an effective programme of teacher education.

73. The Department of Further Education owns a site adjacent to the Salisbury College and plans to establish a College of Further Education there to complement the present facilities both at Elizabeth and the Salisbury town centre. It is important that unco-ordinated development of the adjacent institutions, such as occurred at Whyalla, should not be repeated at Salisbury. We believe that the assistance of an outside agency will be helpful if this is to be achieved. Careful planning could make a richer range of educational resources available to all students. The Salisbury College of Advanced Education and the Department of Further Education should, therefore, keep the Tertiary Education Authority of South Australia fully advised of their plans for development. After a period of collaboration between Salisbury and the Department of Further Education, it should become clear whether there would be educational advantages from the formation of a single multi-level institution and whether these advantages would outweigh the considerable administrative and industrial problems which could be involved. We suggest that the Tertiary Education Authority of South Australia should review post-secondary education in the Salisbury region in about three to five years' time and consider, among other things, whether a multi-level institution embracing TAFE and advanced education is desirable.

74. The Committee RECOMMENDS that—

(a) the Department of Further Education and the Salisbury College of Advanced Education should consult on their plans for the Salisbury region, with a view to making maximum educational opportunities available to students, and that they should inform the Tertiary Education Authority of South Australia of the collaboration that will ensue;

TABLE 14
ENROLMENTS IN APPROVED COURSES AT 30 APRIL, 1977
ROSEWORTHY AGRICULTURAL COLLEGE

<table>
<thead>
<tr>
<th>Course</th>
<th>Full-time</th>
<th>Part-time</th>
<th>Total</th>
<th>EFTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Grad. Dip. Agriculture</td>
<td>8</td>
<td>12</td>
<td>8</td>
<td>12</td>
</tr>
<tr>
<td>Grad. Dip. Natural Resources</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>Dip. Agriculture</td>
<td>151</td>
<td>151</td>
<td>151</td>
<td>151</td>
</tr>
<tr>
<td>Roseworthy Dip. Agricultural Technology</td>
<td>10</td>
<td>10</td>
<td>10</td>
<td>10</td>
</tr>
<tr>
<td>B. Applied Science Oenology</td>
<td>60</td>
<td>60</td>
<td>121</td>
<td>121</td>
</tr>
<tr>
<td>Assoc. Dip. Farming</td>
<td>7</td>
<td>19</td>
<td>7</td>
<td>19</td>
</tr>
<tr>
<td>Assoc. Dip. Wine Marketing</td>
<td>30</td>
<td>30</td>
<td>30</td>
<td>30</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>270</td>
<td>286</td>
<td>271</td>
<td>287</td>
</tr>
</tbody>
</table>

Field of Study

| Agriculture                               | 270       | 286       | 271   | 287  |

Note: Figures in second column under each column heading refer to enrolments after mid-year intake.

Source: Compiled from information supplied by the S.A. Board of Advanced Education.

197
(b) the Tertiary Education Authority of South Australia should plan for co-ordinated development of tertiary education in the Salisbury region and, in the light of future student demand, consider various possibilities, including whether it would be desirable to develop a multi-level college incorporating TAFE and advanced education.

**Roseworthy Agricultural College**

75. Higher education in agriculture is provided in South Australia by the Roseworthy Agricultural College and the Faculty of Agriculture at the University of Adelaide. There is no question of overlap between the courses. The University course is designed to produce scientists who will work in the area of agriculture. Roseworthy courses are designed to produce practitioners who have a thorough grounding in the practice of various specialisations in agriculture and an understanding of the scientific principles on which such practice is based.

76. The Board of Advanced Education recommended in its submission to the Committee:

That Roseworthy Agricultural College become closely associated with the South Australian Institute of Technology either as an affiliated college or as a School of Agriculture of the Institute (in which case the School be named the Roseworthy School of Agriculture). Either case, i.e. affiliation or the formation of a School, would entail the process of course approval and accreditation through the South Australian Institute of Technology. That a working party with an independent chairman appointed by the South Australian Board of Advanced Education should be formed to produce detailed recommendations (p. 134).

77. The Board of Advanced Education has since revised its views on the matter.21 In December 1977, the following resolution was passed by the Board:

(a) [that] as a result of developments since the release of the Board's report on "Co-ordination of Colleges of Advanced Education in S.A.," including a change in status of Roseworthy Agricultural College following recent successful course accreditations, the Board not press for affiliation of Roseworthy Agricultural College with the S.A. Institute of Technology at the present time, although continued consultation between the two institutions should be encouraged;

(b) [that] the Board reserve a right of review on the matter of affiliation as a possible long-term objective.

78. The distance of Roseworthy from the universities and other colleges and the specific purposes of its agricultural education programme, limit the benefits which might obtain from a merger with another institution. Nevertheless, it would be of benefit to the College to extend and strengthen its informal association with related institutions such as the Waite Institute and the South Australian Institute of Technology.

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21 Letter to the Committee (16/12/77).
79. There have been discussions between the Roseworthy College and the Department of Further Education about some courses in which they share a common interest. In part, any uncertainty about the ways in which joint or separate activities in these subjects should be conducted relates to the different bases of funding between TAFE and advanced education.

80. There are two major providers of agricultural education and expertise in South Australia, in addition to the University of Adelaide and Roseworthy. The Department of Further Education provides courses in equine studies, wine making, and farming, and with its state-wide network of colleges is able to provide services in many regions. The Department of Agriculture and Fisheries provides extension courses for farmers, particularly in operations where there have been changes in basic technology. A number of submissions made the point that the resources available for the continuing education of farmers would be more effective if there were a planned approach embracing the academic expertise and facilities of Roseworthy, the resources and distribution network of the Department of Further Education, and the technological knowledge of the Department of Agriculture and Fisheries. We are convinced that this is an area which would benefit from a regular exchange of information among the interested parties and where the Tertiary Education Authority of South Australia would be assisted by a continuing source of advice from a representative group on the needs of the farming community for courses in agricultural education. We are proposing, therefore, that one of the committees set up by the Tertiary Education Authority of South Australia should be an advisory committee on agricultural education.

81. The Committee RECOMMENDS that—

(a) the Roseworthy Agricultural College should establish standing committees to promote closer links with other institutions;

(b) the Tertiary Education Authority of South Australia should consider the establishment of an advisory committee comprising representatives of the Department of Further Education, the Roseworthy Agricultural College, the Department of Agriculture and Fisheries and of the farming community to advise on the provision and funding of courses in agricultural education.

The South Australian Institute of Technology at The Levels

82. The Levels campus of the South Australian Institute of Technology was established in 1970 in response to an expected growth in demand for graduates in the technologies. It is located on a large site about 15 kilometres from the city campus. The buildings and laboratories have a capacity for 2,232 full-time students.

83. As The Levels offers some specialist courses not available elsewhere, it will continue to attract students from throughout the metropolitan area and from other parts of the State. In 1977, however, there were only 682 full-time and 618 part-time students. This is an equivalent of 991 full-time students which is less than half the capacity of the College. Clearly, when The Levels was conceived,
there was an over-estimation of the demand for graduates in the technologies. According to the transport study, the situation is exacerbated by the location of the College and poor public transport service. We are aware that the Institute and the Board of Advanced Education are concerned that greater use should be made of the facilities of The Levels campus. It is possible that other sections of post-secondary education may in the future require facilities at The Levels.

84. In the immediate future, probably the best way of making adequate use of The Levels will be for the Institute to transfer to it most of the technological courses that remain in the city. It is expected that Architecture will be transferred to The Levels within the next two to three years when suitable accommodation has been built and that the School of Applied Geology will also transfer soon: the only other courses likely to be conducted at The Levels will be branch activities of the schools of Business Studies and Accounting, for which there is local demand. These moves would release space on the North Terrace campus for other purposes. A consequence of the build-up of the number of students and staff at The Levels might be the improvement of the public transport service to the area, although the Department of Transport was not able to give any guarantee in this respect.

85. The Committee RECOMMENDS that the Institute of Technology should enter into discussions with the Tertiary Education Authority of South Australia and other post-secondary institutions to investigate educational uses for The Levels in addition to those at present offered at the advanced technological level.

The Whyalla College of Further Education and The South Australian Institute of Technology (Whyalla)

86. Apart from the Roseworthy Agricultural College, the only campus for higher education outside the metropolitan area is that of the Institute of Technology at Whyalla. The branch of the Institute was established in 1965, largely in response to the perceived need for professional engineers and metallurgists for the BHP iron and steel works and the ship-yards. Since then, diversification of its programmes has led to the introduction of courses in medical technology, accountancy, social work and pharmacy. The branch now has 26 full-time academic staff members, 87 full-time students and 158 part-time students.

87. Although the Institute at Whyalla does not offer courses for external students, there are, according to a survey made by the Committee, 128 students, living in or near Whyalla, who are enrolled in external courses leading to awards in other higher education institutions. All but six of these students are enrolled in South Australian courses. Elsewhere we discuss the future of external studies in this State in some detail and reference is made there to the possible role of the Institute at Whyalla in developing this mode of study.

88. The Whyalla College of Further Education occupied a new site next to the Institute in 1968. It offers basic trade courses in Automotive Mechanics,

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23 Letter from the Assistant Director, Academic, South Australian Institute of Technology, to the Committee (14/2/78).
24 See Chapter 8, External Studies section.
Boilermaking, Building, Electrical, Fitting and Turning, Plumbing and Sheetmetal trades, and post-trade courses in Automotive Mechanics, Building, Electrical Mechanics and Metal Fabrication. It also offers other certificate courses in Sales, Business, Industrial Studies and Police Studies, as well as shorter vocational courses and an extensive range of enrichment sources.

TABLE 15
ENROLMENTS IN APPROVED COURSES AT 30 APRIL, 1977
SOUTH AUSTRALIAN INSTITUTE OF TECHNOLOGY—THE LEVELS

<table>
<thead>
<tr>
<th>Course</th>
<th>Full-time</th>
<th>Part-time</th>
<th>Total</th>
<th>EFTS</th>
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</thead>
<tbody>
<tr>
<td>Masters Degree</td>
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<td>Research—Applied Science and Engineering</td>
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<td>Systems Analysis</td>
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<td>Applied Chemistry</td>
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<td>20</td>
<td>10</td>
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<td>Cartography</td>
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<td>8</td>
</tr>
<tr>
<td>Mechanical Engineering</td>
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<td>17</td>
<td>30</td>
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<td>Surveying</td>
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<td>Adv. Certificate</td>
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<td>Mechanical Technology</td>
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<td>20</td>
<td>11</td>
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<td>Applied Chemistry</td>
<td>—</td>
<td>12</td>
<td>12</td>
<td>6</td>
</tr>
<tr>
<td>Civil Technician</td>
<td>—</td>
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<td>13</td>
<td>6.5</td>
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<td>6</td>
<td>3</td>
</tr>
<tr>
<td>Electronic Technician</td>
<td>1</td>
<td>18</td>
<td>19</td>
<td>10</td>
</tr>
</tbody>
</table>

| Field of Study                 |           |           |       |      |
| Applied Science                | 160       | 242       | 402   | 281  |
| Building, Surveying and Architecture | 100       | 64        | 164   | 132  |
| Engineering and Technology     | 370       | 308       | 678   | 524  |
| TOTAL                          | 630       | 614       | 1244  | 937  |

Source: Compiled from information supplied by the S.A. Board of Advanced Education.
TABLE 16
COURSE ENROLMENTS AT NOVEMBER, 1976
WHYALLA COLLEGE OF FURTHER EDUCATION

<table>
<thead>
<tr>
<th>Stream of Study</th>
<th>Professional</th>
<th>Para-Apprenticeship</th>
<th>Other Vocational</th>
<th>Preparatory</th>
<th>General Enrichment</th>
<th>All Streams</th>
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<tbody>
<tr>
<td>Professional</td>
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<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td>6</td>
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<td>44</td>
<td>321</td>
<td>683</td>
<td>568</td>
<td>76</td>
<td>1,590</td>
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<tr>
<td>Professional</td>
<td>3,282</td>
<td></td>
<td></td>
<td></td>
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</table>

Source: Department of Further Education

89. There is a lack of co-ordination in the development of post-secondary education at Whyalla and unnecessary duplication in the provision of libraries and student amenities. The working party of the two colleges, which was set up at the request of the Committee, has proposed that a local co-ordinating committee should be established to promote the sharing of facilities, exchange of teaching staff, joint planning and the means by which students might move with credit between courses in the two colleges.25

90. The Board of Advanced Education, in its submission to the Committee, recommended:

that the Whyalla campus be amalgamated as soon as possible with the Department of Further Education College and, if possible, with the Whyalla and Region Education Centre to form a college which would offer courses at various levels;

that a working party with an independent Chairman appointed by the Minister of Education be formed to produce detailed recommendations;

that tertiary level courses be controlled by the South Australian Institute of Technology and (where appropriate) South Australian Institute of Technology qualifications be offered. (pp. 130-131)

91. The Department of Further Education recommended that the existing premises of the South Australian Institute of Technology (Whyalla Campus) be amalgamated with the Whyalla College of Further Education under the administration of the Department of Further Education and be developed as a broad-based community college. (Submission, 3G, p.19)

92. In its submission, the Institute of Technology advanced a different view:

The Institute in Whyalla requires the link with Adelaide to ensure the accreditation, and sometimes even the survival, of its degree courses. A recent investigation convinced the Institute Council that little advantage would be derived from a merger between the Whyalla Institute and the adjacent Whyalla College of Further Education, although it recognised that in different circumstances a single college might have developed

with advantage. Certainly a merger would not help to solve the major problem at Whyalla, which is that of providing degree courses to very small numbers of students; Council believes that it is serving the community by providing these courses in what is the only centre of higher education outside the metropolitan area, and the financial burden of doing so would be no less if a merger took place. From its point of view, therefore, Council sees no case for a merger; but it realises that there may be other points of view. Council has explored many possible ways of increasing the student population at Whyalla, having, for instance, at one stage proposed that a small School of Teacher Education could usefully be added. One possibility which has only been explored slightly, and which is now put forward, is for the Whyalla Institute to be funded to add to its present activities the First Years of courses in science and arts and possibly teacher education, and to act as a feeder college to C.A.E.'s and the Universities in Adelaide.

(pp. 17-18)

93. During its two visits to Whyalla, the Committee heard the views of many of the residents who supported the continuation of the advanced education presence in the town and who believed that the absorption of the Institute into the Department of Further Education would reduce opportunities for degree and diploma studies.

94. The Committee believes that the size, location and economy of Whyalla, as well as the State Government policy for decentralization, warrant the retention of both the advanced education and TAFE facilities but that there should be increasing links between the two institutions, with the establishment of formal arrangements to ensure their effectiveness and continuity. The two colleges, in conjunction with their parent organisations, should immediately proceed to develop plans for the use of their combined resources so that an improved education service may be provided to students and to the community. It will be desirable to develop consultative structures between staff for the development and conduct of courses, so that progress can be reviewed from time to time. The willingness of the staff of both institutions to collaborate, and the community support which they can expect, provides an ideal setting for this exercise.

95. We envisage that a single multi-level college (perhaps to be known as a regional college) may eventually be formed; this would offer courses at both TAFE and advanced education levels. This would occur at some time in the future following a period of collaboration between the two colleges at Whyalla. At present, there are substantial problems which would have to be overcome before a multi-level college might be assured of success. For this reason, we are recommending that the possibility of a multi-level college at Whyalla should be the subject of an investigation by the Tertiary Education Authority of South Australia. It is important that the Whyalla community should participate in the investigation of any proposals for the future of the two institutions. The role of the Institute of Technology in a combined college would have to be clarified: at present there is a very close connection between the Institute's staff at Whyalla and their parent departments in Adelaide, an arrangement which is valued by staff members for professional reasons and which we see as having educational advantages.
TABLE 17
ENROLMENTS IN APPROVED COURSES AT 30 APRIL, 1977
SOUTH AUSTRALIAN INSTITUTE OF TECHNOLOGY—WHYALLA

<table>
<thead>
<tr>
<th>Course</th>
<th>Full-time</th>
<th>Part-time</th>
<th>Total</th>
<th>EFTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>B. Applied Science</td>
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<td></td>
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<tr>
<td>Chemical Engineering</td>
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<td>Medical Technology</td>
<td>4</td>
<td>1</td>
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<td>4-5</td>
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<td>Secondary Metallurgy</td>
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<td>8</td>
<td>4</td>
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<td>Social Work</td>
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<td>56</td>
<td>76</td>
<td>48</td>
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<td>3</td>
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<td>9-5</td>
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<td>9</td>
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<td>4</td>
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<td>18</td>
<td>18</td>
<td>9</td>
</tr>
<tr>
<td>TOTAL</td>
<td>87</td>
<td>158</td>
<td>245</td>
<td>166</td>
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Field of Study

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<th>Part-time</th>
<th>Total</th>
<th>EFTS</th>
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<td>54</td>
<td>38-5</td>
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<td>96</td>
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<td>8-5</td>
</tr>
<tr>
<td>TOTAL</td>
<td>87</td>
<td>158</td>
<td>245</td>
<td>166</td>
</tr>
</tbody>
</table>

Source: Compiled from information supplied by the S.A. Board of Advanced Education.

96. The Committee RECOMMENDS that—

(a) the Tertiary Education Authority of South Australia should investigate the possibility of the South Australian Institute of Technology at Whyalla and the Whyalla College of Further Education becoming a comprehensive multi-level institution in the future; and that, in the meantime,

(b) the Advisory committee for SAIT (Whyalla) and the Council of the Whyalla College of Further Education should ensure that each body continues to be represented on the other; these bodies should also arrange regular joint meetings;

(c) a joint committee of administrative and academic staff of both colleges should be established to meet regularly, reporting to both councils on administrative procedures, forward planning, joint utilisation of resources (including staff, buildings, libraries, student facilities and equipment), and opportunities for students to move from one institution to the other with credit for studies completed.
Noarlunga

97. Noarlunga is another region where there is the need for co-ordinated planning between the Department of Further Education and the advanced education sector. It is envisaged by the Department of Housing and Urban Affairs that the population of the Central-Southern CURB region south of the Hills Face Zone, at present about 70 000, may grow to about 150 000 by the year 1991. There is an immediate need for the development of TAFE courses in the region and the Department of Further Education already has advanced plans for the construction of a college on a site within the main town centre. There is no immediate pressure for advanced education courses. The future demand will be influenced by the rate of population growth as well as by its age and social structure; demand will also be affected by the transport facilities available for students to travel to colleges and universities in Adelaide.

98. The Board of Advanced Education and the Department of Further Education have established a liaison committee which, among other topics, is discussing Noarlunga. We are aware that both the South Australian Board of Advanced Education and the Department of Further Education are anxious to provide facilities for a growing regional centre and that, while the Board's concerns are not immediate, the Department needs to move quickly in order to satisfy a steadily growing demand for TAFE courses in the region.

99. The unco-ordinated development of neighbouring institutions which has occurred elsewhere must not be repeated at Noarlunga. The eventual development of a multi-level or regional college, similar to that suggested as a possibility for Whyalla, should be considered. The Tertiary Education Authority of South Australia should keep the situation at Noarlunga under review.

100. The Committee RECOMMENDS that after consultation with the Department of Housing and Urban Affairs and the South Australian Housing Trust, the Tertiary Education Authority of South Australia should ensure that there is a balanced and co-ordinated development of tertiary education facilities at Noarlunga.

Industrial Implications

101. In recommending some rationalisation of teacher education and the amalgamation of some colleges, the Committee is aware that there must be some re-arrangement of both academic and non-academic staff. The Committee's terms of reference require it to give advice on staffing changes that will result from proposals for rationalisation. Very early in its deliberations the Committee resolved that, whatever institutional changes it might recommend, staff affected should be given the assurance that they would continue to have employment with conditions and salaries not less than those they now enjoy. We point out that by "conditions" we mean the current circumstances of employment but not "expectations" of future circumstances. In view of the many changes likely to occur over time, we believe it would be inappropriate in a contract of employment

26 Source: South Australian Department of Housing and Urban Affairs.
to give any guarantee about future expectations of advancement in employment conditions.

102. We visited two other states to inform ourselves of the human and industrial implications of mergers which had taken place in recent years. Discussions were also held with the Tertiary Education Commission on the question of funding available to cover any surplus of staff that may be a temporary consequence of a reduction of the numbers in teacher training. The submissions of the various employee associations were also taken into account.

103. As it seems likely that the Tertiary Education Commission will recommend the funding provisions necessary to cover temporary redundancies, the Committee believes that teaching and non-teaching staff affected will readily be absorbed into the vacancies occurring during the next few years because of retirements and resignations. There will not be many employees affected, particularly as the recommended mergers do not involve bringing institutions together on one site, at least in the immediate future.

104. The Committee also believes that there are other ways in which staff, both academic and non-academic, could be helped to adjust to the changes. In the first place, when vacancies occur, all tertiary institutions should give preference to staff made redundant from other institutions. The Education Department, the Department of Further Education, and the Public Service Board should also consider favourably any applications by redundant staff for transfer to Public Service departments.

105. The Committee was perturbed to find that the contracts of employment for academic staff in some colleges make it difficult to alter staffing patterns as needs change. To some extent, this is a consequence of the colleges having, in the past, been teacher-training institutions within the Education Department; nevertheless, an unduly high proportion of recent appointments have carried tenure. Unlike the universities, the colleges of advanced education employ few staff on short-term contracts; the majority have tenure until retirement and their tenure is more secure than in universities. A similar observation is made in the 1976 report of the Academic Salaries Tribunal which states that "lecturers in the colleges tend to have greater permanence of tenure than do university lecturers." The universities and the Institute of Technology are the only institutions of higher education in South Australia whose statutes have provision for terminating the employment of teaching staff in situations where their services can no longer be justified. This provision has rarely, if ever, been used because all institutions have, until recently, been growing steadily. The period of notice for such terminations is approximately six months. The Tertiary Education Authority of South Australia should further examine this situation to ensure that, in future, all colleges make adequate provision for staffing adjustments in the contracts of employment they negotiate with teaching staff.

106. The Committee believes that the various Acts of the colleges of advanced education should be varied to facilitate easy transfer of staff between

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27 Academic Salaries Tribunal, 1976 Review, Mr. Justice W. B. Campbell, Chairman (Canberra, 1976), 7.69.
colleges. Such a provision would enable the college system to adapt staffing to meet changing course needs. Present staffing practice makes it difficult for a college to use the services of a specialist attached to another college. The Committee believes that the Tertiary Education Authority of South Australia should take steps to facilitate the movement of staff in such service roles.

107. In the two mergers of colleges which we propose, the greatest difficulties will occur at the senior levels of staff. Experience from mergers in other states indicates the desirability of a third party's being involved in the rearrangement of staff and in determining the new organisational structures. To solve the dual problem of obtaining the best staff for the institution and of doing justice to the staff involved, we propose that the Minister of Education should make the initial appointments, making use of the Public Service Board and the Tertiary Education Authority of South Australia for independent advice. Once the initial appointments are made, the councils of the colleges would make the future appointments, as is customary. We believe that the initial appointments will require some difficult decisions, particularly where the choice is between two equally qualified persons or between persons holding similar positions in the colleges to be merged, and that it would be best for the Minister to take this initial responsibility.

108. The Committee RECOMMENDS that—

(a) staff affected by our recommendations should be assured of continued employment with conditions and salaries not less than those upon which they are employed at present;

(b) all higher education institutions, the Education Department, the Department of Further Education and the Public Service Board should be asked, in making appointments, to give preference to staff from the colleges of advanced education made redundant by the implementation of our recommendations;

(c) legislation arising from the recommendations in paragraph 61 of Chapter 10 and from the recommendations in this chapter should provide that:

(i) if staff transfer between colleges, their existing rights will transfer with them;

(ii) in making new appointments, colleges shall take into account any staff redundancies in other colleges;

(iii) conditions of employment for staff shall allow for their transfer to another college in the event that the college council declares their job redundant;

(iv) in the case of merged colleges, there should be provision for staff appointments to be made by the new college council, except that in the first instance the Minister of Education shall approve the following:

(1) the initial senior academic and administrative organisation for the new institution, on the
recommendation of the Tertiary Education Authority of South Australia and the Public Service Board;

(2) on the recommendation of the Public Service Board, the re-allocation of the personnel from the merged institutions into the new organisation, on the assumption that all senior jobs are vacant, provided that, if deemed warranted because of special circumstances, an appointment may be made from other than existing staff.

**TECHNICAL AND FURTHER EDUCATION**

109. To complete the discussion of the future pattern of tertiary education in South Australia we now consider technical and further education (TAFE), particularly the role and future development of the Department of Further Education (DFE). The Department is, of course, the dominant provider in the TAFE sector, but it is not the only one. The voluntary sector makes some provision in the enrichment area and in recurrent education; in Chapter 5 we stated our view that this should be strengthened. The Department also shares with advanced education some responsibility in the education of technicians, and in the future there may be further common areas, if multi-level institutions develop at locations such as Whyalla, Salisbury or Noarlunga.

110. In Chapter 1, we list the distinctive purposes of TAFE as compared with those of universities and colleges of advanced education. While institutions of higher education provide education and training at an advanced intellectual level for those who are by inclination and ability suited to such study, TAFE is required to meet needs of all sections of the community, and particularly those which are not provided for by higher education. Specifically, TAFE provides vocational education, basic education for those who did not complete school, and enrichment or personal development education.

111. As stated in Chapter 1, every member of the community should have the opportunity, either on leaving school or subsequently, to continue a general education and to study for a vocational qualification. We have also indicated that higher education, which is now catering for almost one-quarter of the population, is nearing the limit of the demand which it can reasonably satisfy. Thus, if the goal of universal opportunity for post-secondary education is to be approached, it is in the TAFE sector that future expansion must occur. Table 2 of Chapter 3 quantifies the expansion of TAFE programmes in the Department of Further Education since 1973.

**The Present Operations of the Department of Further Education**

112. The South Australian Government, which is the principal source of recurrent and capital funds for TAFE, has placed a high priority on development of this sector since the Karmel Committee reported. This development has been accelerated by significant capital funds from federal sources during the three
years since the Kangan Report. Substantial capital expenditure is expected to continue for the next three years, both for providing new, and replacing old, facilities. As Table 18 indicates, in 1972-73 the budgeted recurrent expenditure of the Department was $8-80m, of which $8-57m was provided by the State. By 1977-78 this had risen to $36-67m, a fourfold increase, of which the State provided $32-80m. Since 1972, capital expenditure from State funds has been $31-41m and from federal sources $12-76m—a total of $44-17m. Total enrolments have risen from 64 600 in 1973 to 143 482 in 1977.

TABLE 18
BUDGETED EXPENDITURE, DEPARTMENT OF FURTHER EDUCATION, SOUTH AUSTRALIA

<table>
<thead>
<tr>
<th>Year</th>
<th>Recurrent Expenditure</th>
<th>Capital Expenditure</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>State1</td>
<td>TAFEC2</td>
</tr>
<tr>
<td>1972-73</td>
<td>8-57</td>
<td>0-23</td>
</tr>
<tr>
<td>1973-74</td>
<td>10-74</td>
<td>1-29</td>
</tr>
<tr>
<td>1974-75</td>
<td>13-67</td>
<td>2-63</td>
</tr>
<tr>
<td>1975-76</td>
<td>20-26</td>
<td>3-74</td>
</tr>
<tr>
<td>1976-77</td>
<td>25-22</td>
<td>4-28</td>
</tr>
<tr>
<td>1977-78</td>
<td>32-80</td>
<td>3-67</td>
</tr>
</tbody>
</table>

1 "State" figures represent the Department of Further Education Budget from Parliamentary Paper Estimates.
2 "TAFEC" figures represent Commonwealth grants from States Grants Acts, converted to financial years where necessary.
Source: Details provided by the Department of Further Education.

113. Since it became a separate Department in 1972, the DFE has adopted a philosophy of TAFE which places great emphasis on the access of all members of the community to recurrent education and training, irrespective of their previous educational attainment. The same philosophy was expounded by the influential Kangan Report and has contributed significantly to planning in the Department since 1972. Both the DFE and the Kangan Report saw TAFE as serving the community by providing programmes and activities which would enable individuals to pursue their talents and interests or develop competencies for their roles in the workforce and as citizens. Through TAFE, opportunities would be provided on a recurrent basis (see Chapter 8) for persons of all ages, regardless of past educational attainments, current employment status or geographical location.

114. The Department's courses are normally categorised by Stream of Study as follows:

Stream 1—leading to professional status;
Stream 2—certificates designed for para-professionals;

28 Field of study is another classification which is sometimes used: enrolments by field are shown in Chapter 3, Figure 8. They are: Field 1—applied science; Field 2—art and design; Field 3—building and construction; Field 4—business studies; Field 5—engineering; Field 6—rural and horticultural; Field 7—music; Field 8—para-medical; Field 9A—industrial services not classified elsewhere; Field 9B—personal services not classified elsewhere; Field 10—general studies, including sociological and humanities studies.
Stream 3—certificates for the apprenticeship trades;
Stream 4—non-certificate skilled trade and vocational courses;
Stream 5—preparatory as well as remedial classes for the disadvantaged;
Stream 6—general enrichment.

115. The DFE places considerable emphasis on special courses and initiatives. These include link courses, which are offered to senior secondary school students as a means of assisting the transition from school to work or further study. Through this arrangement, students in an increasing number of schools receive an introduction to vocational studies and, in some cases, may subsequently seek credit towards a tertiary qualification. The Department offers a range of education and training for Aboriginal people (Chapter 7) and provides for country residents through its network of colleges and through the College of External Studies. The adult migrant education programme has given priority to the teaching of English, particularly, but not exclusively, through its Migrant Education Centre. Classes in English are also provided for migrants throughout the State; in many cases, these classes are held in community facilities in preference to requiring attendance at an educational institution. The policy of the Department to use locations such as the work-place and students' homes is a recognition that some students are deterred by formal educational settings. Special programmes are provided for the physically and mentally handicapped, the aged, unemployed youth, and adult illiterates; recently some special provision has been made for the educational needs of women. Courses are also offered in adult matriculation, pre-matriculation and other bridging studies which enable access to higher education.

116. Table 19 shows enrolments in 1976 in age groups by stream of study. More courses are offered in Stream 6, General Enrichment, than any other stream; but many of these programmes are of short duration, and the distribution of teaching effort is more accurately indicated by the distribution of student hours shown in Table 20, where enrolments are also shown for comparison. Table 2 of Chapter 3 shows enrolments for the years 1973-76.

117. Programmes are offered through twenty-nine colleges of further education, including the South Australian College of External Studies. By the use of branches and annexes, courses are available at some 370 locations, of which 180 are outside the metropolitan region.

118. The head office of the Department provides centralized specialist services in curriculum development, staffing and staff development, buildings, research and administration: It also co-ordinates broad policy, planning and funding matters. The Department considers that this arrangement ensures maximum effectiveness and efficiency.

119. In Chapter 10 we refer to the issue of whether the Department should retain its present status, or whether it should be reconstituted as a statutory authority in the way proposed by some submissions made to the Committee. We indicate there that the Tertiary Education Authority of South Australia should re-examine this question in about three years' time, when there will be experience of
the relations between the Department and a co-ordinating body. The desirable degree of autonomy for TAFE colleges may be a matter for consideration at the same time.

120. The range of programmes provided by the DFE requires the employment of a high proportion of part-time teaching staff (approximately 2,100 paid hourly in 1978) having expertise in particular vocations, disciplines and activities. Full-time teaching staff (1,350 in 1978) are expected to have had extensive experience in the fields to which their teaching is directed. They are also encouraged to acquire further qualifications, both in their disciplines and in education, through the in-service programmes of the Department and through studies in other institutions; Torrens College of Advanced Education provides an Associate Diploma in Further Education, a Diploma of Teaching (Technical and Further Education) and a Graduate Diploma in Further Education.

### TABLE 19

**STUDENT ENROLMENTS IN THE DEPARTMENT OF FURTHER EDUCATION, BY AGE AND STREAM SOUTH AUSTRALIA, 1976**

<table>
<thead>
<tr>
<th>Stream</th>
<th>Under 16</th>
<th>16-20</th>
<th>21-29</th>
<th>Over 29</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Professional</td>
<td>—</td>
<td>75</td>
<td>332</td>
<td>337</td>
</tr>
<tr>
<td>2. Para-Professional</td>
<td>26</td>
<td>5,977</td>
<td>8,774</td>
<td>6,409</td>
</tr>
<tr>
<td>3. Apprenticeship Trades</td>
<td>361</td>
<td>8,642</td>
<td>169</td>
<td>—</td>
</tr>
<tr>
<td>4. Other Vocational</td>
<td>216</td>
<td>4,905</td>
<td>6,736</td>
<td>6,379</td>
</tr>
<tr>
<td>5. Preparatory</td>
<td>534</td>
<td>3,779</td>
<td>3,843</td>
<td>4,556</td>
</tr>
<tr>
<td>Total (1-5)</td>
<td>1,137</td>
<td>23,318</td>
<td>19,854</td>
<td>17,681</td>
</tr>
<tr>
<td>6. General Enrichment</td>
<td>2,892</td>
<td>5,185</td>
<td>12,685</td>
<td>17,110</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>4,029</td>
<td>28,563</td>
<td>32,539</td>
<td>34,791</td>
</tr>
</tbody>
</table>

1 Excludes 20,338 students whose age was not known.

### TABLE 20

**STUDENT ENROLMENTS AND HOURS IN THE DEPARTMENT OF FURTHER EDUCATION, BY STREAM SOUTH AUSTRALIA, 1976**

<table>
<thead>
<tr>
<th>Stream</th>
<th>Student Enrolments</th>
<th>Student Hours</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Per Cent</td>
</tr>
<tr>
<td>1. Professional</td>
<td>1,881</td>
<td>1.6</td>
</tr>
<tr>
<td>2. Para-Professional</td>
<td>24,796</td>
<td>20.6</td>
</tr>
<tr>
<td>3. Apprenticeship Trades</td>
<td>9,329</td>
<td>7.8</td>
</tr>
<tr>
<td>4. Other Vocational</td>
<td>22,874</td>
<td>19.0</td>
</tr>
<tr>
<td>5. Preparatory</td>
<td>16,106</td>
<td>13.4</td>
</tr>
<tr>
<td>6. General Enrichment</td>
<td>45,274</td>
<td>37.7</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>120,260</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Source: "Student Enrolments" provided by TAFEC and "Student Hours" from Department of Further Education, Annual Report of the Director-General of Further Education South Australia 1976.
"Distribution of Student Hours," p.15.
121. In its submission to the Committee, the Department drew attention to the problem of securing adequate facilities and accommodation for its varied activities. Until recently few of its premises had been designed for further education activity, and many were very old. There has been an extensive capital works programme during the past five years, and further major works are planned: new colleges are being built at Regency Park and Gilles Plains; extensions and upgradings are proceeding at Elizabeth and Whyalla; expansion of the South East Community College and planning for a new institution at Noarlunga is at an advanced stage. The Department is also seeking to concentrate some of its major city activities, at present dispersed over a number of locations, on one site.

The Future

122. There are important implications for the Department in the recommendations for co-ordination made in Chapter 10. They propose that the Tertiary Education Authority of South Australia should provide advice to the Minister of Education and to federal authorities concerning the funding of the DFE. This advice will be in the context of proposals for all tertiary sectors. A second power recommended for the Tertiary Education Authority of South Australia is the approval of all proposals for new courses which are intended to be at least one year in length and lead to an award. We regard it as necessary that the authority of this body should extend to the Department of Further Education in this matter. However, if the problems of the past are to be avoided, it is also important that such procedures should not delay the capability of the Department to move rapidly in response to new needs.

123. It will be possible for the Department to submit its courses for accreditation to the standing committee that accredits courses in higher education. The South Australian Technician Certificate Board, which has been available to accredit DFE and Institute of Technology certificate courses, will no longer be necessary.

124. Some expansion will be necessary if the Department is effectively to perform the role that we envisage for it. Owing to a proportionately higher commitment of both capital and recurring funds by the State Government, growth in technical and further education has been greater in South Australia than in other Australian states. The resulting development causes concern about the future level of federal funding, as this is based on an assessment of national needs and priorities. It would be inequitable if, in future, South Australia were to receive less than its proportionate share of Commonwealth funds because other states had in the past adopted different priorities.

125. Given its purposes and the extent of unsatisfied demand, the DFE has understandably been concerned with expansion and diversification. It has seen its potential role as being comprehensive. It is therefore not surprising that, to other agencies and institutions, the Department may have appeared unduly entrepreneurial and even unco-operative. Submissions to the Committee have referred to difficulties in relations between the Department and the South Australian Board of Advanced Education, individual colleges of advanced education, the Workers' Educational Association, and some government
agencies: An expansionary orientation is manifest also in the submission of the Department to the Committee, in which it proposes to encompass all middle-level courses (including nurse education), adult education and external studies at all levels.

126. A central role of the Department is in training for skilled occupations (including the trades) and of technicians. The Department is the sole provider of this training and therefore has a special responsibility in this area. Evidence available to the Committee suggests that the Department is fulfilling this role and has made adequate plans to keep abreast of likely future demand. However, as demand can fluctuate considerably, it is important that there should be potential as well as actual capacity for such training, so that this State can avoid the difficulties of some other states, where indentured apprentices cannot be found a place in a TAFE college.

127. Both in Chapter 1 and in Part 1 of this chapter, we have referred to the necessity for a master plan for the development of post-secondary education in South Australia. It is most important that the DFE should develop its own strategic education plan within which there is a clear set of priorities. This should be approved in general by the Tertiary Education Authority of South Australia. (The DFE plan, along with similar statements from other sectors, would contribute to the preparation of a master plan for all post-secondary education.) The plan should be subject to regular review, taking into account progress and the emergence of new needs.

128. The advent of the Tertiary Education Authority of South Australia, with its functions of course approval and course accreditation, will make it possible to avoid difficulties which have arisen in the past in connection with middle-level courses. Colleges of advanced education are playing a part in the provision of middle-level studies and should continue to do so. Associate diplomas should generally be offered in colleges of advanced education and certificate courses should be offered by TAFE colleges. There will be exceptions to this, and the choice will depend on a decision as to which institution has the more appropriate resources and is better located to serve the needs of students. Music, health surveying, and food and catering are examples of programmes which might be offered by TAFE colleges in the metropolitan area, at a level equivalent to an associate diploma; forestry and timber technology might be offered in the country. Examples of certificate-level courses which should continue to be offered at colleges of advanced education include Medical Technicians, Science Technicians, Cartography and Industrial Metallurgy.

129. For some purposes co-operative links are required with other institutions and sectors. In the case of the DFE, some such links are developing: with the Education Department in providing courses introducing secondary students to vocations, and with the Board of Advanced Education in planning for the Noarlunga region. The DFE has entered into arrangements with individual colleges of advanced education: with the Adelaide College of Advanced Education for the provision of interpreting and translating courses, and with Torrens College for the training of TAFE teachers. As we state elsewhere, if present enquiries result in new ventures in nurse education programmes, the
location of courses should be determined on the basis of institutional capacity to provide courses of the kind needed; decisions should not be made solely on the basis of pre-determined sectoral divisions.

130. The possibility that the DFE will participate in schemes to offer courses at both TAFE and higher education levels in the same college was allowed for in the recommendations on Whyalla, Salisbury and Noarlunga earlier in this chapter. Consideration needs to be given to arrangements for other regional further education colleges to offer higher education on behalf of colleges of advanced education and universities. Parts of courses, single subjects, or entire courses could be taught, depending on the student demand and resources which can be made available. We envisage that for this purpose the regional college would be licensed by the university or college of advanced education responsible for the subject or course, but the details would vary from case to case. In some cases, college staff might be approved to teach some subjects; alternatively, staff members from a college of advanced education or university might be seconded to the regional college for specified periods of time. Under present arrangements, financing of such developments in country colleges would be complex and the Tertiary Education Authority of South Australia should enter into negotiations with federal authorities to devise means of providing both capital and recurrent funds for these purposes. In Chapter 8, we have proposed that country colleges providing higher education studies should be called regional colleges.

131. Although Noarlunga may be regarded as part of the metropolitan network, it is far enough from the centre of metropolitan Adelaide to be considered in these terms. Although higher education is available at Flinders University and at Sturt College of Advanced Education, their distance from the Noarlunga Centre is such that a higher education presence may be needed at the proposed TAFE College. As noted in Part 1 of this chapter, the population growth in the region may well lead to permanent joint arrangements between the Department and higher education institutions; a multi-level institution may be appropriate. Present planning should take account of this possibility (see paragraphs 97-100).

132. Country colleges of further education should also assist as learning resource centres and provide tutorial support for external students of higher education institutions.

133. A related contribution by colleges of further education lies in the provision to country people of counselling and information services about the whole range of tertiary education. Although the colleges already attempt this, it should be given greater priority, and other institutions and agencies should provide the Department with full information for dissemination by its rural centres (see also Chapter 8).

134. There are a number of areas which should receive careful consideration by the Department as it decides its priorities. In the immediate future, the Department should give highest priority to the problems of young people who are leaving school and not going on to employment or further study. In Chapter 7 we proposed that the State Government should give every consideration to a policy which would guarantee to every school leaver the opportunity for a post-school
role in post-secondary education, in employment or in special projects. A strategy was discussed which would include a critical role for the DFE in extending its programmes for youth. The DFE would need to collaborate with the Education Department and other agencies to identify, at the earliest possible point, all school leavers who are at risk.

135. In Chapter 7, we make recommendations on the educational needs of some social groups in which there are more than the average number of persons whose access to post-secondary education is limited, or who are in other ways disadvantaged. Earlier in this chapter, we made a brief mention of DFE programmes intended to meet some of those needs. In the numerous submissions and reports which the Committee has received on the educational requirements of women, Aboriginal people, migrants, country residents and unemployed youth, the DFE was seen as the most appropriate agency for meeting their educational needs; it was evident also that the Department has fairly general acceptance among members of such groups. It has not been fettered to the same extent with the funding and course prescription that appears to have confined colleges of advanced education and universities to more rigid course structures. Its central organisation and the fact that it has been unencumbered by external requirements for approval and accreditation of courses, have enabled it to respond rapidly to new demands and opportunities.

Conclusion

136. It is important that the Department of Further Education should establish a set of priorities which will guide its activities in the face of competing pressures for services. In our Report we have stated the importance of vocational courses and of special programmes for certain disadvantaged groups including migrants, Aboriginal persons, country residents, women and school leavers facing unemployment. The state-wide network of colleges and the central organisation of the Department enable it to respond rapidly to meet new educational needs.

137. The co-ordinating structure that we have recommended for the State has important implications for the Department. It will provide advice to the Minister of Education on funding for the DFE and would consider proposals for new courses. The Authority will be responsible for ensuring that each sector operates within a set of agreed objectives, and it will have power to resolve any uncertainties caused by overlap between the Department and other tertiary educational institutions.

138. We have rejected the idea of solving border conflicts by rigid definition of sectoral boundaries. The principle should be followed by which a course or programme is provided by the institution best equipped to do so, taking into account the resources available. There will be instances, particularly in non-metropolitan areas, where the best service to students can be provided by collaboration between the Department and colleges of advanced education or universities. In certain locations, it may become appropriate to establish multi-level institutions providing both TAFE and higher education programmes.
Recommendations

139. The Committee's RECOMMENDATIONS are set out below.

(a) The Department of Further Education should, in collaboration with the Tertiary Education Authority of South Australia, give priority in its planning and allocation of resources to programmes for unemployed youth and to the needs of such groups as Aboriginal persons, migrants, women and country residents.

(b) In its country colleges, the Department of Further Education should develop information and guidance services covering all aspects of post-secondary education with the assistance of other tertiary institutions.

(c) The Tertiary Education Authority of South Australia and the Department of Further Education should examine the possibility of country colleges providing higher education in conjunction with universities and colleges of advanced education.

(d) The Tertiary Education Authority of South Australia should examine solutions to the difficulties surrounding varying salaries and conditions for staff in different sectors employed in the same college.

(e) The Tertiary Education Authority of South Australia should enter into negotiations with federal agencies on the means by which the arrangements envisaged in recommendation (c) may be funded.
Co-ordination
Co-ordination

1. The question of the co-ordination of post-secondary education in South Australia has been central to the work of the Committee. In its terms of reference the Committee is enjoined:

   To examine relevant legislation in this State, in the Commonwealth, and in other Australian States with a view to making proposals concerning desirable means of co-ordination, collaboration, consultation and rationalisation that might exist between bodies providing post-secondary education.

2. In a number of written and oral submissions to the Committee, concern has been expressed at the inefficient use of resources resulting from unco-ordinated developments in post-secondary education in the State. In some instances, these have been the result of the absence of any formal means of resolving conflicting claims; in other instances, they have occurred merely through the failure of one part of post-secondary education to be aware of action taken by others.

3. These concerns are not new. The Committee was established following statements that the responsibilities of the Department of Further Education and the colleges of advanced education were not adequately defined in the Bill to establish the Department of Further Education as a separate department of the Ministry. The Minister of Education pointed out in a statement to the House of Assembly on February 3rd, 1976, that:

   The introduction earlier this session of a Bill for a Further Education Department occasioned some debate in the House concerning the post-secondary area, and in particular the interface between the Further Education Department and the colleges of advanced education. Specifically, it was suggested that the Bill should be amended to define more closely the area in which the department should properly operate.

   . . . the various problems that have been aired concerning the post-secondary area, by which I mean not only the Further Education Department and the colleges but also the universities and other non-government institutions operating in what is sometimes called the adult education area, cannot be resolved merely by amendments to the Bill before the House.

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4. The Minister went on to announce the establishment of the Committee:

The South Australian Government now intends to investigate the post-secondary area to determine what structural alterations to institutions, and what amendments, not only to what will shortly become the Further Education Act, but also to all other Statutes in the field, may be necessary to ensure proper future co-ordination and the most effective use of resources.¹

5. At the outset, we point out that overlapping fields of study or of courses are not necessarily undesirable. As an example, the availability of courses in primary teaching in five different institutions in Adelaide makes it possible for students to choose which college they will attend on the basis of its location or programme. Nevertheless, there are several instances where staff and extensive facilities have been devoted to very similar courses for which only a small potential enrolment can be expected. Even after the Committee was set up, there were proposals for new courses that seemed to be superfluous or misplaced.

6. Instances in which fields of study overlap at similar levels in courses provided by a further education college and a college of advanced education are: Wine Production, Business Studies, Surveying, Building, Architecture, Electrical and Mechanical Engineering, Commercial Art, the courses in Performing Arts, Language Studies, Farming and Rural Studies. Overlapping fields between the colleges of advanced education and the universities, include: pre-service Teacher Education, specialist Teacher Education, Educational Administration, Architecture, Engineering, Music and Drama, Computer Studies and Metallurgy.

7. The development of Department of Further Education courses in wine-making, equine studies, and farming has caused the Roseworthy Agricultural College to express concern to the Committee that the resources and expertise of Roseworthy should not be overlooked in the provision of these courses, and that such courses, where they are provided by the Department of Further Education, should not lead to higher-level professional studies. The complementary roles which we see for the Department and Roseworthy in agricultural and related studies are set out in the previous chapter.

8. The Department of Further Education has recommended that all middle-level courses (certificates and associate diplomas) should become its responsibility.² On the other hand, the South Australian Board of Advanced Education submitted to the Committee that the boundaries between sectors should be defined with some flexibility so that, for example, courses of higher education of a university or college of advanced education could be provided “under licence” in a college of further education.³ It is also recommended that in the disputed middle-level courses, the decision on the location of each course should take into account the kinds of resources available and the accessibility to students.

¹ South Australian Parliamentary Debates (Hansard), No. 13 (3-5/2/76), p. 2011.
9. In our view, any rigid demarcation of sectoral boundaries would not improve the provision of post-secondary education in South Australia. There is a need, however, for a mechanism for the arbitration of disputes and for the co-ordinated planning of new developments. Colleges of advanced education and universities are inevitably engaged in providing some courses which are in similar professional or academic areas and which are of similar standard. There are some differences of emphasis and function to which we refer in Chapter 1, but it would be a fruitless exercise to attempt to define these differences with such precision as to eliminate any overlap between sectors.

10. We believe that there has been insufficient collaboration between the two sectors of higher education in the past when new courses have been proposed, and we note that there is no formal machinery for consultation or the resolution of disputes. In Chapter 9 we make a number of proposals for bilateral associations which, if adopted, should lead to more effective use of resources between adjacent institutions. There remain the questions of whether there should be a formal means of ensuring that development in all higher education is regulated according to an agreed plan and whether this should extend to all post-secondary education.

11. The two South Australian universities were opposed to the idea of their being included in any co-ordinated system of either post-secondary education or higher education at a state level. The University of Adelaide asserted that the necessary co-ordination of developments could be effected through voluntary co-operation between the institutions concerned.\(^4\) In support of this view, the University pointed to a number of successful collaborative arrangements between institutions, to some sharing of resources, and to agreements for the transfer of courses from the University to the South Australian Institute of Technology. The University's submission argues that there is now provision for co-ordinating all sectors of post-secondary education at national level and that as far as universities are concerned this eliminates the need for such co-ordination at state level. In its view, a state co-ordinating authority would constitute an unnecessary duplication of bureaucratic machinery. The submission further asserts that any proposal to include universities within the terms of reference of a state co-ordinating body would be "seen as a direct threat to the autonomy of the University and to its unfettered discretion in the conduct of academic affairs," (a power first bestowed in the University of Adelaide Act, 1874).\(^5\) The University does see the possibility of a state co-ordinating body's settling disputes. It is also aware that a co-ordinating authority might exercise restraint on colleges of advanced education wishing to introduce courses which are more properly the province of the universities.

12. In making proposals to the government on desirable means of co-ordination and rationalization of post-secondary education, due account must be taken of the universities' "other" role of conducting research and scholarship. In Chapter 1, we distinguished between the two major purposes of universities and

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\(^4\) University of Adelaide, Submission to the Committee (February 1977), pp. 85-88 and Supplementary Submission to the Committee (October 1977), p. 33.

\(^5\) Supplementary Submission to the Committee, p. 42.
between the ideas of academic freedom and institutional autonomy. We point out that the latter is by no means absolute and that universities, as publicly financed institutions, are subject to decisions of government on the resources they will receive. They will also be expected to provide an account of how their resources were used. We would expect that universities should be responsive to some direction from a co-ordinating authority about the provision of professional courses, particularly as they share the field with colleges of advanced education. Such limitations to institutional autonomy should not infringe upon the freedom to undertake research or publish its results, nor should the freedom in such matters as selection of students and staff, the determination of teaching methods, or the specific content of courses be threatened.

13. Many decisions that are made about one sector of post-secondary education will have implications for the others. Although the Commonwealth Government provides the finance for the university and advanced education sectors, the State at present provides the major part of the finance for the TAFE sector. Institutions in all sectors operate under state legislation; we therefore regard it as essential that governments at both levels should have access to an authoritative source of co-ordinated advice. It is, of course, highly desirable that instrumentalities established for this purpose at state and federal level should complement one another. While we believe the federal co-ordinating body, the Tertiary Education Commission, must be responsible for broad policy decisions of national significance, a state body would, because of its knowledge of circumstances within the state, be better placed to reach more informed decisions on a large number of issues.

14. We are aware that post-secondary education is not itself independent of other levels of education in the State. The Education Department and the Department of Further Education have informed us of numerous important connections between them, both in the use of resources in curriculum development and in responsibility for students. We expect that such collaboration will increase as programmes linking school and work are developed and as concepts of recurrent education are put into practice. It is the Education Department's view that the Department of Further Education should not be placed within a system co-ordinating post-secondary education, as this would inhibit effective planning and collaboration between the two departments.6

15. The consideration of any form of co-ordination that would include the Education Department is outside the terms of reference given to the Committee. There is at present co-ordination of the Education Department and the Department of Further Education through the Minister of Education. We see no reason why the present arrangements, which appear to work effectively, should not continue if the Department of Further Education were to be brought into a system which co-ordinated all post-secondary education.

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6 Letter to the Committee (26/8/77).
PRESENT CO-ORDINATION IN SOUTH AUSTRALIA

16. South Australian Council for Educational Planning and Research: In Education in South Australia 1969-70, the Karmel Committee recommended the establishment of a committee which would advise the government on broad policy issues in higher education. It was to have a co-ordinating role through advising the universities and colleges of advanced education “with a view to promoting co-ordination and mutual assistance and diversity, where appropriate, in the field of tertiary education.” Although it was established, the Committee did not meet; its functions were divided between the South Australian Board of Advanced Education and the South Australian Council for Educational Planning and Research.

17. The Council was formally established by Act of Parliament in 1975, although it had existed in some form since 1973. In its Act the Council is enjoined, among other things, “to promote the development, rationalization and co-ordination of educational services” [14 (1),(b)]. It was the view of both the Karmel Committee in recommending the Tertiary Education Committee and the Government in establishing the Council that co-ordination could best be effected through a representative advisory body. The Council’s primary function is to conduct or commission research into educational services and the use of educational resources as a means of promoting the rationalization, development and co-ordination of educational services at all levels. This has involved the establishment of a library, the publication of records and papers, and cooperation with other educational authorities in South Australia and elsewhere. It has no executive power but may advise the Minister, independently or at his request, on desirable developments in education.

18. Although the South Australian Council for Educational Planning and Research has contributed to the co-ordination of post-secondary education through the preparation of reports and advice to the Minister, it has not effected a co-ordinating role in any continuing or direct fashion. Given its charter, composition and resources, it is not a role which it could be expected to fill. We discuss the South Australian Council for Educational Planning and Research more fully in another section of the Report.

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7 Education in South Australia 1969-70, p. 310.
8 The Council comprises the Chairman, the Executive Director, the Directors-General of Education and Further Education and a nominee of each, the Vice-Chancellors of Adelaide and Flinders Universities, the Director of Catholic Education, the Chairmen of the Board of Advanced Education and the Childhood Services Council, the Director for the Environment, the Director of the South Australian Institute of Technology, two representatives of the remaining advanced education college Directors, two nominees of the South Australian Institute of Teachers, one nominee of the Association of Independent Schools, six Ministerial nominees, and any two others who may be co-opted. From among the members of the Council, an Executive Board is appointed consisting of the Chairman, Executive Director, Director-General of Education (or his nominee) and four other members of the Council.
19. **South Australian Board of Advanced Education**: The Board was established in 1972 as an administrative body with specific responsibilities to the advanced education sector of post-secondary education. It is a representative body.\(^9\)

20. The responsibilities of the Board include the accreditation of courses in colleges of advanced education, the promotion of research in areas of advanced education, and advising the Minister of Education on matters related to advanced education, particularly those that concern the allocation of funds. It acts in collaboration with the colleges of advanced education in South Australia and with the federal Tertiary Education Commission and the Advanced Education Council.

21. **Department of Further Education**: The Department was established by legislation in 1975 as a separate department within the Public Service, responsible to the Minister of Education for the administration of all matters relating to the public provision of Technical and Further Education as defined in the present Act. Previously it had been the Technical Division of the Education Department, although it had operated independently of the Education Department from 1972. It is able to exercise central control over the allocation of resources, planning and the development of courses for TAFE in South Australia, which is provided by 29 colleges of further education. The Department advises the Minister on all matters related to Technical and Further Education. It has built up a strong and effective system of colleges, which exhibits some of the characteristics of a multi-campus institution. In country areas, it is the most significant tertiary education presence.

22. **South Australian Technician Certificate Board**: Action to co-ordinate the nomenclature and standards of middle-level courses was initiated in 1967 when, following federal moves to limit advanced education to courses of a high academic standard, the South Australian Institute of Technology began to transfer its certificate courses to the Technical Division of the Education Department. The Institute retained its advanced certificate courses, which it subsequently restructured and designated associate diplomas (the appropriate accreditable award of the Australian Council on Awards in Advanced Education). A joint committee of the Institute and the Education Department was established to supervise the transfer. In 1972, this committee was replaced by the South Australian Technician Certificate Board, which was established by statute under the Institute of Technology Act. The purpose of the Board is to accredit technician certificate courses that are submitted to it, having regard to staff, accommodation and facilities available for the courses. It also awards certificates.

23. The Institute of Technology has expressed to the Committee its concern that the Department of Further Education is blurring the distinction between certificate and associate diploma courses. The Department is upgrading the

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\(^9\) It comprises a full-time Chairman, the Directors-General of Education and Further Education (or their nominees), the two university Vice-Chancellors (or their nominees), the Director of the South Australian Institute of Technology or (nominee), two Directors of the remaining colleges of advanced education (elected by the Directors of those colleges), two elected academic staff members (one elected by and from the staff of the Institute of Technology and Roseworthy, and one elected by and from the staff of the other colleges of advanced education), one nominee of the South Australian Institute of Teachers and four appointments made by the Minister of Education.
content of transferred certificate courses and, in some instances, it is moving to seek associate diploma status for them. The Institute expresses its concern that in the middle manpower area the proposals of the Department should, like proposals of the colleges of advanced education, be subject to co-ordination.

24. The Committee has noted that the restricted terms of reference of the South Australian Technician Certificate Board and the fact that it is not mandatory for institutions to submit courses to it make it difficult for it to exercise a co-ordinating role; indeed, it is not clear that it was ever intended to do so. A further limitation is the composition of the Board, part of which is nominated by the Council of the Institute and the other part by the Director-General of Further Education. We observe elsewhere that co-ordinating agencies comprising representatives of institutions are frequently reluctant to take decisive action against the wishes of those institutions.

25. The Technician Certificate Board has made a submission to the Committee in which it proposes that it should be abolished and its functions be taken over by a new accreditation body with a responsibility for all levels of tertiary education. The submission stresses the need to distinguish between approval of new courses—which is a question of whether such graduates should be produced—and the accreditation of course proposals, which should be based on considerations related to facilities and standards.

26. Voluntary Co-operation: Formal structures for co-ordination and collaboration in South Australia are supported by substantial voluntary co-operation, usually in the form of subsidiary committees that have an inter-institutional co-ordinating function within groups of institutions. These vary in their degrees of formality: some are based on a formal instrument of agreement, as in the cases of the South Australian Tertiary Admission Centre and the South Australian Advanced Education Computer Network; others result from a decision taken by the Councils of the respective institutions, which is the case with the liaison committees, established between the University of Adelaide and the Flinders University and between the University of Adelaide and Institute of Technology, to discuss matters of common interest. Other formal committees bring together groups with common concerns, such as the South Australian Conference of Vice-Chancellors and Directors, the Liaison Committee of the South Australian Board of Advanced Education and the Department of Further Education, and the Committee of the Chief Librarians within the colleges of advanced education.

POST-SECONDARY CO-ORDINATION IN OTHER STATES

27. The position at state level is summarized in Figure I. Western Australia is the only state where there is statutory provision for the co-ordination of all post-secondary education, although the extent of the Western Australian Post-Secondary Commission’s authority over TAFE is not yet clear.

28. There are some differences between the form of organization of each sector and the relation between the sectors in other states. TAFE is the responsibility of the Education Department in four of the six states where it comes under the authority of the Minister and the Director-General of Education. In New
South Wales and South Australia, TAFE is a separate department which has its own Director-General responsible to the Minister of Education.

29. As a result of the recommendations of the Martin Committee, there is provision in all states for the co-ordination of advanced education by a statutory authority. In Tasmania, where there is only one college of advanced education, the college council acts as the co-ordinating body for that state. In Victoria, there are two bodies for co-ordinating advanced education: the State College of Victoria for all the metropolitan teacher education colleges and the Victorian Institute of Colleges for the remaining colleges of advanced education. Both of these bodies have considerable powers in relation to their constituent colleges and the two systems are in a number of respects like multi-campus colleges. Elsewhere in Australia, the co-ordination of advanced education is concerned mainly with providing the Commonwealth Government with advice on the financial needs of colleges and the approval and accreditation of courses.

**FIGURE 1**

**POST-SECONDARY CO-ORDINATION AT STATE LEVEL**

<table>
<thead>
<tr>
<th>STATE</th>
<th>UNIVERSITIES</th>
<th>COLLEGES OF ADVANCED EDUCATION</th>
<th>TECHNICAL AND FURTHER EDUCATION</th>
</tr>
</thead>
<tbody>
<tr>
<td>NEW SOUTH WALES</td>
<td>HIGHER EDUCATION BOARD</td>
<td></td>
<td></td>
</tr>
<tr>
<td>VICTORIA</td>
<td>VICTORIA INSTITUTE OF COLLEGES</td>
<td>STATE COLLEGE OF VICTORIA</td>
<td>DEPARTMENT OF TECHNICAL AND FURTHER EDUCATION</td>
</tr>
<tr>
<td></td>
<td>ADVISORY COUNCIL ON TERTIARY EDUCATION</td>
<td></td>
<td>EDUCATION DEPARTMENT</td>
</tr>
<tr>
<td>QUEENSLAND</td>
<td>QUEENSLAND BOARD OF ADVANCED EDUCATION</td>
<td></td>
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<tr>
<td></td>
<td>JOINT ADVISORY COMMITTEE</td>
<td></td>
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<td>WESTERN AUSTRALIA</td>
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<tr>
<td></td>
<td>WESTERN AUSTRALIA POST-SECONDARY COMMISSION</td>
<td></td>
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<tr>
<td>TASMANIA</td>
<td></td>
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<tr>
<td>SOUTH AUSTRALIA</td>
<td>SOUTH AUSTRALIAN BOARD OF ADVANCED EDUCATION</td>
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</tr>
<tr>
<td></td>
<td>University of Tasmania and the Tasmanian College of Advanced Education were the only institutions in the University and College of Advanced Education sectors</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

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30. In the university sector, it is only in New South Wales and Western Australia that there is statutory provision for the co-ordination of universities; in both instances this is part of the provision for wider co-ordination—of higher education in New South Wales and of all post-secondary education in Western Australia. In Queensland there is a joint advisory committee comprising representatives of the universities and colleges of advanced education and the Director-General of Education; this was set up at the request of the Minister to advise him of developments in tertiary education.

31. It is clear that in the states, authority for co-ordination is greatest in the TAFE sector where government departments exercise a large amount of central control over their colleges, and least in the university sector for which there is effective co-ordination only at federal level.

32. We have observed that ideas on the role of the states in the co-ordination of post-secondary education are changing. All states appear to be moving towards bringing all post-secondary education into a single system in which each sector retains its identity and in which the state and federal agencies have complementary roles. In Western Australia, an authority encompassing the three sectors has been set up as the result of an enquiry into post-secondary education. Its authority appears to be greatest in relation to advanced education; nevertheless, it has authority to advise the Minister of Education about all sectors. In the long term, its effectiveness as an agency for co-ordination will depend on the authority which is delegated to it by the state Minister of Education in the case of TAFE and the relationship it develops with the federal Tertiary Education Commission in the case of universities and colleges of advanced education.

33. In New South Wales, a Working Party is considering the idea of a representative statutory commission which would advise on all public education in the state (schools, TAFE and higher education) and have executive responsibility for schools and TAFE.

34. In Victoria there is a committee of enquiry which has terms of reference similar to those of this Committee; these require it, among other things, to recommend on the relation of the various streams of post-secondary education and on measures for avoiding unnecessary duplication and overlap of courses and facilities. In Tasmania, where the number of institutions of post-secondary education is much fewer than in other states, there is a committee enquiring into the best means of co-ordinating tertiary education. It is only in Queensland that the question of the co-ordination of all post-secondary education has not been recently under review.

35. Co-ordination within universities and within TAFE has had a fair degree of success; but in advanced education there have been a number of unresolved problems, especially in the failure to control the number and size of institutions and in the approval of courses. To some extent these may be the teething difficulties of a sector of post-secondary education which is quite new compared with technical colleges and universities and which has developed during a period of expansion of post-secondary education. It is also the outcome of the ambiguous status of colleges of advanced education in relation to state and federal co-ordination. As we have already pointed out, universities are clearly co-
ordinated at federal level and TAFE colleges at state level; but colleges of advanced education are subject to both state and federal bodies in such a way that the division of authority is not always clear. There is a potential conflict of interests. Unless responsibility is fully delegated, there is a possibility that the state body, which is not ultimately responsible for recommending funds to its government, may take the role of advocate for its colleges rather than assume that of a planning agent.

**PRINCIPLES OF CO-ORDINATION**

36. There are two arguments for bringing post-secondary education into a co-ordinated system. The first concerns the need for regulatory arrangements to ensure that institutions operate according to agreed general purposes and that the unnecessary overlaps, which occur in the absence of an arbiter, are avoided. The second is the need for a planning agency which can anticipate needs in the system and can recommend the resources which are needed, including, where necessary, a change in distribution of resources within the system. In addition to providing for regulations and planning at state level, the emergence of a federal co-ordinating body for all tertiary sectors makes it desirable that a state should have a complementary instrumentality. We believe that a state body, being closer to the constituent institutions, will be in a better position to reach informed decisions. In the absence of an over-arching state body, it is likely that decisions which it would more appropriately make will be taken, by default, at the federal level.

37. There has been some concern expressed to us, especially by the universities, that the establishment of a state co-ordinating body would threaten the autonomy of institutions. The universities believe that there is adequate provision for co-ordination at the federal level, that any co-ordination necessary at state level can be and has been achieved satisfactorily by voluntary agreements. The view was put to us that a state body would be redundant and possibly bureaucratically inefficient. We believe, however, that it has been shown that there is a need for an authoritative body to act in cases where voluntary procedures have become deadlocked or where there are issues which have implications for more than one institution or sector.

38. We propose, therefore, to recommend that tertiary education in South Australia should be developed as a co-ordinated system in which each sector retains its own distinct identity; in which the provision for state co-ordination complements the co-ordinating role of the federal Tertiary Education Commission as far as is reasonably possible; in which the principle of voluntary collaboration between sets of institutions is encouraged; and in which, as new needs emerge, the evolution of new structures is possible.

39. Having concluded that there should be a co-ordinated system of tertiary education in the State, the Committee considered the form that it should take. The questions that we considered were:

(a) the legal status of a body to co-ordinate tertiary education, in particular, whether it should be a statutory authority or a government department;
whether it should be advisory only, or whether it should have executive powers;
(c) whether its authority should reside in a council and, if so, how such a group should be constituted.

PROPOSALS FOR A STATE CO-ORDINATING BODY

40. We received a number of submissions suggesting that the Committee should establish a form of co-ordination for tertiary education in South Australia, and as evidence most cited the problems noted earlier in this Chapter.

41. The South Australian Board of Advanced Education proposed that the appropriate form would be a statutory authority with an over-arching role, complementary to the federal Tertiary Education Commission, to advise the state Minister of Education and the federal Tertiary Education Commission on funding and planning, foster co-operation and collaboration between the sectors, and promote and conduct relevant research. The Board suggested that the membership of the authority should be small, with three members nominated by, but not representative of, the three sectors, and that a system of committees should provide formal links between sectors.¹⁰

42. The Department of Further Education's proposal for an over-arching authority suggested that it should be an advisory body located within the office of the Minister of Education. The body would exercise its authority in regard to planning, development, funding and co-ordination.¹¹ It was suggested that the membership of the body would be small and non-representative.

43. Other proposals from the colleges of advanced education favoured the establishment of a co-ordinating body as a statutory authority with functions complementary to the Tertiary Education Commission. The Australian Union of Students also suggested a statutory authority.¹²

THE TERTIARY EDUCATION AUTHORITY OF SOUTH AUSTRALIA

44. If co-ordinating powers are to be effective, they will need to override some of the powers with which tertiary institutions are vested under their own legislation. New legislation will be required.

45. In determining the way in which such powers should be administered, we considered the various interstate examples of co-ordination by ministerial department, ministerial advisory committee, or statutory body. We believe that a statutory body is the most appropriate form for the co-ordination of tertiary education in South Australia. The particular advantage of a statutory body in relation to tertiary education is that it has greater independence from political direction than a government department and, of equal importance, has the clear

¹² Australian Union of Students, Submission to the Committee, Part 2 (August 1977), p. 3.
appearance of such independence. As such, a statutory authority would be congruent with many of the institutions within its sphere of influence.

46. In its report, the Royal Commission on Australian Government Administration outlined the considerations which should be taken into account in determining whether or not a statutory authority is preferable to a government department. In particular, it argued that a statutory authority would be justified if independence were required to avoid political control or full political accountability, as when the function is quasi-judicial, regulatory, involves grants or subsidies, or entails higher educational opinion-forming or research activities.13

Other advantages generally associated with a statutory body are that it has a specific charter and, if constituted of a number of persons, it builds its decisions on the combined experience and knowledge of its members. It has continuity of existence even with individual changes in membership; this is important for long-range planning, which is a vital requirement in post-secondary education.

47. We therefore propose that legislation should be enacted to establish a co-ordinating body to assist in the development of a rational and balanced tertiary education system in South Australia.

48. A co-ordinating authority will have an important responsibility to protect institutional autonomy while promoting the planned development of the system. It should function as an advisory body to the state Minister of Education and federal Tertiary Education Commission. It would derive its power through recognition by both state and federal authorities, through its status as an agency of formal advice on the needs of tertiary education in this State, from its tendering of advice on funds, and through its executive function of course approval.

49. This is not meant to preclude the universities from conducting discussions with the federal Universities Council or the Department of Further Education from conferring with its Minister: it does mean, however, that for tertiary education to develop as a balanced system there would be an informed authoritative source of advice in South Australia on all proposals, particularly those which have implications for more than one sector.

50. In Chapter 9 the Committee observed that the conditions of appointment applying to staff in colleges of advanced education lack the flexibility that applies in universities. This inhibits the redeployment of resources we believe to be essential if that sector is to adjust to a period of no growth as a system of relatively small colleges dependent largely on teacher education. At present, proposals and recommendations on these matters are made by a number of different tribunals and authorities, such as the Academic Salaries Tribunal, the South Australian Public Service Board and the Teachers Salaries Board, and by agreement between employee bodies and institution councils. The South Australian Board of Advanced Education and the colleges of advanced education have a Joint Industrial Committee; the Board itself lacks substantial authority in this area.

51. Not only does the Committee see the need to reduce the rigidities of the present situation and provide for greater mobility in the future, but it is also concerned that these problems should not prevent the possible development of multi-level institutions (foreshadowed in Chapter 9), with their attendant problems of different salary scales and conditions of service for teaching and non-teaching staff. Furthermore, there is the need to ensure a balanced mixture of permanent, contract, and temporary junior and senior staff at all levels. Thus, the Committee believes that it is essential that the Minister of Education should have available an informed source of advice on salaries and conditions and that it is appropriate that this should be the proposed Authority.

52. Name: We propose that the new body should be called the Tertiary Education Authority of South Australia (T.E.A.S.A.).

53. Membership: We propose that the Tertiary Education Authority of South Australia should comprise a comparatively small body and that the members should not be representative of educational bodies or institutions. There are clear indications from interstate experience that a co-ordinating body comprising representatives of the institutions to be co-ordinated will have difficulty in reaching an objective decision if they are dealing with situations where the interests of one of the parties is involved.

54. The Authority is not set up for the purpose of exercising detailed control. Administration and normal policy decisions will remain with the present institutions which, in higher education, all have their own representative councils. These will continue to operate with a great deal of independence as they do at present. We fully expect that differences between institutions or sectors will normally be solved by mutual consent after discussion between the parties, including where necessary the Authority. When a case does arise in which the Tertiary Education Authority of South Australia must make a unilateral decision, we believe that committee members must be seen to be objective and independent.

55. To facilitate such discussions and as an aid to prompt decision making, we propose that the Chairman and Deputy Chairman of the Authority should be employed full-time. We expect that the Chairman and his Deputy will become thoroughly familiar with educational establishments and with people operating in the field. They will therefore obtain a wide first-hand knowledge of the educational scene.

56. It will, no doubt, be necessary for the Authority to establish ad hoc and standing committees to advise it on particular aspects of planning and co-ordination. We would expect that these committees would include representatives of interested parties whose particular background and experience would thus be used. We are specifically recommending that one such standing committee should be permanently established for the accreditation of courses.

57. Our specific proposal for the membership of the Tertiary Education Authority of South Australia is that it should comprise five members appointed by the Governor, of whom the Chairman and Deputy Chairman shall be full-time and the remaining members part-time. Members shall be chosen for their interest in
and suitability for dealing with post-secondary education, but they shall not represent any particular educational institution or faction.

58. Terms of Office of Members: We envisage that the Chairman and Deputy Chairman will be appointed for terms of not more than five years and that the part-time members of the Authority will serve terms of not more than three years. In the first instance, the Deputy Chairman should be appointed for a term of four years and the part-time members for three-, two- and one-year terms each. Members should be eligible for reappointment.

59. Functions of the Authority:

(a) to advise the Minister of Education on any matter pertaining to post-secondary education in South Australia;

(b) to advise the Minister on salaries and conditions of service proposed for academic and non-academic staff in colleges of advanced education;

(c) to review the needs of South Australia for post-secondary education and undertake planning to meet future changes in those needs;

(d) to make recommendations to the Minister and to the Tertiary Education Commission on the allocation of funds (both capital and recurrent) for post-secondary education in tertiary institutions and the agencies of post-secondary education;

(e) to approve any proposed new course in a tertiary institution;

(f) to request any tertiary institution to introduce a course or to discontinue an existing course;

(g) to publish such reports as it considers desirable.

60. In order to carry out these functions, the Authority should:

(a) with the approval of the Minister of Education, appoint such staff as it requires; 14

(b) establish such standing and ad hoc committees as it deems necessary to assist in carrying out particular functions;

(c) request such information from tertiary institutions as it deems necessary to assist in carrying out particular functions.

61. The Committee RECOMMENDS that—

(a) the South Australian Government should establish a statutory coordinating authority for tertiary education in this State to be named the Tertiary Education Authority of South Australia;

(b) the Tertiary Education Authority of South Australia should have five members appointed by the Governor; a Chairman and Deputy

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14 Whether staff are appointed under the provisions of the Public Service Act or the Tertiary Education Authority of South Australia Act will be a matter of government policy; the Committee sees no objection to either method of appointment.
Chairman, both of whom shall be full-time and shall be appointed for terms of not more than five years, and three other members, who shall be part-time and shall be appointed for terms of not more than three years. In the first instance, the Chairman should be appointed for five years, the Deputy Chairman for four years and the part-time members for three-, two- and one-year terms. All members should be eligible for reappointment;

(c) the powers of the Tertiary Education Authority of South Australia should be:

(i) to advise the Minister of Education on any matter pertaining to post-secondary education in South Australia;
(ii) to advise the Minister of Education on salaries and conditions of service proposed for academic and non-academic staff in colleges of advanced education;
(iii) to review the needs of South Australia for post-secondary education and undertake planning to meet future changes in those needs;
(iv) to make recommendations to the Minister of Education and to the Tertiary Education Commission on the allocation of funds (both capital and recurrent) for post-secondary education in tertiary institutions and other agencies of post-secondary education;
(v) to approve any proposed new course in a tertiary institution;
(vi) to request any tertiary institution to introduce a course or discontinue an existing course;
(vii) to publish such reports as it considers desirable;
(viii) with the approval of the Minister of Education to appoint such staff as it requires;
(ix) to establish such standing and ad hoc committees as it deems necessary to assist in carrying out particular functions;
(x) to request such information from tertiary institutions as it deems necessary to assist in carrying out particular functions.

IMPLICATIONS FOR OTHER BODIES

62. Department of Further Education: The Department of Further Education is a department of state; it also has its own Act which makes it responsible to the Minister of Education. The question of whether it can be effectively co-ordinated by the proposed co-ordinating authority has been raised in a number of submissions, including that of the South Australian Board of Advanced Education. The Department of Further Education, in its submission to the Committee, recognizes that the "universities, colleges of advanced education and further education cannot be directed or administered in isolation from one another. The allocation of funds between competing departments must be carefully
considered. The Department also affirms that having direct access to the Minister of Education it can argue its own claim to funds without the need to accommodate directly competing needs—a view which is expressed in the Karmel Report. The view of the Department is that co-ordination should not interfere with the direct relations between the education authorities and the Minister. The Committee asked the Department of Further Education to consider whether its role could be more readily co-ordinated if it had greater independence. It asserted, however, that the balance of arguments was strongly in favour of retaining its present departmental form.

63. The report of the Royal Commission on Australian Government Administration suggested, among other things, that before establishing a new statutory authority, consideration should be given to alternatives, such as the possibility that the Minister should be vested with necessary statutory powers to fulfil the required function. While the Department of Further Education functions as a department, the Minister of Education is, in fact, empowered to act by legislation under the Further Education Act, 1975. We believe that this form of administration is operating effectively, and we have concluded that it would be undesirable to change the present departmental status of the Department at the present time. Becoming a statutory authority without quasi-departmental status may have some advantages; but while funding is from state sources, it would not necessarily lead to any more effective co-ordination.

64. We believe that in about three years' time there should be a review of the relationship of the Department of Further Education to the post-secondary system of education of South Australia. By then it should be clear whether there are to be any changes in the sources and mechanisms of funding both TAFE and higher education. Experience will also have shown whether a statutory co-ordinating authority can effectively co-ordinate a post-secondary system of which one part is a government department. We have stated that the effectiveness with which TAFE co-operates with the Tertiary Education Authority of South Australia will depend to a large extent on the recognition of its authority by the Director-General and the Minister of Education. We believe that this will be of particular importance in rationalising the provision of courses leading to the award of certificates and associate diplomas, as well as in the negotiation for the development of multi-level institutions at centres such as Whyalla and Noarlunga.

65. The Committee RECOMMENDS that the Tertiary Education Authority of South Australia should, in three years' time, reconsider the status of the Department of Further Education as it affects the co-ordination of post-secondary education in South Australia in order to determine whether it should retain its quasi-departmental status or become more independent.

66. South Australian Board of Advanced Education: In its second submission, the South Australian Board of Advanced Education recognises that it

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16 Education in South Australia 1969-70, p. 333.
17 Letter to the Committee (18/8/77).
18 Royal Commission on Australian Government Administration, Report, p. 85.
may become redundant if a tertiary co-ordinating authority should be established.\(^9\) We considered the position in which the Board will be placed by the establishment of the Tertiary Education Authority of South Australia, as we expect that a large part of the work of the Authority will concern the funding of the colleges of advanced education and the approval and accreditation of their courses, which has been the function of the Board.

67. The Committee proposes, therefore, that the South Australian Board of Advanced Education should be dissolved at an appropriate time after the establishment of the Tertiary Education Authority of South Australia. It is likely that some staff of the Board may be able to transfer to the staff of the Authority; but where this is not possible, staff affected should be given an assurance that they will be re-employed in other areas with conditions and salaries not less than they enjoy at present.

68. The Committee RECOMMENDS that the South Australian Board of Advanced Education should be dissolved on a date to be fixed by the Minister of Education after the establishment of the Tertiary Education Authority of South Australia and that the salaries and conditions of employment of staff of the Board should be fully protected.

69. Other legislation: The Committee is aware that the results of its recommendations would affect the legislative provisions for tertiary education in South Australia. Accordingly, we have listed each Act in which alterations could possibly be required and have attached the list as Appendix D.

**APPROVAL AND ACCREDITATION OF COURSES**

70. The Concept and Practice of Course Approval: The Committee considers that the approval of courses is a central function of the co-ordinating authority. The power to approve is essential for the authority to maintain a balanced programme of tertiary education in the state, to prevent unnecessary duplication and to facilitate short- and long-term academic planning.

71. The ideas of approval and accreditation of courses have sometimes been confused. The Committee is concerned that they should be seen as distinct processes in educational administration and planning. For the purposes of this Report, the following definitions apply:

- A course is a series of related subjects or units leading to a formal award of the institution concerned. In general, a course will be at least one year full-time (or part-time equivalent) in duration;
- Approval of a course is a decision by the Authority of whether a course is needed and is appropriate for a particular institution;
- Accreditation is the mechanism for evaluating the academic standard of a course and its appropriateness for the award sought.

\(^9\) South Australian Board of Advanced Education, Submission to the Committee, Part 2, pp. 14 and 15.
72. Approval and accreditation are related, in that in the process of approving a course the co-ordinating authorities will wish to be assured not only that the course is needed but that it is also of an adequate standard. However, the process of deciding whether a course is needed requires quite different procedures from those concerned with its quality. In the past, the introduction of some courses has been delayed because the two processes have tended to be merged: consideration of quality has become confused with the decision about need.

73. When a proposed new course is being considered for approval, the Authority should assure itself that the proposing institution has the capacity to offer such a course, that it is consistent with the charter of the institution, and that the course would help achieve the purposes of post-secondary education. Should it be so satisfied and should the other criteria be met, the course should then be approved or approved in principle. Where the course is approved, there need be no request that the proposing institution should seek accreditation, although it may choose to do so. Where the course is approved in principle, the introduction of the course is not delayed by the process of accreditation, although the proposer will subsequently be required to obtain it. There is the assumption implicit in this arrangement that accreditation will follow in almost all instances, even though this may not be granted at the first approach. The accrediting authority may, for example, require more evidence or the commitment of greater resources before it accredits a course. Where there are difficulties, the accrediting body should assist with advice based on its expertise.

74. In those instances where accreditation is not achieved, approval in principle may be withdrawn.

75. The Committee is of the view that course approval procedures should be separated administratively from course accreditation procedures and should preferably be carried out by separate and distinct mechanisms. We see approval as being carried out directly by the proposed Tertiary Education Authority of South Australia, whereas the responsibility for accreditation should be delegated to a standing committee of appropriate expertise which includes representatives of the interested parties. The proposals that we develop in this section envisage that universities, colleges of advanced education and the Department of Further Education will continue to make their own awards. Awards formerly made by the South Australian Technician Certificate Board will be made by the institution concerned.

76. The Universities: The two universities have very similar procedures for considering and approving proposals for new courses. In each case the details of a course, when approved, are specified in a statute, usually with accompanying schedules.

77. The formal consideration of a proposed course involves three steps. First, the proposal is considered by the university. Factors that are considered include the demand for the course by potential students and the community, availability of courses elsewhere in the State and in other states, implications for recurrent and capital expenditure, academic content and standard of the course (self-accreditation). Before or during this stage, interaction occurs with the
community. Second, if the proposed course is approved by Council, the statute is sent for approval to the Senate (in the University of Adelaide) or Convocation (in Flinders University). These bodies, which include all graduates and graduate staff of the university, play an important role in bringing the proposed statute under the scrutiny of a widely representative body of people drawn from many areas of the community. The opportunity is there, and is sometimes taken, to refer the statute back to the university for further consideration. Finally, the statute goes to the Governor for approval.

78. Legally, this is all that is required. In practice, however, a further step may occur concurrent with the first; in the case of major new developments—for example, in fields such as Law, Engineering, Medicine—approval for the course is sought from the federal Tertiary Education Commission through its Universities Council. Flinders' proposal to offer an applied science course is an example of one such development which was not approved by the Universities Council.

79. Advanced Education: Steps which precede the accreditation of new advanced education courses are similar to those undertaken in universities. The proposed course is considered thoroughly within the college, and comment is invited from interested bodies in the community. When the proposed course has been approved by the college council it is submitted to the South Australian Board of Advanced Education. Prior to accreditation the course may be approved in principle by the Board and the federal Tertiary Education Commission through the Advanced Education Council.

80. This approval is given on the understanding that such courses will eventually be accredited by the state Board and registered by the Australian Council on Awards in Advanced Education. New courses approved in this way are subsequently accredited, usually when the initial staff have been appointed and some students are enrolled.

81. It is present practice that an existing course which has undergone major changes must be accredited before it is introduced in its new form.

82. The South Australian Board of Advanced Education carries out its course approval function under Sections 14 and 15 of its Act, which vest general powers, and under Section 17, which vests the power to make recommendations to the Minister of Education on financial matters. The federal Tertiary Education Commission carries out its approval function under the States Grants (Advanced Education) Act.

83. Technical and Further Education: In the Department of Further Education, course approval is carried out by the Director-General on authority delegated by the Minister of Education. The Department uses a range of course-development committees, which have industry representatives, and trade advisory committees, which are sub-committees of the Apprenticeship Commission, to formulate detailed course syllabuses. The process is carried further by mechanisms within the Department which culminate in formal approval by the Director-General. College councils also seek community comment on proposed courses. Principals of colleges of further education have authority to approve courses of up to 60 hours per annum in length. Neither the federal
Tertiary Education Commission nor the Technical and Further Education Council is concerned with the approval of individual TAFE courses.

Proposals for the Approval of Courses

84. The Committee believes that the Tertiary Education Authority of South Australia should approve all courses leading to a formal award by a university, a college of advanced education or the Department of Further Education. This power is central to the successful operation of the Tertiary Education Authority of South Australia. It will embrace: all degree and diploma awards of the universities; all degree, diploma, and associate-diploma and postgraduate awards of colleges of advanced education; and certificate awards of at least one year full-time study, or equivalent, of the Department of Further Education.

85. We believe that the determination for course approval should take into consideration the sector of post-secondary education to which a course belongs, with particular regard for the distinctive emphases of each sector and evidence of need. In the middle-level area (associate diplomas and certificates), allocation of courses between the colleges of advanced education and the Department of Further Education must be based both on their location and the expertise and facilities available to each. The Committee does not support the view that there should be rigid boundaries between the three sectors of tertiary education. It expects that the powers and functions prescribed for the Tertiary Education Authority of South Australia will enable that body to ensure the development of an effective system, without unnecessary duplication of effort between or within the sectors.

86. The Committee appreciates that the most difficult area in which to co-ordinate the offering of courses is the middle level of para-professional or technician courses, which are frequently on the boundary between advanced education and TAFE. The powers to approve courses and recommend funding will enable the Tertiary Education Authority of South Australia to arbitrate in any disputes about middle-level courses. The development of such courses should not be undertaken without regard for the availability of similar courses elsewhere in the State. They should also ensure that the proposed level of the course will be appropriate to both employer and student needs and that staff and facilities are adequate to mount the course.

87. The Committee believes that, in general, associate diploma courses should be offered in colleges of advanced education and certificate courses by a TAFE college but that there will be exceptions; the decision will depend on which institution has the more appropriate resources and is better located to serve the needs of students.

88. The Committee has had difficulty in distinguishing between certain courses leading to the award of associate diploma and others leading to the award of certificate. The duration of associate diploma courses is generally two years full-time or four years part-time—1 000-1 300 course hours; students are required to have completed year 12, although colleges often accept those who have completed year 11 and have relevant work experience. Technicians certificate courses also generally have a year 12 entrance requirement and last
for four years part-time—1 400 course hours. In these respects, they would appear to meet the requirements for an associate diploma.20

89. There are considerable differences between the various certificates offered by the Department of Further Education. Whereas the technician certificates require substantial course work spread over several years, others can be completed by only one year of part-time study and may require only 200 course hours to complete.

90. A further complexity in this area arises because the funding of associate diplomas is recommended by the Advanced Education Council, whereas the funding for certificates is by the state treasury. Although some associate diploma courses are offered by New South Wales TAFE institutions with federal funds, we believe the Advanced Education Council has indicated it will not extend this practice, at least in the immediate future.

91. The Tertiary Education Authority of South Australia will be confronted with the need to determine whether the approval of both an associate diploma course of a college of advanced education and a Department of Further Education certificate course in the same course area will constitute an unnecessary duplication of provision.

92. While we are not concerned that, merely for the sake of administrative tidiness, the nomenclature of similar courses should be precisely equivalent or that the same name is given to dissimilar courses, we are concerned that prospective students and employers should not be confused by a variety of titles and standards. We are also concerned that students should be able to have their awards recognised beyond South Australia.

93. The powers that we recommend for the Tertiary Education Authority of South Australia will enable it to co-ordinate the approval of new associate diploma and certificate courses. The Committee further recommends that the Department of Further Education should submit for accreditation existing certificate courses, which have not previously been considered by the South Australian Technician Certificate Board. We are also recommending that the Authority should have power to promote consistency in nomenclature of awards.

94. In the case of colleges of advanced education, the present arrangement for approval of courses involves processes of both state and federal co-ordinating authorities. The Committee has been informed by several colleges and the South Australian Board of Advanced Education that the operation by the Commonwealth is unnecessary and often adds significantly to the time taken between conception of a course and its final approval. It is our view that in the majority of instances the state authority is well placed to determine whether a course should be approved and that there is accordingly no need for the process to be repeated at federal level. Only where a proposed course has implications for Australia as a whole, as in those cases where the demand for graduates is limited and the costs are high, should it be necessary for the federal body to exercise its co-ordinating role through the mechanism for approval.

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95. The Committee RECOMMENDS that the Tertiary Education Authority of South Australia should take up with the federal Tertiary Education Commission the question of state rather than federal approval of advanced education courses.

The Concept and Practice of Accreditation

96. Submissions to the Committee have argued that some form of accreditation is necessary in colleges of advanced education, in order:

(a) to ensure that the standards of the courses approved for each publicly-funded institution are educationally sound and broadly consistent with those offered elsewhere;

(b) to obtain state, national and overseas recognition;

(c) to provide conditions suitable for establishing transferability of credit between institutions in one sector or between institutions in different sectors, since common accreditation of courses will be a precondition of this arrangement.

97. It is also possible for a tertiary institution to effect control over academic standards through internal procedures without having recourse to an external accrediting authority, through its reputation in national and international disciplinary associations, by the response of the market place to its graduates and by the influence which professional bodies have through licensing and representation on committees.

98. Such self-accreditation has traditionally been the way in which universities have maintained standards. We see no reason to alter this arrangement, although we believe that it is important for universities to maintain a variety of means for checking and improving the standard of their courses.

99. We believe that some other tertiary institutions may develop a similar reputation (for some courses, if not for the whole institution); if so, it would be reasonable to allow that institution to become self-accrediting. Our recommendations provide for this possibility.

100. Universities: For the two universities, there is no external accrediting authority: control over academic standards is the responsibility of the Council of each university, and the Council relies on the academic advice it receives from statutory committees within the university. This arrangement rests on the long history of universities as institutions and on the close interaction between universities, both within Australia and internationally.

101. Advanced Education: Courses in colleges of advanced education are accredited by the South Australian Board of Advanced Education under Section 16 of its Act and are registered by the Australian Council on Awards in Advanced Education. The only exceptions are those middle-level courses approved by the South Australian Technician Certificate Board. Until recently, the South Australian Board of Advanced Education has had a system of ad hoc committees (comprising persons from universities, colleges of advanced education, professional associations and industry) to enquire into each course submitted for accreditation. These committees reported through the Board’s Academic Standing Committee to the Board itself.
102. At present the South Australian Board of Advanced Education is moving toward developing a system of standing committees, each responsible for a broad area of activity, such as engineering or applied science. The Board’s accreditation procedures have been limited to courses in colleges of advanced education. No affiliated courses have been accredited although, as mentioned above, the Department of Further Education has applied for accreditation for some courses at associate diploma level. The Board’s policy statement on this matter states that in considering affiliated courses proposed by an institution outside the advanced education system the Board will take into account whether a course proposed by a college of advanced education causes an overlap between the approval and accreditation functions of the Board.

103. In the advanced education sector, there are few who would take issue with the principle of course accreditation by an independent authority, but there are many objections to the delays inherent in the present process. It is interesting to note, however, that it may take up to eighteen months to prepare an accreditation submission within a college of advanced education; this involves a number of working parties, committees, academic boards and college councils, and is much longer than the time taken by the external accrediting body (four to six months). It is likely that the length and thoroughness of the college processes may be influenced by the presence of an external accrediting body, such as the South Australian Board of Advanced Education. It should also be noted that a further two or three months may elapse after formal accreditation before an accredited award is registered by the Australian Council for Awards in Advanced Education, which generally meets only three or four times per year.

104. Technical and Further Education: Middle-level courses in South Australia other than associate diplomas may be approved by the South Australian Technician Certificate Board; under the Board’s Statute, this is, in effect, accreditation. At present there are eleven certificates offered by the Institute of Technology, fifteen offered by the Department of Further Education and one offered jointly, which are accredited by the South Australian Technician Certificate Board.

105. Apart from these courses, the Department of Further Education relies on the recognition of its awards by appropriate professional associations and by the community in general.

106. At the national level, there is no authority for accrediting or registering middle-level courses other than associate diplomas.

107. Proposals for Accreditation: The Committee is of the opinion that the accreditation function for all tertiary courses will best be carried out by a permanent standing committee of the Tertiary Education Authority of South Australia. The standing committee should be created as part of the legislation to establish the Authority. The purpose of this Committee will be to maintain satisfactory standards in courses of tertiary education and to assist institutions in developing courses that have these standards. It is proposed that the decisions

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21 South Australian Board of Advanced Education, Submission to the Committee, Part 1, Appendix A-5.
to be taken by the Committee, in relation to a course submitted for accreditation, would be: to accredit, to refuse accreditation, or to refer the course back to the submitting institution for further work on the proposal.

108. The Committee may authorise an institution to accredit some or all of its own courses and shall do so for all courses of the Adelaide and Flinders Universities. Further, if requested to do so by an institution, it shall review such certification of the institution and the accreditation of its courses at approximately five-year intervals. Finally, it shall promote consistency of nomenclature of awards in and between each sector of tertiary education, bearing in mind the nomenclature used in other states. When a national accrediting or registering body exists, the standing committee shall, as far as possible or desirable, ensure that South Australian courses conform with that body's requirements.

109. It is likely that the decision not to accredit will be taken infrequently and that the courses which are not of a satisfactory standard for accreditation will normally be referred back for additional preparatory work. In such cases, the standing committee should indicate to the proposers the ways in which the proposal was unsatisfactory and those steps that would lead to its being granted accreditation.

110. Membership: A Chairman, who may be a member of the Tertiary Education Authority of South Australia, appointed by the Minister on the recommendation of the Tertiary Education Authority of South Australia; two nominees of the colleges of advanced education; two nominees of the Director-General of Further Education; four persons nominated by the Minister of Education, who shall include at least one with experience in universities and one tertiary student.

111. The Committee envisages that the Standing Committee on Accreditation will operate with a series of expert sub-committees; these will advise on whether any course submitted should be accepted or referred back to the submitting institution for further work or clarification. The membership of such sub-committees should reflect the type, level and aims of the courses submitted.

112. The Committee RECOMMENDS that—

(a) a permanent standing committee of the Tertiary Education Authority of South Australia should be established by legislation, to accredit:

(i) courses referred to it by the Authority;

(ii) courses approved by the Authority or the South Australian Board of Advanced Education and submitted to it by universities, colleges of advanced education of the Department of Further Education; or

(iii) courses of any other body from which the Authority has agreed to accept courses for accreditation;

(b) the membership of the Committee shall be: a Chairman, who may be a member of the Authority, appointed by the Minister of Education on the recommendation of the Authority; two nominees of the
colleges of advanced education; two nominees of the Director-General of Further Education; and four persons, nominated by the Minister of Education, who shall include at least one with experience in universities and one tertiary student; 

(c) the functions of the committee shall be:

(i) to accredit or refuse accreditation to a course, or to refer a course back to a submitting institution;
(ii) to authorize an institution to accredit some, or all, of its courses;
(iii) to review the authorization of any institution to accredit its own courses and the accreditation of courses at intervals of not less than five years, if requested by the institution;
(iv) to promote consistency of nomenclature of awards in and between each sector of tertiary education, having regard to the nomenclature used interstate, and to ensure that, as far as possible, nomenclature and standards conform with the requirements of any recognized national accreditation or registering body;

(d) the Committee shall authorize the University of Adelaide and the Flinders University of South Australia each to accredit its own courses;

(e) the Committee may establish such ad hoc advisory committees as it deems necessary.

113. The Committee RECOMMENDS that the Department of Further Education should submit for accreditation existing certificate courses which have not previously been considered by the South Australian Technician Certificate Board.

114. The Committee RECOMMENDS that the accreditation functions of the South Australian Board of Advanced Education should be terminated on a date to be fixed by the Minister of Education.

115. The Committee RECOMMENDS that the South Australian Technician Certificate Board should be abolished on a date to be fixed by the Minister of Education.

116. The Committee RECOMMENDS that the Tertiary Education Authority of South Australia should accept as accredited all awards accredited by the South Australian Board of Advanced Education and the South Australian Technician Certificate Board.

CONCLUSION

117. The recommendations of this and the previous chapter are intended to create a more co-ordinated system of tertiary education in South Australia from the present three sectors which have, in the past, operated largely in isolation from one another. The three sectors will remain: there will be two universities, six
colleges of advanced education, and the Department of Further Education administering its twenty-nine colleges. There will, however, be more effective use of resources as a result of the proposed amalgamations and greater collaboration between institutions, with a co-ordinating authority known as the Tertiary Education Authority of South Australia able to plan for the entire system.

118. The Tertiary Education Authority of South Australia will advise the Minister of Education and the federal authorities on the financial needs of post-secondary education in South Australia.

119. The creation of this Authority will not preclude discussions taking place between institutions and other agencies, for example, with the Councils of the Tertiary Education Commission. We expect, however, that the competence and status of the Authority will give it a decisive role in regulating and planning the development of the post-secondary education in South Australia.

120. An important power of the Authority will be to approve proposals for new courses. This should prevent a recurrence of the border disputes and unnecessary duplications which have occurred in the past. We have distinguished between the processes of course approval and course accreditation. Accreditation is concerned with standards, and we have recommended that a specially constituted standing committee of the Authority should be set up for the purpose. We have also proposed that accreditation, which in the past has only applied to advanced education and technician certificates, should be extended to all substantial courses of the Department of Further Education.

121. As the functions of the new Authority will embrace those of the South Australian Board of Advanced Education and the Technician Certificate Board, we are recommending that these two bodies should be dissolved.

122. At present there is no need for any new institution of higher education in South Australia. There will be expansion in some courses since there will be fewer opportunities in teacher-education courses. There will also be a modest increase in numbers as more older persons enrol—some for the first time, others to update their learning. This expansion can be contained within existing institutions or in "regional colleges" where higher education studies could be taught under licence from a university or a college of advanced education. In order to meet the needs of older students, universities and colleges will have to adapt admission criteria, educational methods and course structures; all of these were developed in an era when young school-leavers constituted the overwhelming proportion of the undergraduate clientele.

123. The serious imbalance between the demand for and supply of teachers has influenced the decisions we have made about the future of those colleges of advanced education whose programmes have been mainly in teacher education. We have proposed that the intake into pre-service teacher education should be reduced by approximately 20 per cent on 1977 levels. A contraction of this order should bring the supply of and demand for teachers more nearly into balance by the late 1980's. In the meantime, the position will have to be carefully monitored and adjustments made as new information becomes available.
124. The changes that we propose will not make it difficult for teacher education to be expanded should this become necessary in ten or fifteen years' time. By the amalgamations of Adelaide and Torrens colleges and of Kingston with Murray Park, institutions will be formed of a size that will facilitate their responding as the demand for teachers in various specialties becomes apparent.

125. We have described the way in which the reduction of enrolments in teacher education might be distributed. The distribution is, however, only a guide. We expect that the universities and the Board of Advanced Education, in consultation with those colleges concerned, will work out a detailed plan for implementing our recommendations. When it has been set up, the Tertiary Education Authority of South Australia will be the appropriate body to plan the future number of students entering courses of teacher education in the universities and colleges. We believe that in addition to the two mergers there should be closer association between the colleges whose major work is in teacher education. To this end, we have recommended that the Authority should have power to advise on the conditions of appointment of academic staff in colleges of advanced education.

126. Although we have not found it necessary to make particular recommendations for major changes in the South Australian Institute of Technology and the universities, we expect that they will enter into bilateral arrangements with other institutions, such as those we have recommended for Roseworthy. Reference has been made to the need for Sturt College and Flinders University to formalise their arrangements for health education and to seek means of improving teacher education by greater sharing of their separate resources. Adelaide College and the University of Adelaide should also review their teacher education courses so that students on adjacent campuses may be provided with a better range of options.

127. In reaching its conclusions and recommendations on associations between institutions, the Committee has examined a range of options before proposing particular courses of action. Several of these options, which would involve the joining of institutions across sectors, have been discussed in this Chapter and, in some cases, have been foreshadowed as possible actions in the near future. The Committee has refrained from making firm recommendations which it feels may be premature or which forestall the adoption of alternative strategies which may have equal or greater merit. On the other hand, we are concerned to ensure that these options should not all be discarded simply because we did not see it as appropriate to put them forward as firm recommendations at this stage. We expect that the Tertiary Education Authority of South Australia will periodically review these and other options, since changed circumstances or clearer evidence may well lead to their future adoption.
The South Australian Council for Educational Planning and Research

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chapter eleven
South Australian Council for Educational Planning and Research

1. In addition to the original terms of reference, the Committee was subsequently requested by the Minister of Education to review the operation of the South Australian Council for Educational Planning and Research (SACEPR). It would have been necessary for us to comment on SACEPR from the perspective of post-secondary education, especially since the recommendation for the establishment of a tertiary education authority would make the co-ordinating function of SACEPR redundant at the tertiary level. The additional term of reference required that we should comment on the entire operation of SACEPR, including its responsibility to education at pre-school, primary and secondary levels.

2. The concept of SACEPR arose from the Karmel Report which had recommended the establishment of three new bodies: a Tertiary Education Committee, an Advisory Council of Education, and an Institute of Colleges.

3. The Tertiary Education Committee was to be a purely advisory committee "to advise the South Australian Government on developments in the field of tertiary education, the needs of the State in this field, and how best these needs can be met," and to advise the tertiary institutions of the State "with a view to promoting co-ordination and mutual assistance and diversity, where appropriate, in the field of tertiary education." The Committee was to be constituted of the two Vice-Chancellors, the Vice-President of the Institute of Colleges, the Directors-General of Education and Further Education, the Secretary-General of the Advisory Council of Education, and six appointments by the Government (p.311).

4. The idea of an Advisory Council of Education was influenced by what the Karmel Committee saw as the need for a widely constituted body capable of conducting enquiries and commissioning studies to bring matters of educational concern to public attention and to some extent obviate the need for Committees of Enquiry. The Advisory Council of Education was to have powers extending beyond the tertiary education field and was intended to advise the Minister "about desirable developments in education" and "upon any matters relating to education which may be referred to it by him, or upon which it may deem it expedient to advise him." The Council was also "to conduct enquiries itself or through expert committees, to commission studies and to publish reports," and to make an annual report to the Minister for tabling in Parliament. It was to be a statutory body constituted of persons representing the main sector of education, teachers, parents and community interests.
5. The Institute of Colleges was intended as a statutory body with authority to shape the development of colleges of advanced education through powers to approve budgets and staff establishments, to co-ordinate courses, and to award degrees and diplomas. The purposes proposed for this body were largely met when the Board of Advanced Education was established in 1972.

6. Neither the Tertiary Education Committee nor the Advisory Council for Education was established. Instead, the South Australian Council for Educational Planning and Research was set up with a charter embracing the purposes which had been envisaged for the two separate bodies. The Minister of Education (then Mr Hudson) said at the opening of SACEPR:

While the spirit of the Karmel recommendations lies behind the formation of the council . . . , in its final form the Council's role includes that envisaged for the Tertiary Education Committee as well as that proposed for the Advisory Council. In addition, of course, it has a research function.¹

The Council was given powers and functions enabling it to conduct research, to promote the development, rationalisation and co-ordination of educational services, to establish a library and to publish reports. It was required to conduct research into and to advise the Minister on matters referred to it by the Minister.

7. The Council was constituted of twenty-four members and included the leaders of the principal educational agencies in the state. The chief full-time officer of the Council was the Executive Director who was also a member of the Council. The present budget of the Council (1977-78) is $460,700. There is a staff of 33, a number of whom are funded from sources additional to the Council's income from government.

8. The Council is a unique body in Australia in that it is a government-funded statutory authority, widely representative of education and related community bodies, and having the authority and resources to make investigations of any aspect of education, to publish reports, and to provide advice to the Minister of Education. The charter of SACEPR embraces all education, and its function of promoting co-ordination is not limited to tertiary education, as was envisaged by the Karmel Committee.

9. During its relatively short existence, the Council has produced a large number of reports, has developed a methodology for planning, and is devising a data directory which, when complete, should be of great value not merely to education agencies but to other bodies needing access to social statistics. Through its Educational Services Planning Committee, the Council has brought into effective association representatives of education agencies whose communication had previously been spasmodic.

10. Submissions received by the Committee were generally critical of three main aspects of SACEPR. First, it was pointed out that SACEPR has not been an effective agency for co-ordinating education; particular mention was made of

post-secondary education, where there have been problems of defining the boundaries between the three main sectors. Secondly, it was asserted that the research and planning role of SACEPR is no longer necessary because the main agencies of education now have their own capacity for these activities. It was also pointed out that a number of investigations and enquiries into education required by the Government have been given not to SACEPR but to ad hoc committees set up for the purpose. We now examine each of these criticisms.

11. We agree that SACEPR as constituted, is not an appropriate body to undertake the co-ordination which we see as now being necessary in tertiary education. In Chapters 1 and 10 of the Report, we have argued that there is a need for a co-ordinating authority which, while not interfering in the internal processes of institutions, can ensure that the entire system develops in a balanced manner. The power of the body that we have recommended for co-ordination resides in its having authority to advise government on funding and to approve proposals for new courses. We doubt that the Minister of Education envisaged at the founding of SACEPR that it should have this role; the concept which the Karmel Committee had of the Tertiary Advisory Committee was that it should be purely advisory, without any direct or latent authority.

12. Quite apart from its having no powers over funding or new courses, the constitution and size of SACEPR would make it difficult for it to be an effective co-ordinating agency. We also have noted in the previous Chapter that where a council includes representatives of institutions which are themselves likely to be the subject of co-ordination, the decisions reached are likely to be the result of compromise. We have also concluded that a co-ordinating body should be able to reach informed decisions rapidly and that a small council of about five members, chosen for their expertise, is more suitable than a large representative body. Several submissions from Council members express concern about the size and representative nature of the Council. One comment in a submission from a Council member was that:

the present membership and size of the Council almost effectively ensures that it will never be more than a forum for non-conclusive discussion, and then only on topics which are unlikely to threaten existing major educational hierarchies.

13. The criticisms of the research potential of SACEPR have less validity than those concerning co-ordination. The Council has not been in existence for sufficient time for there to be an adequate evaluation of the quality of its research work. We do not believe that the in-house research units of large education departments would be able to undertake the long-term, independent studies which the Karmel Committee and the founders of SACEPR saw as being of great value to education in South Australia. Departmental research units are frequently under great pressure to do studies which are of importance to the maintenance of the system; these are often required at short notice. Resources can seldom be spared for investigations with significance for developments several years ahead; even if this were possible, support may not always be available for work which might challenge basic assumptions.
14. We do not regard it as a criticism of the effectiveness of SACEPR that it has not been asked to undertake certain enquiries for the government. These enquiries have required an independent evaluation of existing structures, and it would have been inappropriate for SACEPR, which has representatives of the major sectors on its Council, to be given such tasks. It is important to note, however, that SACEPR has contributed its expertise to these enquiries. Our own work has benefited from studies, analyses and consultant services provided by the staff of SACEPR.

15. Criticisms of SACEPR overlook the fact that there are areas of education in South Australia without any direct access to services for research and investigation; we refer in particular to pre-school and childhood services, independent schools and the Catholic education system. There are many problems requiring survey research and investigation which are best conducted from a perspective outside any single organisation or sector. Some examples are selection for higher education, regional development of education, teacher development and the needs of minority groups.

16. There is also the need to monitor and analyse social trends that bear on education policy. The data directory which is being developed will be an important tool in this respect and will greatly assist in the anticipation of problem areas. For instance, if there had been an independent agency for the collection of data, the imbalance in the supply and demand for school teachers, discussed in Chapter 9, may well have been foreseen several years earlier. In this Report, we have discussed the major social problem caused by the high rate of unemployment among young people, and we have suggested a radical policy change. Implementation of this policy would be aided by comprehensive information about the post-school careers of all recent school leavers; unfortunately, no such survey has been made in Australia. It is vital that such a study should be made, preferably one which follows a group from about 15 to 20 years of age. This is an example of the long-term policy-related investigation which an agency like SACEPR is ideally suited to undertake.

17. A third need is for policy analysis and the examination of options, particularly in the light of possible social and technological changes. For instance it would be possible to examine the educational implications of the energy crisis and the probabilities of the future cost of transport fuel on the decision to consolidate schools, and of having smaller schools near pupils' homes.

18. The annual expenditure on education in South Australia is approximately $494m, of which $382m is from State revenue. This is about 32 per cent of the entire expenditure of the State. We are convinced that the quality of educational services could not fail to benefit if a small fraction of this amount, perhaps as little as one-tenth of one per cent, were available for a continuing programme of research, statistical analysis and policy evaluation conducted by an expert agency independent of the providers of these services.

19. The concept of SACEPR as an agency independent of the main providers of education, and with capacity for conducting its own investigations, is valuable and should not be abandoned. We propose that SACEPR should
continue, but that its charter should be modified to remove the functions relating to co-ordination and the provision of advice to the Minister of Education.

20. Its appropriate functions would therefore be:

(a) To conduct or commission research into educational matters of whatever nature. Research subjects would be undertaken at the request of the Minister, the Tertiary Education Authority of South Australia, other educational bodies or at the Council's own instigation. The Council would have the final determination of the research it would sponsor or contract;

(b) To collect and assemble educational data for its own use and for the use of appropriate bodies with the object of assisting policy decisions in education;

(c) To survey particular aspects of education which the Council believes should be monitored—for example, demographic factors;

(d) To report annually to the Minister of Education on its activities, and to publish such individual reports of its work as it deems appropriate.

21. If the Council is to function effectively, it should be somewhat smaller than its present size. Preferably, one-half of its members should be nominees (but not representatives) of the heads of the main agencies providing educational services and one-half should be nominees of the Minister of Education. Provision should be made to ensure that on the Council there are some persons, in addition to the Director, who possess research expertise.

22. A core of at least six full-time professional staff would be needed to operate in the way we envisage; this would include the full-time Director, who should be a person highly qualified in educational research. Support staff and funds for field work and commissioned studies would be required.

23. The concept we have advanced for the Tertiary Education Authority of South Australia places considerable emphasis on planning. This would require that the Authority should have access to facilities for the compilation and analysis of appropriate data. We suggest that this service should be provided by SACEPR, and we propose an arrangement whereby a proportion of its resources—perhaps one-third on average—should be allocated for investigations of post-secondary education commissioned by the Tertiary Education Authority of South Australia. In addition, the Authority may find it advantageous occasionally to second an officer to the staff of the Council for work on particular projects. It might be possible for the two bodies to share some administrative services, especially if they were located in the same building.

24. Similar secondments should be arranged with other agencies. For example, officers from the research section of the Education Department or the Department of Further Education might work on projects of common interest, in conjunction with staff and resources from SACEPR.

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25. It is expected that there would be some income from funding agencies and commissions. SACEPR has been successful in attracting outside income and, as its reputation for competence in conducting policy-related research becomes established, these amounts may increase. The Tertiary Education Commission has recently announced that it will provide funds for evaluation studies in post-secondary education; we see this as an example of work which SACEPR could appropriately undertake.

26. Our proposals for the Tertiary Education Authority of South Australia have financial implications for the government and we are aware of suggestions that SACEPR should become part of this new body. This would not be advantageous to the purposes of either organisation. Although we suggested in paragraph 23 that there should be a special arrangement between SACEPR and the Authority, their relations should remain similar to those between SACEPR and other education agencies: the independence of SACEPR should be recognised and maintained.

27. There are implications for present members of staff in our proposals for the development of SACEPR. In describing the type of research we believe should be undertaken by SACEPR in the future, we realise that some new staff will be required, as it will be necessary to engage a staff with qualifications and experience commensurate with new tasks. This situation should be borne in mind in any re-deployment of staff in the education system. We also draw attention to the principles and arrangements recommended for staff affected by mergers of institutions (Chapter 9, paragraph 108); we suggest that these are appropriate for the restructuring of SACEPR.

28. We RECOMMEND that the Act establishing SACEPR should be amended to provide for:

(a) A Council comprising:
   (i) nominee of the Director-General of Education;
   (ii) nominee of the Director-General of Further Education;
   (iii) nominee of the Chairman of the Tertiary Education Authority of South Australia;
   (iv) nominee made jointly by the University of Adelaide and the Flinders University of South Australia;
   (v) nominee made jointly by the colleges of advanced education;
   (vi) nominee made jointly by the non-government schools of South Australia;
   (vii) the full-time Director of SACEPR:
   (viii) six other members appointed by the Governor on the nomination of the Minister of Education;
   (ix) members co-opted by the Council;

(b) A Chairman to be elected by the Council;

(c) The following powers and functions:
   (i) to conduct, or to commission the conducting of, such investigations and research as the Council considers
desirable with respect to the development of education in South Australia;

(ii) to establish and maintain a library and to accumulate statistical evidence relevant to the functions of the Council;

(iii) to publish reports, papers or documents relating to educational planning and research;

(iv) to perform any other functions that may, in the opinion of the Council, be reasonably incidental to the foregoing;

(d) The Council may, in the exercise of its powers and functions under this Act, co-operate with other authorities with the object of promoting educational research and assisting in the development, rationalisation and co-ordination of educational services;

(e) The Council shall conduct research into, and advise the Minister of Education upon, any matter that the Minister refers to the Council for investigation and advice.
APPENDIX A
SUPPLEMENTARY STATISTICAL TABLES

TABLE 1
(Supplements Figure 1, Chapter 3)
AGE-SPECIFIC PARTICIPATION RATES OF MALES AND FEMALES IN HIGHER EDUCATION, SOUTH AUSTRALIA, 1977¹
Per Cent

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<th>Colleges of Advanced Education</th>
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<td>Males</td>
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<tr>
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<td>38.0</td>
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¹ Number of male/female students at each age, expressed as a rate per 1 000 of mean population (males/females) at that age in the previous year.


259
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<th>W.A.</th>
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</table>

1 Number of persons aged 16-29 at universities and colleges of advanced education, expressed as a rate per 1000 of mean population of that age group in the previous year.

TABLE 3
(Supplements Figure 3, Chapter 3)
STUDENTS ENROLLED IN UNIVERSITIES, BY FIELD OF STUDY AND SEX, SOUTH AUSTRALIA, 30 APRIL, 1977

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<td>---------</td>
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<td><strong>TOTAL</strong></td>
<td><strong>6 199</strong></td>
<td><strong>3 146</strong></td>
<td><strong>9 345</strong></td>
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</tbody>
</table>

1 Students enrolled in non-degree courses other than post-graduate diploma courses.

Source: Information supplied by the Australian Bureau of Statistics.
### TABLE 4
(Supplements Figure 3, Chapter 3)

STUDENTS ENROLLED IN COLLEGES OF ADVANCED EDUCATION BY FIELD OF STUDY AND SEX, SOUTH AUSTRALIA 30 APRIL, 1977

Includes details of students who enrolled during the second semester.

Sources: Information supplied by the Australian Bureau of Statistics.

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<th>Building, Surveying and Architecture</th>
<th>Commercial and Business Studies</th>
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<th>Liberal Studies</th>
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<th>Paramedical</th>
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<td>Persons</td>
<td>499</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1187</td>
<td>848</td>
<td>524</td>
<td>42</td>
</tr>
<tr>
<td>TOTAL</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Males</td>
<td>237</td>
<td>392</td>
<td>253</td>
<td>470</td>
<td>1521</td>
<td>769</td>
<td>521</td>
<td>19</td>
<td>288</td>
<td>20</td>
<td>1162</td>
<td>1425</td>
</tr>
<tr>
<td>Females</td>
<td>46</td>
<td>53</td>
<td>246</td>
<td>98</td>
<td>218</td>
<td>5</td>
<td>684</td>
<td>29</td>
<td>804</td>
<td>552</td>
<td>3126</td>
<td>1792</td>
</tr>
<tr>
<td>Persons</td>
<td>283</td>
<td>445</td>
<td>499</td>
<td>569</td>
<td>1739</td>
<td>774</td>
<td>1205</td>
<td>48</td>
<td>1092</td>
<td>572</td>
<td>4288</td>
<td>3217</td>
</tr>
</tbody>
</table>

1 Includes details of students who enrolled during the second semester.

Sources: Information supplied by the Australian Bureau of Statistics.
### TABLE 5
(Supplements Figure 6, Chapter 3)

**STUDENTS COMMENCING BACHELOR DEGREE COURSES, BY FIELD OF STUDY**

**SOUTH AUSTRALIA: UNIVERSITIES**

<table>
<thead>
<tr>
<th>Field of Study</th>
<th>Students Commencing Bachelor Degree Courses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Humanities¹</td>
<td>396</td>
</tr>
<tr>
<td>Fine Arts</td>
<td>14</td>
</tr>
<tr>
<td>Law</td>
<td>109</td>
</tr>
<tr>
<td>Economics, Commerce</td>
<td>138</td>
</tr>
<tr>
<td>Medicine</td>
<td>149</td>
</tr>
<tr>
<td>Dentistry</td>
<td>68</td>
</tr>
<tr>
<td>Natural Sciences</td>
<td>518</td>
</tr>
<tr>
<td>Engineering, Technology</td>
<td>278</td>
</tr>
<tr>
<td>Architecture</td>
<td>59</td>
</tr>
<tr>
<td>Agriculture</td>
<td>42</td>
</tr>
<tr>
<td><strong>TOTAL²</strong></td>
<td>1,771</td>
</tr>
</tbody>
</table>

¹ Includes enrolments in Education (before 1974, NIL; 1974, 98; 1975, 95; 1976, 90).

² The figures do not add to total students because of some double counting of students enrolled in more than one course; "TOTAL" figures are for actual numbers of students.

Source: Extracted from various issues of *University Statistics*, Australian Bureau of Statistics.
### TABLE 6
(Supplements Figure 7, Chapter 3)

**STUDENTS COMMENCING UNDERGRADUATE COURSES, BY FIELD OF STUDY, SOUTH AUSTRALIA: COLLEGES OF ADVANCED EDUCATION**

<table>
<thead>
<tr>
<th>Field of Study</th>
<th>1974</th>
<th>1975</th>
<th>1976</th>
<th>1977</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture</td>
<td>78</td>
<td>86</td>
<td>97</td>
<td>110</td>
</tr>
<tr>
<td>Applied Sciences</td>
<td>78</td>
<td>150</td>
<td>122</td>
<td>200</td>
</tr>
<tr>
<td>Art and Design</td>
<td>112</td>
<td>162</td>
<td>170</td>
<td>184</td>
</tr>
<tr>
<td>Building, Surveying and Architecture</td>
<td>174</td>
<td>256</td>
<td>175</td>
<td>216</td>
</tr>
<tr>
<td>Commercial and Business Studies</td>
<td>534</td>
<td>594</td>
<td>493</td>
<td>676</td>
</tr>
<tr>
<td>Engineering and Technology</td>
<td>309</td>
<td>359</td>
<td>273</td>
<td>318</td>
</tr>
<tr>
<td>Liberal Studies²</td>
<td>164</td>
<td>373</td>
<td>350</td>
<td>559</td>
</tr>
<tr>
<td>Music</td>
<td></td>
<td></td>
<td></td>
<td>22</td>
</tr>
<tr>
<td>Para-Medical</td>
<td>189</td>
<td>368</td>
<td>359</td>
<td>458</td>
</tr>
<tr>
<td>Teacher Education</td>
<td>2336</td>
<td>3535</td>
<td>2431</td>
<td>2556</td>
</tr>
</tbody>
</table>

**TOTAL** 3974 5883 4461 5299

1 Includes details of students commencing in the second semester of a year.
2 Includes students commencing courses such as physical education, recreation, social work, library studies and journalism.

Source: Extracted from various issues of *Colleges of Advanced Education*, Australian Bureau of Statistics.

### TABLE 7
(Supplements Figure 8, Chapter 3)

**COURSE ENROLMENTS IN TECHNICAL AND FURTHER EDUCATION BY FIELD OF STUDY, SOUTH AUSTRALIA, 1976**

<table>
<thead>
<tr>
<th>Field of Study</th>
<th>Number</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Applied Science</td>
<td>544</td>
<td>0.4</td>
</tr>
<tr>
<td>Art and Design</td>
<td>17876</td>
<td>14.0</td>
</tr>
<tr>
<td>Building</td>
<td>11522</td>
<td>9.0</td>
</tr>
<tr>
<td>Business Studies</td>
<td>22144</td>
<td>17.3</td>
</tr>
<tr>
<td>Engineering</td>
<td>20658</td>
<td>16.2</td>
</tr>
<tr>
<td>Rural and Horticultural</td>
<td>4575</td>
<td>3.6</td>
</tr>
<tr>
<td>Music</td>
<td>3738</td>
<td>2.9</td>
</tr>
<tr>
<td>Para-Medical</td>
<td>523</td>
<td>0.4</td>
</tr>
<tr>
<td>Industrial Services</td>
<td>14500</td>
<td>11.4</td>
</tr>
<tr>
<td>Personal Services</td>
<td>9736</td>
<td>7.6</td>
</tr>
<tr>
<td>General Studies</td>
<td>21879</td>
<td>17.1</td>
</tr>
</tbody>
</table>

**TOTAL** 127695 100.0

### TABLE 8
(Supplements Figure 10, Chapter 3)
PROJECTIONS OF THE POPULATION, BY AGE GROUP, AUSTRALIA AND SOUTH AUSTRALIA

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Australia</td>
<td>1 377 350</td>
<td>1 555 050</td>
<td>1 535 850</td>
<td>1 615 450</td>
<td>1 479 600</td>
<td>1 513 900</td>
</tr>
<tr>
<td>17-22</td>
<td>130 900</td>
<td>145 650</td>
<td>136 050</td>
<td>135 050</td>
<td>119 400</td>
<td>127 850</td>
</tr>
<tr>
<td>South Australia</td>
<td>565 026</td>
<td>625 750</td>
<td>678 800</td>
<td>723 250</td>
<td>776 050</td>
<td>805 750</td>
</tr>
</tbody>
</table>

Source: Figures for Australia produced by the Australian Bureau of Statistics; for South Australia, figures from Projections of the Population of South Australia, produced by the Australian Bureau of Statistics for the South Australian Government.

### TABLE 9
(Supplements Figure 11, Chapter 3)
STUDENTS IN HIGHER EDUCATION, BY AGE GROUP, ACTUAL AND PROJECTED, SOUTH AUSTRALIA

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 23</td>
<td>15 451</td>
<td>15 292</td>
<td>16 629</td>
<td>15 473</td>
<td>15 378</td>
<td>13 623</td>
<td>14 672</td>
</tr>
<tr>
<td>23 and over</td>
<td>13 107</td>
<td>13 608</td>
<td>14 561</td>
<td>16 109</td>
<td>16 412</td>
<td>16 816</td>
<td>16 236</td>
</tr>
</tbody>
</table>

Source: Prepared by the Committee by applying the 1977 age/sex-specific participation rates to the projected population in the years 1981 to 2001.

### TABLE 10
(Supplements Figure 12, Chapter 3)
APPARENT RETENTION RATES OF STUDENTS REMAINING FROM YEAR 8 (1973) TO YEAR 12 (1977), STATES AND TERRITORIES

<table>
<thead>
<tr>
<th>Per Cent</th>
<th>N.S.W.</th>
<th>Vic.</th>
<th>Qld.</th>
<th>S.A.</th>
<th>W.A.</th>
<th>Tas.</th>
<th>N.T.</th>
<th>A.C.T.</th>
</tr>
</thead>
<tbody>
<tr>
<td>From Year</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>8 to 9</td>
<td>89.3</td>
<td>95.4</td>
<td>99.2</td>
<td>86.2</td>
<td>98.0</td>
<td>93.2</td>
<td>90.4</td>
<td>100.3</td>
</tr>
<tr>
<td>9 to 10</td>
<td>80.2</td>
<td>84.1</td>
<td>92.6</td>
<td>87.6</td>
<td>90.3</td>
<td>74.6</td>
<td>65.5</td>
<td>91.5</td>
</tr>
<tr>
<td>10 to 11</td>
<td>40.5</td>
<td>64.6</td>
<td>45.1</td>
<td>70.5</td>
<td>52.5</td>
<td>32.0</td>
<td>56.6</td>
<td>76.8</td>
</tr>
<tr>
<td>11 to 12</td>
<td>35.7</td>
<td>33.8</td>
<td>36.8</td>
<td>35.7</td>
<td>35.0</td>
<td>25.4</td>
<td>22.4</td>
<td>67.9</td>
</tr>
</tbody>
</table>

1 The nomenclature used for “Year” of schooling is that applicable to South Australia: for other States it varies.

Source: Commonwealth Department of Education, Apparent Grade Retention Rates and Age Participation Rates, Statistical Monograph No. 3, January 1977.
### TABLE 11
(Supplements Figure 13, Chapter 3)

PROPORTION OF STUDENTS PROGRESSING FROM YEAR 8 TO LATER YEARS AND HIGHER EDUCATION, SOUTH AUSTRALIA

<table>
<thead>
<tr>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Year 8 in 1972</td>
</tr>
<tr>
<td>Year 9 in 1973</td>
</tr>
<tr>
<td>Year 10 in 1974</td>
</tr>
<tr>
<td>Year 11 in 1975</td>
</tr>
<tr>
<td>Year 12 in 1976</td>
</tr>
<tr>
<td>Higher Education in 1977</td>
</tr>
</tbody>
</table>

1 Students going to "Higher Education in 1977" include students who completed Year 12 in 1975 or 1976.

Source: Details of students progressing from Year 8 to Year 12 from Commonwealth Department of Education, Apparent Grade Retention Rates and Age Participation Rates, Statistical Monograph No. 3, January 1977; for students going to Higher Education, proportions calculated from information supplied by the Australian Bureau of Statistics.

### TABLE 12
(Supplements Figure 14, Chapter 3)

AGES OF FULL-TIME ACADEMIC STAFF IN TERTIARY INSTITUTIONS, SOUTH AUSTRALIA, 1977

<table>
<thead>
<tr>
<th>Age Group</th>
<th>Universities</th>
<th>Colleges of Advanced Education</th>
<th>Department of Further Education</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Males</td>
<td>Females</td>
<td>Persons</td>
</tr>
<tr>
<td>Under 25</td>
<td>30</td>
<td>4</td>
<td>34</td>
</tr>
<tr>
<td>25-29</td>
<td>66</td>
<td>30</td>
<td>96</td>
</tr>
<tr>
<td>30-34</td>
<td>177</td>
<td>25</td>
<td>202</td>
</tr>
<tr>
<td>35-39</td>
<td>192</td>
<td>22</td>
<td>214</td>
</tr>
<tr>
<td>40-44</td>
<td>153</td>
<td>16</td>
<td>169</td>
</tr>
<tr>
<td>45-49</td>
<td>111</td>
<td>13</td>
<td>124</td>
</tr>
<tr>
<td>50-54</td>
<td>79</td>
<td>7</td>
<td>86</td>
</tr>
<tr>
<td>55-59</td>
<td>38</td>
<td>6</td>
<td>44</td>
</tr>
<tr>
<td>60-64</td>
<td>23</td>
<td>2</td>
<td>25</td>
</tr>
<tr>
<td>65 and over</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>TOTAL</td>
<td>870</td>
<td>125</td>
<td>995</td>
</tr>
</tbody>
</table>

Source: Information provided by the Department of Further Education and the various institutions in higher Education.
TABLE 13
(Supplements Figure 1, Chapter 7)
APPARENT RETENTION RATES OF PUPILS REMAINING FROM
YEAR 8 TO YEAR 12, BY SEX, SOUTH AUSTRALIA
Per Cent

<table>
<thead>
<tr>
<th>Year</th>
<th>Males</th>
<th>Females</th>
<th>Persons</th>
</tr>
</thead>
<tbody>
<tr>
<td>1967</td>
<td>23.8</td>
<td>13.8</td>
<td>18.9</td>
</tr>
<tr>
<td>1968</td>
<td>26.4</td>
<td>16.4</td>
<td>21.5</td>
</tr>
<tr>
<td>1969</td>
<td>29.2</td>
<td>19.3</td>
<td>24.4</td>
</tr>
<tr>
<td>1970</td>
<td>30.9</td>
<td>21.6</td>
<td>26.5</td>
</tr>
<tr>
<td>1971</td>
<td>34.9</td>
<td>24.3</td>
<td>29.8</td>
</tr>
<tr>
<td>1972</td>
<td>37.6</td>
<td>26.7</td>
<td>32.4</td>
</tr>
<tr>
<td>1973</td>
<td>37.2</td>
<td>28.6</td>
<td>33.0</td>
</tr>
<tr>
<td>1974</td>
<td>34.7</td>
<td>30.1</td>
<td>32.5</td>
</tr>
<tr>
<td>1975</td>
<td>37.6</td>
<td>34.4</td>
<td>36.1</td>
</tr>
<tr>
<td>1976</td>
<td>37.4</td>
<td>36.7</td>
<td>37.0</td>
</tr>
<tr>
<td>1977</td>
<td>34.3</td>
<td>37.0</td>
<td>35.7</td>
</tr>
</tbody>
</table>

Source: Commonwealth Department of Education, Apparent Grade Retention Rates and Age Participation Rates and Age Participation Rates, Statistical Monograph No. 3, January 1977.
Capacity for Students at Colleges of Advanced Education, South Australia
APPENDIX B:

CAPACITY FOR STUDENTS AT COLLEGES OF ADVANCED EDUCATION, SOUTH AUSTRALIA

A survey of the gross and net building areas of the South Australian colleges of advanced education was undertaken in 1976 by the South Australian Board of Advanced Education. This information, together with certain known area deficiencies at some of the colleges, made it possible to assess the normal building area per student.

Using this information, it was established that an appropriate usable floor area was 10 square metres per EFTS (equivalent full-time student) for an average teacher education student.

The areas required for colleges that run programmes other than teacher education were obtained by using a method based on the factors used to fund courses in the various fields of study, with teacher education equivalent to 1.0. This method takes account of the additional staff and a more than proportionate increase in laboratory space associated with the more highly-funded courses, and vice versa.

In the case of Roseworthy Agricultural College and the South Australian Institute of Technology, where some high space usage facilities are provided, additional loading factors were assessed as follows:

- Roseworthy Agricultural College .................. 1.2
- S.A. Institute of Technology—The Levels ........ 1.1
- S.A. Institute of Technology—Whyalla ............ 1.2

The areas calculated using the above assumptions were similar to data obtained for institutions outside South Australia, for Humanities, Science and Engineering programmes. The capacity of each college and the 1978 capacity excess or shortage based on these areas are shown in Table 1.

Table 2 shows the changes in capacity excess or shortage, measured in numbers of full-time students, which would result from implementation of the recommendations to reduce teacher education intakes for 1979 and later years by 20 per cent. No allowance has been made for possible growth in other courses. Although the full effects of those reduced intakes would not occur until 1982, the calculations have been based on the number of approved students in 1978, as estimates of total enrolments by college for 1982 were not available.

---

1 As noted in the Chapter, it was not possible to obtain information of a similar kind for the universities.

2 This figure corresponds with a gross area of approximately 15 square metres per EFTS, and with a total area based on the inside of the outside walls of approximately 14 square metres per EFTS.
TABLE 1
CAPACITY OF COLLEGES OF ADVANCED EDUCATION, SOUTH AUSTRALIA 1978

<table>
<thead>
<tr>
<th>College of Advanced Education</th>
<th>Numbers of Approved Students (EFTS)</th>
<th>Student Capacity (EFTS)</th>
<th>Excess Capacity or Shortage of Capacity (EFTS)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Adelaide</td>
<td>(1) 1,320</td>
<td>884</td>
<td>(436)</td>
</tr>
<tr>
<td>Torrens</td>
<td>2,230</td>
<td>2,486</td>
<td>256</td>
</tr>
<tr>
<td>Sub-total</td>
<td>3,550</td>
<td>3,370</td>
<td>180</td>
</tr>
<tr>
<td>Kingston</td>
<td>410</td>
<td>289</td>
<td>(121)</td>
</tr>
<tr>
<td>Murray Park</td>
<td>1,390</td>
<td>1,114</td>
<td>(276)</td>
</tr>
<tr>
<td>Sub-total</td>
<td>1,800</td>
<td>1,403</td>
<td>(397)</td>
</tr>
<tr>
<td>Salisbury</td>
<td>1,250</td>
<td>1,147</td>
<td>(103)</td>
</tr>
<tr>
<td>Sturt</td>
<td>1,330</td>
<td>1,399</td>
<td>69</td>
</tr>
<tr>
<td>Roseworthy</td>
<td>340</td>
<td>300</td>
<td>(40)</td>
</tr>
<tr>
<td>S.A. Institute of Technology</td>
<td>2,570</td>
<td>2,521</td>
<td>(49)</td>
</tr>
<tr>
<td>City</td>
<td>1,000</td>
<td>2,232</td>
<td>1,232</td>
</tr>
<tr>
<td>The Levels</td>
<td>160</td>
<td>342</td>
<td>182</td>
</tr>
</tbody>
</table>

1 Figures refer to approved students in 1978 and have been calculated using the 1977 course mix: external students are included although they account for a relatively small share of enrolments except at Adelaide College of Advanced Education.
2 Includes 288 external students: the real shortage is therefore about 144 lower.
3 Estimates of capacity based on building programme approved by the Tertiary Education Commission.

Source: Prepared by the South Australian Board of Advanced Education. The Committee endeavoured to obtain similar information for universities, but it was not available in time for this report.

TABLE 2
CAPACITY OF COLLEGES OF ADVANCED EDUCATION AFTER REDUCED INTAKES BECOME EFFECTIVE, SOUTH AUSTRALIA

<table>
<thead>
<tr>
<th>College of Advanced Education</th>
<th>Number of Approved Students (EFTS)</th>
<th>Reduction* in Enrolments for 1982</th>
<th>Student Capacity (EFTS)</th>
<th>Excess Capacity or Shortage of Capacity (EFTS)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Adelaide/Torrens</td>
<td>(1) 3,550</td>
<td>(2) 370</td>
<td>(3) = (1) - (2)</td>
<td>(4) 3,180</td>
</tr>
<tr>
<td>Kingston/Murray Park</td>
<td>1,800</td>
<td>240</td>
<td>1,560</td>
<td>1,403</td>
</tr>
<tr>
<td>Salisbury</td>
<td>1,250</td>
<td>90</td>
<td>1,160</td>
<td>1,147</td>
</tr>
<tr>
<td>Sturt</td>
<td>1,330</td>
<td>230</td>
<td>1,100</td>
<td>1,399</td>
</tr>
</tbody>
</table>

*See footnotes to Table 1.
Surveys of Undergraduate Students in Higher Education, South Australia

- ACADEMIC PROGRESS
- STUDENTS RE-ENROLLING AFTER A PERIOD OF ABSENCE

appendix C
APPENDIX C:
SURVEYS OF UNDERGRADUATE STUDENTS IN HIGHER EDUCATION, SOUTH AUSTRALIA
ACADEMIC PROGRESS

There is little information of a detailed nature available on the graduation rates of students in tertiary education. The major work is *The 1961 Study* which provided information on the progress of the 1961 intake to university undergraduate courses. Since no more recent information was available, the Committee made its own study of graduation rates in South Australian universities and colleges of advanced education. Information of a similar nature for TAFE institutions was expected to become available from a study funded by the Technical and Further Education Commission (now the TAFE Council); this study has not gone ahead as originally expected and thus did not provide the details required in time for this Report. The base year for universities and SAIT was 1971, and the subsequent academic progress—broadly classified as graduated, discontinued or still continuing—was traced to the beginning of 1977 for all students who commenced undergraduate courses in that year. Records for other colleges of advanced education did not go back as far as 1971, and the study was made of students who commenced in 1973. Information was supplied to the Committee by the institutions; the following notes and definitions were provided.

UNDERGRADUATE STUDENT PROGRESS STUDY: UNIVERSITIES AND THE SOUTH AUSTRALIAN INSTITUTE OF TECHNOLOGY

Notes

This study is designed to follow the progress of students who commenced undergraduate studies in the universities and the South Australian Institute of Technology in 1971 and in colleges of advanced education in 1973. It covers completion and discontinuation rates, field of study, type of enrolment and level of course. Separate forms are to be completed for students entering associate diploma, diploma and bachelor degree courses, where applicable.

Definition

1. Student: A person whose enrolment was current at 30 April, 1971, and who was commencing a tertiary course or its equivalent conducted by a tertiary institution. An enrolment is current if the student is entitled to receive tuition at 30 April and has not withdrawn or deferred enrolment before that date. A student who is the administrative responsibility of one institution but undertaking full-time study at another institution should be counted as enrolled only at the latter
institution. Where a student's course involves simultaneous attendance at more than one institution for tuition purposes, the student should be counted only at the institution which grants the final award.

A second semester commencing student is one whose enrolment was current at 31 August, 1971, and who was entitled to receive tuition at 31 August, 1971.

2. Commencing Student: A student commencing is one who in 1971 enrolled in a course for which the student had not previously enrolled in that institution.

3. Full-Time Student: A full-time student is one who commenced a full-time course of study in 1971. Full-time students are those undertaking at least 75 per cent of the amount of work prescribed as a year's work. Students enrolled full-time in "sandwich" courses (i.e. courses in which the period of full-time study during the academic year is broken by a period of full-time employment which forms an integral part of the course) are included as full-time.

4. Part-Time Student: A part-time student is one who commenced a course on a part-time basis in 1971. Part-time students include external students.

5. Continuing: A continuing student is one who had not completed requirements for a course in 1976 and who had re-enrolled in the same institution for a course of study in 1977 on a full- or part-time basis.

6. Completion: The satisfactory fulfilment of all requirements in relation to a specified course of study is termed completion. This includes students who complete courses by passing supplementary examinations at the beginning of the following academic year.

7. Minimum Time: This refers to the "minimum time" in years necessary to complete a specified course of study—for example, three years for an Arts degree. The following interpretation of minimum time for particular cases should be noted:

(a) where a student commences a course with credits towards that course from previous tertiary study, the minimum time for completion should be reduced appropriately. For example, a student entering a three-year course with one year of the course credited from previous courses would have a minimum time of two years to complete requirements;

(b) where a student commenced full-time and changed to part-time enrolment, the minimum time for completion is assessed on the same basis as a full-time student. For example, a student who took one year full-time and four years part-time to complete a Bachelor of Arts degree would be given a minimum time plus two years' rating;

(c) where a student took an additional year to complete an Honours degree or double degree that student would still be assessed as completing in minimum time. For example, minimum time for a Bachelor of Arts degree with Honours is four years;
(d) where a student transferred to another faculty, minimum time is assessed in terms of the requirement of the new faculty. For example, a student may have spent two years in one faculty but carried no credits towards a three-year course to which the student transferred in the third year and then completed in minimum time. This student would be assessed as graduating in minimum time plus two years.

8. Discontinued: A discontinued student is one who, having commenced in 1971, had not completed that course of study by 1976, and who had not enrolled in a course in the same institution in 1977. The year of discontinuation is the last year in which the discontinued student enrolled in a course of study.

9. Fail/Pass (or Satisfactory Progress): A part-time student is regarded as passing a part-time year if the student has passed all subjects in which he enrolled in that course. Institutions which do not follow the above criteria in assessing pass or progress should indicate their criteria for satisfactory progress in a particular calendar year.

10. Field of Study:

**University**

- Humanities (including arts and divinity)
- Fine arts (including music)
- Social and behavioural sciences (including psychology, social work)
- Law (including jurisprudence, arts/law)
- Education (including education/arts)
- Economics, commerce, government (including applied economics, health administration)
- Medicine (including occupational therapy, pharmacy)
- Dentistry
- Natural sciences (including applied sciences, mathematics)
- Engineering, technology (including metallurgy, surveying)
- Architecture, building (including design studies, town planning)
- Agriculture, forestry (including rural science)

**College of Advanced Education**

- Agriculture (including farm management)
- Applied sciences (including computing studies/science, food sciences, science [education])
- Art and design (including art education)
- Building surveying and architecture (including cartography, design studies, town planning)
- Commercial and business studies (including data processing, school administration)
- Engineering and technology (including metallurgy, textiles)
- Liberal studies (including physical education, recreation, social work)
- Music (including music education)
- Para-medical (including dietetics, environmental health, nutrition)
- Teacher education.

In Table 3, Chapter 4, the Field of Study used is a combination of the above two classifications.
STUDENTS RE-ENROLLING AFTER A PERIOD OF ABSENCE

Detailed statistics on the extent to which students have withdrawn from courses and subsequently re-enrolled over a period of years were not available. The Committee undertook a survey among the universities and colleges of advanced education to obtain such information. From 1977 enrolments, records were separated out for those students who were enrolled in earlier years, but not in 1976 (designated "re-enrolments" for this study). Those students were then categorised by their major reason for not continuing the year in which they were last enrolled and by whether or not they completed that year—i.e. satisfactorily fulfilled all requirements in relation to the course undertaken in that year.
Teachers in South Australia: Estimates of the Supply and Demand 1978-1985
APPENDIX D:


The aim of this document is to provide details of the method used in producing the estimates of teacher supply, demand and surpluses for the Committee of Enquiry into Post-Secondary Education in South Australia.

For some time concern has been expressed that, beginning in 1978, there would be a larger number of teachers (both new graduates and former teachers) seeking teaching positions than there were positions available. This would have been caused by the sharp decline in births of the 1970’s, which followed the high outputs from teacher training institutions geared to the population increases of the 1950’s and 1960’s.

The “Report of the Australian Education Council Working Party on the Supply and Demand for Teachers in Australian Primary and Secondary Schools, 1977-1985” was released early in 1978. The estimates of the future demand and supply contained in that Report depict a bleak future for those new graduates and former teachers seeking teaching positions throughout Australia generally, including South Australia. For example, it is estimated that if present employment conditions were to continue, by 1985 there would be 10,000 qualified teachers in South Australia unable to find employment as teachers.

As some of the assumptions and methods of the Australian Education Council Report were considered inappropriate, it was decided by the Enquiry that it should produce its own estimates of future supply and demand for school teachers in South Australia.1

These estimates show the surplus to be 700 primary and 750 secondary teachers in 1978, reducing to a possible 580 in 1985, by which time the cumulative excess would be approximately 7,700.2 In fact, of the 1,640 new graduates seeking positions in 1978, only 710 (43 per cent) have been given appointments; of the 700 other applicants, only 180 (26 per cent) received appointments in 1978.

Detailed estimates which have been included in Attachment 2 allow for:

1. a low and a high wastage rate from the teaching force;
2. different proportions of teachers recruited from new graduates and others; and

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1See Attachment 1: AEC Report on Teacher Supply and Demand.
2It is important to note that in accumulating surplus teacher numbers no allowance has been made for wastage by unemployed teachers seeking alternative employment leaving the work-force.
3. in the case of primary teachers, reductions in the pupil-teacher ratio.\textsuperscript{3}

The base data from which the estimates have been produced was provided largely by the Education Department of South Australia, which has also assisted by commenting on the various draft estimates made during recent months; the South Australian Board of Advanced Education has also assisted in this way. While the estimates cover both the government and non-government sectors of education, discussion of the employment of new graduates and other persons relates almost solely to the government sector which employs some 87 per cent of teachers. It should be noted that some figures provided by the Education Department, which relate to the government sector only, have been applied to the total of government and non-government (e.g. estimated government sector wastage rates have been applied across both sectors). In addition, no information has been obtained on the employment situation in relation to the non-government sector (e.g. the level of vacancies, source of recruitment). This is an area in which further investigation and analysis could be undertaken.

So that the Committee might be able to examine what at this stage appears to be the most likely future, Table 1 has been prepared in which it is assumed that:

1. the pupil-teacher ratio in secondary schools will remain constant at 13:0:1
2. the pupil-teacher ratio in primary schools will decline from 20:7 in 1977 to 20:2 from 1979;
3. wastage rates of 6 per cent (primary) and 4:5 per cent (secondary) apply in 1977 and will increase by half a per cent per annum to 9:5 per cent (primary) and 8:0 per cent (secondary) in 1984;
4. the supply of teachers available for employment will be the graduates of universities and colleges of advanced education, plus former teachers seeking re-employment: details of the numbers of these applicants are included in Attachment 2;
5. recruitment between new graduates and other applicants (i.e. former teachers seeking re-employment) is on the basis of 4 to 1—these are the proportions in which appointments were made for 1978; and
6. no allowance is made in calculating the cumulative excess for unemployed teachers finding other employment or leaving the work-force.

With these assumptions, there is an excess of 700 primary and 750 secondary teachers in 1978; by 1985 these excess numbers have fallen to 290 in each of primary and secondary. The cumulative excess is 3 800 primary and 3 860 secondary teachers by 1985.

Manpower predictions are notorious for their unreliability and we are aware that changes in government policies or unexpected social and economic

\textsuperscript{3}The pupil-teacher ratio is calculated as the number of students per teaching staff in schools: it is an average over-all schools. The ratio does not represent average class size as the figure for teaching staff includes some who are not engaged in teaching classes.
# TABLE 1

**TEACHER SUPPLY AND DEMAND, GOVERNMENT AND NON-GOVERNMENT SCHOOLS, SOUTH AUSTRALIA**

<table>
<thead>
<tr>
<th>Year</th>
<th>Demand Teachers</th>
<th>Teachers Continuing</th>
<th>Shortfall</th>
<th>Number of Applicants</th>
<th>New Graduates</th>
<th>Others</th>
<th>4/5 of Col. 3</th>
<th>1/5 of Col. 3</th>
<th>Total</th>
<th>New Graduates</th>
<th>Others</th>
<th>Total</th>
<th>Cumulative Total</th>
<th>Cumulative Excess of Primary and Secondary Teachers</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1978</td>
<td>9 100</td>
<td>8 520</td>
<td>580</td>
<td>880</td>
<td>400</td>
<td>460</td>
<td>120</td>
<td>580</td>
<td>420</td>
<td>280</td>
<td>700</td>
<td>700</td>
<td>1 450</td>
<td>930</td>
</tr>
<tr>
<td>1979</td>
<td>9 220</td>
<td>8 510</td>
<td>710</td>
<td>830</td>
<td>300</td>
<td>570</td>
<td>140</td>
<td>710</td>
<td>260</td>
<td>150</td>
<td>420</td>
<td>1 120</td>
<td>1 650</td>
<td>1 720</td>
</tr>
<tr>
<td>1980</td>
<td>9 170</td>
<td>8 570</td>
<td>600</td>
<td>830</td>
<td>300</td>
<td>480</td>
<td>120</td>
<td>600</td>
<td>350</td>
<td>180</td>
<td>530</td>
<td>1 650</td>
<td>2 200</td>
<td>1 980</td>
</tr>
<tr>
<td>1981</td>
<td>9 010</td>
<td>8 480</td>
<td>530</td>
<td>780</td>
<td>300</td>
<td>420</td>
<td>110</td>
<td>530</td>
<td>360</td>
<td>190</td>
<td>550</td>
<td>2 200</td>
<td>3 130</td>
<td>3 160</td>
</tr>
<tr>
<td>1982</td>
<td>8 920</td>
<td>8 290</td>
<td>630</td>
<td>770</td>
<td>300</td>
<td>500</td>
<td>130</td>
<td>630</td>
<td>270</td>
<td>170</td>
<td>440</td>
<td>2 640</td>
<td>3 130</td>
<td>4 140</td>
</tr>
<tr>
<td>1983</td>
<td>8 740</td>
<td>8 160</td>
<td>580</td>
<td>770</td>
<td>300</td>
<td>460</td>
<td>120</td>
<td>580</td>
<td>310</td>
<td>180</td>
<td>490</td>
<td>3 130</td>
<td>5 680</td>
<td>3 810</td>
</tr>
<tr>
<td>1984</td>
<td>8 630</td>
<td>7 950</td>
<td>680</td>
<td>760</td>
<td>300</td>
<td>540</td>
<td>140</td>
<td>680</td>
<td>220</td>
<td>160</td>
<td>380</td>
<td>3 510</td>
<td>6 510</td>
<td>4 090</td>
</tr>
<tr>
<td>1985</td>
<td>8 590</td>
<td>7 810</td>
<td>780</td>
<td>770</td>
<td>300</td>
<td>620</td>
<td>180</td>
<td>780</td>
<td>150</td>
<td>140</td>
<td>280</td>
<td>3 800</td>
<td>7 800</td>
<td>4 360</td>
</tr>
</tbody>
</table>

**Notes:**

1. Jobs allocated on the basis of 4 to new graduates and 1 to other applicants.
2. Wastage rates used to calculate the number of teachers continuing are 6 per cent in primary and 4.5 per cent in secondary in 1977, increasing to 9.5 per cent in primary and 8 per cent in secondary by 1984.
3. No allowance is made for wastage of unemployed teachers in calculating the cumulative excess supply numbers.
4. If non-teaching time in primary schools is allowed to increase at 2 per cent per annum from 1980 to 1985, the demand for teachers increases such that there is a reduction in the primary excess of 1 340.
5. Detailed notes on the preparation of the estimates are included in the attachment to this Appendix.
PRIMARY AND SECONDARY SCHOOL ENROLMENTS
ACTUAL AND PROJECTED
SOUTH AUSTRALIA

Figure 1

Source: 1975 to 1977, Australian Bureau of Statistics; 1978 to 2000, government schools component from data supplied by Education Department of South Australia and non-government schools component projected by this Enquiry.
### TABLE 2

<table>
<thead>
<tr>
<th></th>
<th>Actual</th>
<th>Projected</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary</td>
<td>175 845</td>
<td>173 676</td>
</tr>
<tr>
<td>Secondary</td>
<td>99 555</td>
<td>99 237</td>
</tr>
<tr>
<td>TOTAL</td>
<td>275 400</td>
<td>272 913</td>
</tr>
</tbody>
</table>

Source: 1975 to 1977, Australian Bureau of Statistics; 1978 to 2000, government schools component from data supplied by the Education Department of South Australia, non-government schools component projected by this Enquiry.
changes could upset the estimates which we have made. For example, there could be:

1. an increase in the demand for teachers resulting from—
   
   (a) an increase in pupils,
   
   (b) a reduction in pupil-teacher ratios;

2. higher wastage rates of employed teachers, whether naturally occurring or influenced by changes in Education Department policy toward, for example, early retirement;

3. a smaller number of applicants for positions, due to new graduates or former teachers finding employment outside teaching.

With regard to (1) (a) above, the most recent projections of primary and secondary school enrolments in South Australia show that there will be little requirement from this source for more teachers. Figure 1 and Table 1 indicate that whereas primary enrolments will fall by some 14 000 from 1977 to 1985, by the year 2000, they will have returned to current levels: secondary enrolments follow this trend some five years later, with a low point in 1990, recovering almost to current levels by 2000 (see Attachment 3: Projections of Student Enrolments).

The other important influence on demand is the size of the pupil-teacher ratio. The ratio in secondary schools is expected to remain unchanged at the 1976 level of 13 pupils to 1 teacher. In primary schools the ratio is expected to be reduced from 20:7 in 1977 to 20:2 in 1979. Furthermore, we understand that non-teaching time will increase to 8 per cent in 1978 and 10 per cent in 1979. Further increases could have substantial effects on the number of teachers employed. For example, as indicated in note 4 to Table 1, the effect of a 2 per cent increase in non-teaching time in each year from 1980 through to 1985 would be to reduce the cumulative excess of primary teachers by more than 1 300.

The second area of likely variation relates to wastage rates; these rates have been varied a great deal in recent years, and it is difficult to be certain what the future levels will be. From at least the early 1960's until recent years, they had been above 12 per cent. However, as can be seen from Table 1:3, there has been a marked decline in losses from resignations and retirements over the last few years, from some 1 500 in 1971 (922 primary and 551 secondary teachers) to 809 in 1977 (484 primary and 325 secondary). This represents a reduction in wastage rates to 6 per cent in primary (down 60 per cent from 1971 levels) and 4:5 per cent in secondary (down 67 per cent from 1971 levels) over a six-year period: the significance of these reductions is even more apparent in the light of the 1974 figures, which were still as high as 12:5 per cent and 10:5 per cent.

Their importance as a major contributor to the current situation is demonstrated by the fact that, had wastage rates been at 1971 levels during 1977, the large over-supply of teachers in 1978 would be turned into a shortage of primary teachers and a very small surplus of secondary teachers.

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4 The wastage rate is calculated as the number of teachers leaving in the period after the last school day in December to the last school day in December of the following year, as a proportion of all teachers.
PERCENTAGE AGE DISTRIBUTION OF TEACHERS
BY SEX
SOUTH AUSTRALIA JUNE 1977

Figure 2

Source: Education Department of South Australia.
TABLE 3
LOSSES OF TEACHERS, SOUTH AUSTRALIA

<table>
<thead>
<tr>
<th>Year</th>
<th>Resigned or Retired</th>
<th>Total Employed</th>
<th>Per Cent</th>
<th>Resigned or Retired</th>
<th>Total Employed</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>1962</td>
<td>534</td>
<td>4 360</td>
<td>12:25</td>
<td>284</td>
<td>2 168</td>
<td>13:10</td>
</tr>
<tr>
<td>1964</td>
<td>710</td>
<td>4 879</td>
<td>14:55</td>
<td>374</td>
<td>2 611</td>
<td>14:32</td>
</tr>
<tr>
<td>1965</td>
<td>772</td>
<td>5 002</td>
<td>15:43</td>
<td>435</td>
<td>2 872</td>
<td>15:15</td>
</tr>
<tr>
<td>1966</td>
<td>622</td>
<td>5 273</td>
<td>11:80</td>
<td>432</td>
<td>3 127</td>
<td>13:82</td>
</tr>
<tr>
<td>1967</td>
<td>725</td>
<td>5 303</td>
<td>13:67</td>
<td>442</td>
<td>3 473</td>
<td>12:73</td>
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<tr>
<td>1968</td>
<td>683</td>
<td>5 667</td>
<td>12:05</td>
<td>419</td>
<td>3 591</td>
<td>11:67</td>
</tr>
<tr>
<td>1969</td>
<td>785</td>
<td>5 800</td>
<td>13:53</td>
<td>571</td>
<td>3 818</td>
<td>14:96</td>
</tr>
<tr>
<td>1970</td>
<td>839</td>
<td>5 976</td>
<td>14:03</td>
<td>582</td>
<td>4 104</td>
<td>14:18</td>
</tr>
<tr>
<td>1971</td>
<td>922</td>
<td>6 026</td>
<td>15:30</td>
<td>551</td>
<td>4 413</td>
<td>12:49</td>
</tr>
<tr>
<td>1972</td>
<td>896</td>
<td>6 151</td>
<td>14:57</td>
<td>661</td>
<td>5 194</td>
<td>12:73</td>
</tr>
<tr>
<td>1974</td>
<td>867</td>
<td>6 887</td>
<td>12:54</td>
<td>664</td>
<td>6 304</td>
<td>10:53</td>
</tr>
<tr>
<td>1975</td>
<td>688</td>
<td>7 472</td>
<td>9:21</td>
<td>621</td>
<td>7 031</td>
<td>8:83</td>
</tr>
<tr>
<td>1976</td>
<td>657</td>
<td>7 825^2</td>
<td>8:40</td>
<td>608</td>
<td>7 397^2</td>
<td>8:22</td>
</tr>
<tr>
<td>1977</td>
<td>484</td>
<td>8 062^2</td>
<td>6:00</td>
<td>325</td>
<td>7 217</td>
<td>4:50</td>
</tr>
</tbody>
</table>

1 Figures are for teachers lost after last school day in December, to last school day in December of the following year: includes part-time and full-time teachers.
2 August figures—total numbers, including those on leave without pay.
3 Includes all TRA (Contract) teachers.
4 February figures—total numbers, including those on leave without pay.

Changes in economic and social conditions have been important contributors to the lowering of these rates and are likely to be the main determinants of future short-term movements, rather than any pressure from age retirements. (see Figure 2 which shows that relatively few teachers are in the age groups approaching retirement).

Presumably, many teachers have delayed resignation because of uncertain economic conditions and, should the employment position improve, resignations will no doubt move toward their former levels. Given the very low wastage rates in the last few years, it is likely that there could be a comparable reduction in the number of applications from this source in, say, 5 to 10 years' time. Unfortunately, there is little information about the pool of teachers temporarily out of the workforce; an analysis of the data contained in the applications received from this group for positions in 1978 would be helpful in estimating the numbers and characteristics of those wishing to return to teaching.

These estimates have been prepared using the most recent data available at December 1977; by their very nature, however, they will vary in the future, and possibly vary considerably. So that they will continue to be of use, they should be updated as further information comes to hand, either from the investigation and analysis suggested in this Appendix or by the passing of time.
• ATTACHMENT 1: A.E.C. REPORT ON TEACHER SUPPLY AND DEMAND
• ATTACHMENT 2: ESTIMATES OF TEACHER SUPPLY AND DEMAND—TABLES AND NOTES
• ATTACHMENT 3: PROJECTION OF SCHOOL ENROLMENTS
ATTACHMENT 1

A.E.C. REPORT ON TEACHER SUPPLY AND DEMAND

The Australian Education Council (consisting of the Minister of Education of each of the States and of Australia) agreed in February 1976 to establish a Working Party to report on teacher supply and demand. The Working Party included representatives of each State Education Department, Catholic Schools, state co-ordinating authorities in advanced education, the Commonwealth Education Department and education commissions.

Their Report was released in February 1978 and includes estimates of the teacher supply and demand position in each of the states and territories from 1977 to 1985 for two levels of demand (one assuming existing standards and the other improved standards of student-teacher ratios). The estimates for South Australia show a surplus, assuming improved standards, of 1,050 primary teachers and 1,400 secondary teachers in 1978, accumulating to 4,050 primary and 5,300 secondary teachers by 1985. The total surplus of 9,350 thus produced represents 32 per cent of the trained teachers in the State either employed or estimated to be seeking a position. This is 1,700 more than estimated by the Committee.

The reason for the greater surplus produced in the Australian Education Council Report is that they have added in a larger annual increment of teachers seeking re-employment than has been used in the estimates by this Committee. For example, their estimate for 1978 is for 750 primary and 950 secondary teachers seeking re-employment: these figures are far in excess of the actual number of applications received from such people for 1978, which was approximately 400 for primary positions and 300 for secondary positions (first preference). Although their estimates allow for a decline in the number of persons seeking re-employment from 1981 (thus reflecting the reduction in resignations in the last few years), the absolute level of their figures continues to be higher than used by the Committee. While there is no evidence upon which to make accurate forecasts of the likely number of applications from this source, figures of the number of such persons re-employed in the last twelve years have been used to give some guide. These figures are included in Attachment 2 under "Excess/Shortage."

Another criticism of the Australian Education Council Report relates to the composition of the Teachers Continuing figure. The actual number of teachers continuing into any year is obtained by applying, to the stock of teachers in a year, the wastage rate applicable to that year: this then gives the number of teachers
continuing into the next year. The Australian Education Council however, uses the following method:

**PRIMARY**

<table>
<thead>
<tr>
<th>Year</th>
<th>Demand</th>
<th>New Entrants</th>
<th>Other Entrants</th>
<th>Teachers Continuing</th>
<th>Total Supply</th>
<th>Excess</th>
</tr>
</thead>
<tbody>
<tr>
<td>1978</td>
<td>9100</td>
<td>850</td>
<td>750</td>
<td>8500</td>
<td>10100</td>
<td>1050</td>
</tr>
<tr>
<td>1979</td>
<td>9300</td>
<td>850</td>
<td>850</td>
<td>9400</td>
<td>11100</td>
<td>1750</td>
</tr>
<tr>
<td>1980</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>10250</td>
<td></td>
</tr>
</tbody>
</table>

The Teachers Continuing figure in 1979 is calculated by wasting the Total Supply figure (i.e. employed and unemployed) at the rate which would apply to employed teachers (our method wastes "Demand" which consists only of those who are employed). This is unrealistic, as the employed and unemployed teachers should experience quite different wastage.

While the method used in this Appendix does not waste the unemployed teachers at all, neither does it add them into a "Total Supply" figure as in the Australian Education Council paper: they are shown separately and are not involved in the calculation of Teachers Continuing figures.

**ATTACHMENT 2**

**ESTIMATES OF TEACHER SUPPLY AND DEMAND—TABLES AND NOTES**

The following notes refer to the tables in this attachment and to Table 4 in the Appendix.

**DEMAND**

The demand figures represent the number of teachers required by both the government and non-government primary and secondary education sectors (a proportion of the demand and supply requirements of special education has been allocated to secondary education, the majority being included in the figures for primary education). All staff employed in these sectors (other than those on leave-without-pay) have been included. The figures for government schools have been estimated from enrolment projections divided by projected pupil-teacher ratios (see Attachment 3 for details of the enrolment projections); for non-government schools, information from the Commonwealth Department of Education was also used.

*Tables 1, 4 (primary) and 5 (secondary)*

The demand figures used have provided for improved standards for the primary category by means of a reduction in the pupil-teacher ratio resulting from an increase in non-teaching time from 6 per cent in 1977 to 8 per cent in 1978 and 10 per cent in 1979 and later years. This is current departmental policy and is to be reviewed in 1979.
Table 6 (primary)

This table shows estimates at a higher level of demand resulting from further improvements in the student-teacher ratio in primary schools (there is no table for improved demand in secondary schools as the pupil-teacher ratio in secondary is already at acceptable levels, being 13.1). Under this assumption, the pupil-teacher ratio drops from 20.5 in 1978 to 17.4 in 1985, with non-teaching time increasing by 2 per cent in each year from 1978, to be 22 per cent in 1985.

WASTAGE

Figures are provided for two levels of wastage—lower and higher. The preliminary 1977 wastage rates (supplied by the Education Department and used in calculating the 1978 Teachers Continuing figure) are 6 per cent in primary and 4.5 per cent in secondary. For 1978 and later years, the rates have been estimated to increase, in the case of primary to 9.5 per cent (lower wastage) and 11 per cent (higher wastage) and for secondary, 8 per cent (lower demand) and 9.5 per cent (higher demand).

TEACHERS CONTINUING

This figure has been computed by applying the wastage rate for a year to the demand in that year to give the number of teachers continuing in the following year.

SHORTFALL

This is the difference between Demand and Teachers Continuing.

NEW GRADUATES

The figures for new graduates shown in Table 4 for the years 1979 to 1985 were compiled in July 1977 by the South Australian Board of Advanced Education for students trained as primary, special and secondary teachers at the colleges of advanced education and the universities; for those years students at Kingston College of Advanced Education and the Early Childhood Education course at Murray Park College of Advanced Education are not included. They are, however, included in the 1978, figures as these are based on actual applications to the Department for positions in 1978 which included applications from students in these courses.

EMPLOYMENT POLICIES

As an alternative to the 4/5 to 1/5 split of jobs, two other employment policies have been shown. The three policies for which figures are included are:

1. jobs allocated 2/3 to new graduates and 1/3 to others;
2. jobs allocated 4/5 to 1/5; and
3. all jobs to new graduates.

SOURCE

The figures for new graduates and others (largely re-employment by the Education Department of teachers formerly with them) are the source of supply to meet the shortfall in column 4.

EXCESS/SHORTAGE

These figures are calculated as the supply of new graduates and other applicants less the jobs allocated to them. For 1978, the supply of other
TABLE 4
ESTIMATES OF NEW TEACHER EDUCATION GRADUATES SEEKING EMPLOYMENT, SOUTH AUSTRALIA1

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<td>1 469</td>
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<td>1 454</td>
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</table>

1 Students are counted once only on their pre-service programme. Figures include estimates of part-time students who will be seeking employment for the first time.

Source: For 1978, totals provided by the Education Department of South Australia; figures for colleges and universities estimated by the Committee; later years figures provided by the South Australian Board of Advanced Education.

The number of applicants was taken to be 400 for primary and 300 for secondary positions (based on applications received by the Department). For 1979 and later years, it is assumed that there will be an increment of 600 (300 primary and 300 secondary) per annum to the stock of such teachers seeking re-employment in each year to 1985. This figure of 600 is an estimate as there is no information available from which to directly estimate this increment of potential re-employees in any year; however, the number of persons re-employed each year from 1965 to 1976 can be used as a guide:

1965 ................. 487 1971 ................. 752
1966 ................. 315 1972 ................. 903
1967 ................. 408 1973 ................. 708
1968 ................. 368 1974 ................. 769
1969 ................. 467 1975 ................. 618
1970 ................. 713 1976 ................. 551

The number of applicants for re-employment may decline in the early 1980's as a result of the current low level of resignations. Again, no evidence is available to support this view although it is expected that an analysis of the 1 100 applications for positions in 1978 will provide a good deal of information of value in estimating the size of the potential pool for re-employment.

In Table 1 in the paper, the excess figures have been accumulated to 1985. In doing this, no allowance has been made for wastage from this pool.
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<th>Employement Policy</th>
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**Lower Wastage (6-5% to 9-5%)**

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<th>Shortfall</th>
<th>New Graduates</th>
<th>Source</th>
<th>Excess or Shortage</th>
<th>Source</th>
<th>Excess or Shortage</th>
<th>Source</th>
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**Higher Wastage (7-5% to 11%)**

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<th>Source</th>
<th>Excess or Shortage</th>
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**TABLE 6**

TEACHER SUPPLY AND DEMAND, GOVERNMENT AND NON-GOVERNMENT SCHOOLS PRIMARY (HIGHER DEMAND)
SOUTH AUSTRALIA

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<th>Shortfall</th>
<th>New Graduates</th>
<th>Source</th>
<th>Excess or Shortage</th>
<th>Source</th>
<th>Excess or Shortage</th>
<th>New Graduates</th>
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Lower Wastage (6% to 85%)

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<th>Source</th>
<th>Excess or Shortage</th>
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Higher Wastage (7% to 10%)
### TABLE 7
TEACHER SUPPLY AND DEMAND, GOVERNMENT AND NON-GOVERNMENT SCHOOLS
SECONDARY (LOWER DEMAND), SOUTH AUSTRALIA

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<th>Shortfall</th>
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</tbody>
</table>

#### 1978
- Demand: 7,210
- Wastage: 5.0%
- Teachers: 7,600
- Shortfall: 310
- New Graduates: 760
- Source: 620
- Excess: 100

#### 1979
- Demand: 7,810
- Wastage: 5.5%
- Teachers: 7,510
- Shortfall: 300
- New Graduates: 770
- Source: 620
- Excess: 100

#### 1980
- Demand: 7,770
- Wastage: 6.0%
- Teachers: 7,380
- Shortfall: 390
- New Graduates: 710
- Source: 620
- Excess: 100

#### 1981
- Demand: 7,770
- Wastage: 6.5%
- Teachers: 7,300
- Shortfall: 470
- New Graduates: 690
- Source: 620
- Excess: 100

#### 1982
- Demand: 7,860
- Wastage: 7.0%
- Teachers: 7,260
- Shortfall: 600
- New Graduates: 680
- Source: 620
- Excess: 100

#### 1983
- Demand: 7,950
- Wastage: 7.5%
- Teachers: 7,310
- Shortfall: 640
- New Graduates: 680
- Source: 420
- Excess: 100

#### 1984
- Demand: 8,140
- Wastage: 8.0%
- Teachers: 7,350
- Shortfall: 790
- New Graduates: 680
- Source: 620
- Excess: 100

#### 1985
- Demand: 8,180
- Wastage: 8.5%
- Teachers: 7,490
- Shortfall: 690
- New Graduates: 680
- Source: 620
- Excess: 100

#### Higher Wastage (6% to 9.5%)

### Higher Wastage (6% to 9.5%)

<table>
<thead>
<tr>
<th>Year</th>
<th>Demand</th>
<th>Wastage Per cent</th>
<th>Teachers Continuing</th>
<th>Shortfall</th>
<th>New Graduates</th>
<th>Source</th>
<th>Excess or Shortage</th>
<th>Source</th>
<th>Employment Policy</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>New Graduates</td>
<td>Others</td>
<td>New Graduates</td>
<td>Others</td>
<td>New Graduates</td>
</tr>
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<td></td>
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</tbody>
</table>

#### 1978
- Demand: 7,910
- Wastage: 6.0%
- Teachers: 7,600
- Shortfall: 310
- New Graduates: 760
- Source: 620
- Excess: 100

#### 1979
- Demand: 7,810
- Wastage: 6.5%
- Teachers: 7,510
- Shortfall: 300
- New Graduates: 770
- Source: 620
- Excess: 100

#### 1980
- Demand: 7,770
- Wastage: 7.0%
- Teachers: 7,380
- Shortfall: 390
- New Graduates: 710
- Source: 620
- Excess: 100

#### 1981
- Demand: 7,770
- Wastage: 7.5%
- Teachers: 7,280
- Shortfall: 510
- New Graduates: 710
- Source: 620
- Excess: 100

#### 1982
- Demand: 7,860
- Wastage: 8.0%
- Teachers: 7,190
- Shortfall: 580
- New Graduates: 690
- Source: 620
- Excess: 100

#### 1983
- Demand: 7,950
- Wastage: 8.5%
- Teachers: 7,150
- Shortfall: 710
- New Graduates: 680
- Source: 620
- Excess: 100

#### 1984
- Demand: 8,140
- Wastage: 9.0%
- Teachers: 7,190
- Shortfall: 760
- New Graduates: 680
- Source: 620
- Excess: 100

#### 1985
- Demand: 8,180
- Wastage: 9.5%
- Teachers: 7,370
- Shortfall: 810
- New Graduates: 680
- Source: 620
- Excess: 100

#### Employment Policy

- (1) Employment Policy
- (2) Excess or Shortage
- (3) Excess or Shortage
ATTACHMENT 3

PROJECTION OF SCHOOL ENROLMENTS

In the attached Appendix, the projections of student enrolments used in producing the estimates of demand for teachers in government schools were provided by the Education Department; the projections for non-government schools were derived from information supplied by the Commonwealth Department of Education.

The enrolment projections for government schools were based on the official age/sex specific projections of the population for South Australia (1977) prepared by the Australian Bureau of Statistics for the State Government. However, for 1978/79 net migration gains to South Australia were taken to be at 1976/77 levels. Thereafter, the net migration gains were assumed to fall gradually to the "most likely" level assumed in the official projections.

Age/sex specific participation rates for primary and secondary year levels in government schools were projected and applied to these population projections to obtain estimates of future enrolments. No change in the relative proportions attending non-government and government schools was assumed. Trends of greater participation in secondary-year levels for ages 12 and 13, for girls aged 16 and 17, and of lower participation of older students, were incorporated in the projections.

The assumptions used in the projections of the population to which the participation rates were applied are as follows:

1. Base Population—The State’s post-enumeration 1976 Census population figure for 30 June, 1976, was 1,261,600. The age/sex distribution of this population was estimated by the Adelaide office of the Australian Bureau of Statistics, taking into account adjustments required as a result of the post-census enumeration surveys: this distribution is only provisional and may be changed;

2. Fertility—A single set of rates for the whole projection period was assumed for ease of computing. Although the assumed fertility rates are above those observed in 1976, it was felt that one year’s sudden drop could not be assumed to continue for the rest of the century and that in 1976, the second recession year, there may have been some deferral of births in the 20-29 age group;

### AGE-SPECIFIC FERTILITY RATES, SOUTH AUSTRALIA

<table>
<thead>
<tr>
<th>Year</th>
<th>15-19</th>
<th>20-24</th>
<th>25-29</th>
<th>30-34</th>
<th>35-39</th>
<th>40-44</th>
<th>45-49</th>
</tr>
</thead>
<tbody>
<tr>
<td>1975</td>
<td>36.3</td>
<td>126.1</td>
<td>148.1</td>
<td>64.0</td>
<td>20.2</td>
<td>4.5</td>
<td>0.3</td>
</tr>
<tr>
<td>1976</td>
<td>29.9</td>
<td>127.0</td>
<td>139.5</td>
<td>59.5</td>
<td>17.3</td>
<td>4.3</td>
<td>0.2</td>
</tr>
<tr>
<td>1976/77 to 2005/06</td>
<td>30.0</td>
<td>130.0</td>
<td>146.0</td>
<td>59.0</td>
<td>16.0</td>
<td>4.0</td>
<td>0.2</td>
</tr>
</tbody>
</table>

1 Actual experience in 1975 and 1976 (preliminary), estimated from 1976/77 to 2005/06.
These figures represent a total fertility rate of 1.93 (that is, the mean number of children which females living right through their child-bearing period will, on the average, bear if they are subject to the fertility conditions given). This rate is below the level necessary to maintain population growth and the population will, ultimately, decline if these conditions continue to hold;

3. Masculinity—A masculinity rate of 105.5 male births to every 100 female births was assumed;

4. Mortality—The most recently published life tables for South Australia relate to 1970/72. The Adelaide office of the Australian Bureau of Statistics has derived more recent mortality figures for South Australia based on the 1976 Census. These new figures have been used and held constant over the whole forecasting period;

5. Migration—Although three sets of migration assumptions were made for the State Government, the middle or "most likely" was used. This assumes migration from—

(a) OVERSEAS

<table>
<thead>
<tr>
<th>Year</th>
<th>Net Migration to Australia(^1)</th>
<th>Share to South Australia</th>
</tr>
</thead>
<tbody>
<tr>
<td>1976/77</td>
<td>45 000</td>
<td></td>
</tr>
<tr>
<td>1977/78 to 2005/06</td>
<td>50 000</td>
<td>4 000</td>
</tr>
</tbody>
</table>

\(^1\) Permanent and long-term movement; the 1976 figure has been estimated as actual figures and not available.

(b) INTERSTATE

1975/76 to 2005/06: -1 000

(c) Age/sex distribution

The age/sex distribution of the overseas migration has been derived from an analysis of the age/sex distribution of the net permanent and long-term movement of persons into South Australia over the only two years for which such information is available, viz. 1974/75 and 1975/76.

For interstate migration, the age/sex distribution is based on actual experience from 1971/72 through to 1974/75.
Legislation that may Require Amendment
APPENDIX E:

LEGISLATION THAT MAY REQUIRE AMENDMENT

The following legislation may require alteration with the introduction of legislation to create the Tertiary Education Authority of South Australia:

- Colleges of Advanced Education Act 1972;
- Kingston College of Advanced Education Act 1974;
- Roseworthy Agricultural College Act 1973;
- South Australian Institute of Technology Act 1972;
- Torrens College of Advanced Education 1972;
- Further Education Act 1975;
- South Australian Board of Advanced Education Act 1972;
- South Australian Council for Educational Planning and Research Act 1975.
Provision for Co-ordination of Post Secondary Education in the States (1977)
APPENDIX F

PROVISION FOR CO-ORDINATION OF POST SECONDARY EDUCATION IN THE STATES (1977)

In its Report, the Committee makes reference to arrangements for the co-ordination of post-secondary education in both South Australia and other states (Chapter 10, paragraphs 16-35). The outline provided below refers to co-ordination measures as they stood at the end of 1977, when the Committee was preparing its recommendations for the co-ordination of post-secondary education in South Australia.

SOUTH AUSTRALIA

The recommendations of the Karmel Report that were most significant for the development of tertiary education in South Australia related to the administration of Further Education, to the co-ordination of colleges of advanced education and tertiary education, and to the Advisory Council of Education. The advisory Council was to have concentrated on the development and co-ordination of education in the State, and to have advised the Minister about this and other relevant matters, as well as conducting or commissioning studies of various kinds (17.29). By virtue of its composition, this Council was to have been closely associated with the Tertiary Education Committee (11.74), which was also envisaged as having an advisory relation with both the government and tertiary institutions. The need for these sources of advice resulted from the recommendation to remove further education and the teachers colleges from the control of the Education Department.

The South Australian Institute of Colleges proposed by the Karmel Committee embraced the teachers colleges, Roseworthy Agricultural College, the School of Art, the School of Dental Therapy, as well as the South Australian Institute of Technology. Boards of studies were to advise the Council of the Institute of Colleges on academic matters (11.58-11.59). To co-ordinate these innovations, the South Australian Board of Advanced Education was established by the State Government. In practice, the constituent colleges excluded the School of Dental Therapy and included the Kindergarten Training College (as Kingston College); the School of Art was merged into Torrens College (the former Western Teachers College). All colleges became autonomous bodies. The South Australian Board of Advanced Education Act laid down the general principles to be observed by the Board as being:

(a) the promotion, development and co-ordination of advanced education in this State;
(b) the promotion of a balanced system of advanced education in the State;

(c) the promotion of the public interest by the provision of education and technological training at an advanced level; and

(d) the promotion of the interests of students at colleges of advanced education by the provision of courses of education and training appropriate to their chosen vocations, and calculated to achieve the fullest possible development of their capacity and aptitude for education and training.

The Board was given power of accreditation for advanced education courses and a responsibility for recommending to the Government on the allocation of available funds.

A Tertiary Education Committee was established, but it never met. Instead, the recommendations on the establishment of the Tertiary Education Committee and the Advisory Council of Education were embodied in the South Australian Council for Educational Planning and Research, which came into statutory existence in June 1975. The purposes of the Council are to conduct research and to co-operate with other authorities to promote development, rationalisation and co-ordination of educational services. The Council is a purely advisory body, having no legislated powers to enforce its decisions.

WESTERN AUSTRALIA

The Committee on Post-Secondary Education (the Partridge Committee, 1976) recommended the separation of the Technical Division from the Education Department, and the establishment of a Western Australian Post-Secondary Education Commission to replace the Western Australian Tertiary Education Commission. Although the Partridge Committee had recommended that the Western Australian Tertiary Education Authority Act should be repealed and a new Act for the Post-Secondary Commission should be drawn up, the Tertiary Education Commission Act was, in fact, amended. By this amendment, the size of the Commission was increased from nine to fifteen and the Chairman became the chief executive officer of the Commission. The most significant changes were the replacement of the chief executive officers of institutions as members by persons knowledgeable of and interested in the three sectors of post-secondary education, and the extension of the responsibility of the Commission to include technical and further education. The Government increased the community members from four, as recommended by the Partridge Committee, to six, and rejected the advice of the Partridge Committee that the Director-General should not be a member of the new Commission. The functions of the new Commission were essentially unchanged from those of the previous Tertiary Education Commission.

In the process of changing the Act, the powers of the Commission to influence the universities was weakened by the inclusion of a paragraph [12(1)] in the functions of the Commission, which states:

The Commission shall have the functions set out in sub-section (2) of this section and shall perform those functions subject to the
Minister and with due regard to the traditional autonomy of universities and to the major role of universities in areas outside the scope of post-secondary education.

The inclusion of this caveat was the result of University's pressing for the inclusion in the Act of a clause in keeping with the spirit of much that Partridge had said about universities. Another recommendation of the Partridge Report for which the Act does not seem to have made sufficient provision is the machinery for setting up a secretariat of a size sufficient to the task of "promot[ing] and undertak[ing] research relevant to the planning, development and effective co-ordination of post-secondary education throughout the State." This recommendation is neglected, even though there is a clear attribution of a research function to the Commission in the duties that are set out 15(e).

The functions of the Commission which are essentially unchanged from the principal Act are as follows: to provide background information and advice to the Minister of Education on the progress and development of post-secondary education in Western Australia; to recommend to the Minister of Education and the Commission on the establishment of new institutions; to liaise with the Commission on financial matters; where new courses are proposed, to promote rational use of resources by advising institutions and making recommendations to the Commission; to advise institutions on conditions of employment and their implementation as well as on academic awards, entrance standards, flexibility of credit and fees for courses; to accredit awards; to collaborate in the details of building new institutions.

The Act came into effect on 17 December, 1976. Except for the power of accreditation of courses, its powers are advisory. Much will, therefore, depend on the success with which the Commission develops its relationships with contributing institutions and on its links with the Commonwealth Tertiary Education Commission.

The Western Australian Teacher Education Authority is a second-level, formal co-ordinating mechanism. This was set up under the Teacher Education Act, 1972, to foster the development of the teachers colleges. The essential function of the Authority is summed up in Section 20(1) of the Act:

Subject to the powers of the Tertiary Education Commission the Council shall promote, develop, and co-ordinate the operations of the constituent colleges and make recommendations to the Minister and to the Commission on the future development of them, and, in so doing, the Council shall at all times have regard to the desirability of delegation of authority to the constituent colleges to the fullest extent practicable.¹

The Authority provides certain central administrative services, approves standards of admission and curricula, and makes awards; the Authority also facilitates transfer of credit, arranges for practice teaching, makes recommenda-

¹ A similar clause "Subject to the provisions of the Western Australian Tertiary Education Commission Act (1970)" precedes the functions of the Senate in Section 17(2) of the Murdoch University Act.
tions to the Minister on teaching conditions in colleges, co-ordinates submissions to the Advanced Education Council, and disburses any funds over which it has control. At the request of other institutions, the Authority can also admit these to its sphere of influence as affiliates, although no such application has yet been made.

Among the states, the Western Australian Post-Secondary Education Commission comes closest to being an effective co-ordinating body for the whole of tertiary education, but its powers have yet to be fully tested in practice. Although its stated functions include a proviso that they shall be performed “with due regard to the traditional autonomy of universities and to the major role of universities in areas outside the scope of post-secondary education,” and there is already evidence of significant university involvement, the Commission’s powers have yet to be adequately proved. It has already made a number of major reports which have been accepted by the government: for example, those on the closing down of the Teachers Centre for Continuing Education and Graylands Teachers College, and on the future of the two Kalgoorlie-based institutions, the Western Australian School of Mines and the Eastern Goldfields Technical College. On the other hand, its recommendation to separate the Technical Education Division from the Education Department has not been accepted.

VICTORIA

Divided as it is between the universities, the teachers colleges affiliated in the State College of Victoria, the Victoria Institute of Colleges, the Directorate of Technical Education in the Education Department, and the Council of Adult Education, Victorian post-secondary education presents a difficult and complex structure. There have been two enquiries at State level into post-secondary education in Victoria in recent times.

The only device that exists at present for the co-ordination of post-secondary activity is the State Advisory Council on Tertiary Education. This is an ad hoc committee which has existed for the past seven years by virtue of being called on by the Minister to advise him. During recent years, it has met regularly six times a year; owing to the duplication of interests and personnel, there have been fewer meetings since the establishment of the Victorian Enquiry into Post-Secondary Education. The Council of twelve members is a representative body of senior administrators from tertiary institutions; it includes vice-chancellors, vice-presidents of the State College and the Victoria Institute of Colleges, the Director-General of Education, the Director of the Catholic Education office, a representative of independent schools and the Chairman of the Institute of Secondary Education. The only professional support for the Council is its Executive Officer, who has secretarial assistance; discussion papers must be largely generated by the Executive Officer.

Technical and Further Education are under the aegis of the Education Department, but in 1972 the teachers colleges became independent of the Department and formed a corporate entity, the State College of Victoria. This is composed of nine constituent colleges derived from seventeen former teachers colleges. Its prime object is to make available to the Victorian community the “branches of learning of importance in the preparation of teachers,” especially the arts, humanities and sciences (State College of Victoria, Third Annual Report, 1976).
The Victoria Institute of Colleges, on the other hand, was established in 1965 as a corporate body "to foster the development and improvement of institutions offering tertiary education and of tertiary education other than in the universities of Victoria;" it can award degrees and diplomas to enrolled students of affiliated colleges (First Annual Report, 1967). The powers of the Council are to:

(a) on its own motion make reports and recommendations to the Governor in Council on any matter relating to tertiary education other than in the universities in Victoria;

(b) co-ordinate the activities of the affiliated colleges in the field of tertiary education;

(c) make applications and recommendations to the Governor in Council at least once in each financial year based on estimates submitted by the affiliated colleges concerning the financial requirements of the colleges in the field of tertiary education;

(d) make recommendations to governing bodies of affiliated colleges in relation to the appointment of principals of colleges;

(e) from time to time after consultation with the governing body of an affiliated college determine the staffing establishment for that college;

(f) take such steps as are considered necessary or desirable to stimulate the improvement of academic standards in the affiliated colleges;

(g) carry out such investigations and surveys as it thinks fit in relation to the development of tertiary education other than in the universities in Victoria;

(h) report on any particular matter in relation to tertiary education which is referred to it for investigation and report by the Minister of Education.

(i) make such applications and submission on behalf of the State of Victoria in relation to tertiary education other than in respect to tertiary education in the universities in Victoria as the Treasurer of Victoria may from time time request.

(Sect. 26(1))

The final three powers suggest a sphere of responsibility extending beyond the Institute's affiliates. There is, however, another provision on co-ordination included in the State College of Victoria Act, by the addition of a further section to the Education Act:

Part VA.—Co-ordination of Tertiary Education—

78A, (1) Where there are two or more institutions offering or proposing to offer tertiary education in any place in Victoria and it appears to the Governor in Council that it may be desirable in order to promote the efficient and economical provision of tertiary education in that place for the functions of each institution to be considered in relation to the functions of each other institution he may appoint an advisory committee under this section.
(2) An advisory committee appointed under this section shall consist of one or more representatives of each institution and such other persons as the Governor in Council thinks fit.

(3) The duty of the advisory committee shall be to make recommendations to the Governor in Council as to what steps (if any) should be taken by any person to ensure that the best use is made of the staff and facilities available to the institutions.

(4) Where it appears to the Minister that any recommendations made to the Governor in Council by an advisory committee appointed under this section concern the functions of one of the following bodies (that is to say)—
   (a) La Trobe University;
   (b) The University of Melbourne;
   (c) Monash University;
   (d) the State College of Victoria;
   (e) the Victoria Institute of Colleges—
he shall cause a copy of the recommendations to be made available for consideration by the Council or Senate (as the case may be) of that body.

In mid-1976, the Minister for Education set up a committee of three to investigate the relation between the two college co-ordinating authorities, with a view to the consideration of closer co-ordination of their efforts. The purpose of this committee, which reported at the end of 1976, was to forestall any precipitate action by the two college groups, pending the formulation of recommendations by the larger enquiry. This Post-Secondary Enquiry was to investigate present and future demand for places and employment possibilities for those with post-secondary qualifications, desirable patterns of development for the various streams of post-secondary education in Victoria, and measures which should be implemented to avoid unnecessary duplication of courses. The Committee of Enquiry reported early in 1978.

TASMANIA

The Report of the Committee on Post-Secondary Education in Tasmania (February 1976) set out the circumstances affecting the choices open to the State if further co-ordinating machinery were to be developed. The Committee considered that its proposals to re-arrange the institutions of higher education—the merging of the University and College of Advanced Education in Hobart and the formation of an independent college of advanced education at Launceston—would leave only the boundary of these institutions with TAFE (under a reconstituted committee) as the area needing active co-ordination (10.6). Taking into account both the smallness of the State and the Government's wish to simplify administration (10.3, 10.4), the Committee favoured the establishment of a three member advisory committee comprising informed and unaffiliated persons. The Committee would meet several times a year.

To consider issues referred to it by the Minister or raised by the institutions and to prepare advice to the Minister. Such advice should
also be available to the institutions and, where appropriate, to the national Education Commissions. The committee would be expected to consult closely with the institutions. It should be provided with secretariat services locally and should also be able to draw, as necessary, on the advice and assistance of the national Education Commissions (10.8).

The Committee would have no financial powers.

The Tasmanian report describes the TAFE Co-ordinating Committee established by the Director-General of Education (10.11-10.13) and recommends that this should be reconstituted to include representatives of the community and should be renamed the Co-ordinating Committee for TAFE. This committee would "be concerned with the post-secondary potential of matriculation colleges, the possible development of community college type institutions, and adult education, as well as the future development of technical colleges" (10.13).

Thus the advisory committee on post-secondary education would report to the Minister on:

(a) Co-ordination between tertiary education and TAFE;
(b) The need for and location of major new developments;
(c) The development of State views on submissions made by institutions to the national education Commissions (10.10).

In the eighteen months since the Committee reported, there has been much debate about implementing various of its proposals. A further enquiry has recently been conducted into the feasibility of putting these and other recommendations of the Karmel Committee into effect.

QUEENSLAND

The major co-ordinative legislation in Queensland relates to advanced education. The State's thirteen member Board of Advanced Education may, either of its own accord or at the instance of the Minister, make reports and recommendations to the Minister on developments in the field of advanced education to meet Queensland's needs. Since its establishment in 1971, the Board has been the accrediting authority for awards conferred by colleges; it is also responsible for co-ordinating the fields of study and awards in colleges. The Board approves budgets of colleges for both capital and recurrent expenditure and makes recommendations on salaries payable to the staff of colleges and the conditions of employment. It approves the scale of fees (if any) to be charged by colleges. Implicit in the functions and powers of the Board is planning (Section 51B). Research is specifically stated as one of the Board's functions:

To foster research into matters relevant to the development and improvement of advanced education by such means as it thinks fit, including the making of recommendations for the provision on scholarships, fellowships and financial assistance to institutions conducting or proposing to conduct research into any such matters.

The power to appoint committees has been systematically used by the Board in its operations generally, including its collaboration with the Education Department.
which administers TAFE. The Board of Teacher Education, which reviews and makes recommendations concerning teacher education in Queensland, is also required to confer and collaborate with the Board of Advanced Education in the field of teacher education.

The Minister of Education has recently initiated a collaborative development encompassing all these sectors. This is more formal than the lack of legislative authority would suggest. At the request of the Minister of Education, a Joint Advisory Committee on Post-Secondary Education in Queensland was established in September 1976; it comprises the Vice-Chancellors of the three universities, the Chairman of the Board of Advanced Education and the Director-General of Education. The Committee's initial terms of reference were:

1. To advise the Minister on the development of post-secondary education in Queensland;
2. To explore ways of ensuring effective co-operation and co-ordination in the present and future operations of post-secondary education in Queensland;

In the light of experience, a second term of reference making the following additions was adopted in 1977:

(a) to explore ways of ensuring effective co-operation in the present and future operations of post-secondary institutions in Queensland; and
(b) where such exploration suggests that it would be desirable to establish an agency to conduct agreed collective activities, to make recommendations on the forms, functions, authorities and membership of that agency to the organisations constituting the Joint Advisory Committee;
(c) when requested to do so by the organisations constituting the Joint Advisory Committee to undertake responsibility for reviewing the activities of such agencies.

The Chairman is elected annually and the University of Queensland provides a secretariat. The first meeting was held at the University of Queensland on 6 September, 1976, and the Vice-Chancellor of the University was elected Chairman until the end of 1977.

The Joint Advisory Committee meets at least four times a year to discuss matters, referred to it by the Minister, which it considers to be relevant to more than one institution or sector. At its first meeting, the Committee established a working party to compile an adequate statistical base for discussions on post-secondary education in Queensland. The resulting report, "Post-Secondary Education in Queensland: A Statistical Profile" (November 1977), is being widely circulated. The Joint Advisory Committee has responsibilities for the operation and development of the Queensland Tertiary Admissions Centre and the Handbook of Queensland Tertiary Courses. It has organised a senior administrative staff training seminar and is undertaking work leading towards co-operation and co-ordination in the field of careers and employment services.
addition, the Joint Advisory Committee has regularly acted as an advisor to the Minister on a wide variety of issues, many of which arise out of federal-state relationships in post-secondary education.

NEW SOUTH WALES

New South Wales has a complex system for the promotion of co-ordination in tertiary education. The Ministry of Education, headed by an Under Secretary, advises the Minister on long-term planning and co-ordinates advice to the Minister on day-to-day issues. Although the Ministry of Education has the same status as its sister departments, the Department of Education and the Department of Technical and Further Education, part of its function is to facilitate the resolution of issues involving more than one sector of the portfolio; it is also the agency through which advice from the multiplicity of boards serving the Minister is normally channelled. Amongst these boards is the Higher Education Board, which has significant executive power. By virtue of its position at the centre of events, the Ministry of Education is influential, but its power and effectiveness for co-ordination do not derive from statutory or delegated power. The Department of Education, the Department of Technical and Further Education, the Higher Education Board, as well as the various other feeder boards have direct access to the Minister. However, as part of its advisory function, the Ministry may comment on submissions from other Departments.

The Ministry of Education was strengthened in 1975 in order to fulfil the following functions:

To co-ordinate, monitor, evaluate and advise on the development of policy over the whole educational system.

More specifically, it shall:

1. Advise the Minister on—

   (a) policies initiated by agencies within the portfolio;
   (b) priorities for the allocation of finance;
   (c) the adequacy of corporate planning by agencies within the portfolio;
   (d) the effectiveness of major programmes of the various agencies within the portfolio;
   (e) the co-ordination and effective utilisation of educational services and resources;
   (f) assistance to non-Government educational agencies;
   (g) general long-term planning and strategies.

2. Ensure a consistent and co-ordinated approach over the whole range of educational services by—

   (a) participation in the development of major policy within the portfolio;
   (b) ensuring that each Department and Authority within the portfolio is kept informed of Ministerial decisions on major matters.

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3. Provide specialised secretarial and research services to the State Education Council and its Sub-Committees.

4. Keep under review the Commonwealth's participation in education and advise on the implications of Commonwealth policies and programmes.


6. Undertake research programmes as necessary to fulfil functions of the Ministry with particular emphasis on economic planning.

7. Afford the Minister secretarial, publicity, correspondence, information and other general services and provide assistance in organising deputations, conferences and associated matters.

8. Provide central administration to the Boards and Authority established under the Higher Education Act, 1969, the Board of Teacher Education, the Nurses Education Board, the Board of Adult Education, the Teacher Housing Authority, the Adult Migrant Education Service of New South Wales, the New South Wales State Conservatorium of Music, the Music Examinations Advisory Board of New South Wales and other bodies as appropriate from time to time.

9. Review and advise on matters flowing from bodies identified in (8) above.

Several boards are provided with administrative services by the Ministry and by the Departments of Education and Technical and Further Education. These boards are responsible to the Minister of Education. The most significant of these for post-secondary education is the New South Wales Higher Education Board; others are the Board of Senior School Studies and the Secondary Schools Board, the Bursary Endowment Board, the Board of Adult Education, Nurses Education Board, Board of Teacher Education, Teacher Housing Authority, Board of Governors of the State Conservatorium of Music, Music Examinations Advisory Board of New South Wales and the Council of Technical and Further Education.

The Higher Education Board is at present chaired by the Under Secretary of the Ministry pending decisions by the Government on the future organisation of the education portfolio. Its secretariat is administratively a part of the Ministry. Under the terms of its Act, "higher education" includes education in a university or a college of advanced education, or an advanced education course other than in a university or college of advanced education. The Board is empowered to:

Make reports and recommendations to the Minister with respect to—

(a) The development of higher education institutions and the establishment of new higher educational institutions;

(b) The establishment of new programmes of study in the field of higher education for the purposes of rationalisation and avoidance of
unnecessary duplication of resources, particularly with respect to courses and accommodation;

(c) The acquisition and reservation of sites for the purposes of higher education; and

(d) Any other matter relating to higher education.

The Board also considers and co-ordinates requests and submissions relating to financial assistance made by universities and colleges, as well as by those government departments offering courses of study approved as advanced education courses. It also liaises with the Tertiary Education Commission and its appropriate councils. The Board assesses proposals for accreditation of courses and determines the nomenclature of the awards for courses it approves. These may include courses in private institutions, such as theological colleges for which no government funding is provided, as well as courses provided by the Departments of Agriculture and Technical and Further Education. Certificate, trade and other TAFE courses are within the responsibility of the Department of Technical and Further Education; UG3 courses in TAFE institutions are approved by the Higher Education Board. There are consultative mechanisms within the Ministry to assist in the resolution of differing viewpoints.

Chief among these mechanisms is the Educational Co-ordination Committee consisting of the permanent Heads of the Ministry, the Department of Education, the Department of Technical and Further Education, nominees of the latter two departments and the nominee of the Chairman of the Higher Education Board. It is chaired by the Under Secretary and serviced by the Ministry's central office. Its role is to review annual progress of the whole range of education in the State, consider long term policies, report to the Minister on broad principles and priorities, keep under review projects and services which might best be developed through integration, co-ordination or joint use of resources, keep under review the Commonwealth participation in education and advise on the implications of Commonwealth policies.²

This Committee has several Sub-Committees, including an Interdepartmental Committee on Properties to assist in liaison and co-ordination of property matters, and a Post-Secondary Education Committee. The latter is chaired by the Under Secretary and includes representatives of the Higher Education Board and the Department of Technical and Further Education.

The Higher Education Board considers that the large student population of New South Wales presents a special problem in co-ordination, and that the matters with which it deals are sufficiently cohesive to lend themselves to a generic solution. (There are 26 000 students in colleges of advanced education, 40 000 in universities.) If TAFE were co-ordinated in conjunction with higher education, this would involve the inclusion of a further 200 000 students doing 750 course programmes. Co-ordination has occurred informally between members of the Higher Education Board and the TAFE Department and through discussions at the Post-Secondary Education Committee and the Educational Co-ordination Committee. Until recently, this was considered a satisfactory arrangement.

However, the Chairman of the Board believes that inter-sectoral problems are increasing and that some strengthening of the co-ordination arrangements may be desirable.

In relation to universities, the Higher Education Board did not in the past initiate action with the Universities Commission, although it is aware of university submissions. The Commission also sought the views of the Higher Education Board, which thus came to be seen as fairly influential. More recently, the Board has increased its interest in the problems arising from conflicts between the present and planned activities of the universities and those of the colleges of advanced education; the Board has raised these issues with the Tertiary Education Commission.

The former State Government had planned to establish a State Education Council, including officials, teachers, and persons from the general community. This was intended to monitor the allocation of resources and to make recommendations on strategic rather than executive decisions. However, the present Government established the Working Party for the Establishment of an Education Commission. The Working Party produced a first Interim Report at the end of 1976 and a second Interim Report in 1977. The second Report was a consultative document: it proposed the establishment of a single commission under the Minister, which would have ultimate control of public school and technical and further education and which would be the body to co-ordinate policy advice for all public education, including higher education. Under this proposal, the three existing public service departments would have become separate administrative units of the Commission, and the Higher Education Board would have been responsible to the Commission. This Report also contained an alternative proposal by the Director of Technical and Further Education for the establishment of two separate commissions—one for schools and one for universities and colleges (including TAFE colleges). The Report has been widely distributed for public comment and reaction; there has been opposition to the Working Party's proposals expressed from some quarters, especially from technical education interests. These reactions were taken into account in the preparation of the Final Report, which was submitted in April 1978.
Individuals, Institutions and Organisations who made Written Submissions to the Committee
APPENDIX G:

INDIVIDUALS, INSTITUTIONS AND ORGANISATIONS WHO MADE WRITTEN SUBMISSIONS TO THE COMMITTEE

Aboriginal and Historic Relics Preservation Administration
Aboriginal Community College
Aboriginal Consultative Group
Adam, G. J. (President, Students' Association of the University of Adelaide)
Adelaide College of Advanced Education
Adelaide College of Advanced Education—School of Physical Education
Adelaide College of Advanced Education—Union
Adelaide Festival Centre Trust
Agricultural Technologists of Australasia
Almond, E. F. (School of Agriculture and Forestry, University of Melbourne)
Anders, D. J. (Executive Director, South Australian Council for Educational Planning and Research)
Association of Child Care Centres of South Australia
Association of Technician Surveyors, South Australia Division
Australian Institute of Engineering Associates, Ltd.
Australian Institute of Horticulture
Australian Institute of Management—South Australia
Australian Institute of Parks and Recreation, South Australia Division
Australian Institute of Radiography, South Australia Branch
Australian Labor Party—Whyalla Sub-Branch
Australian Public Service Board
Australian Society of Accountants, South Australia Division
Australian Union of Students, South Australia Region
Australian Veterinary Association, South Australia Division
Berry, P. (Student, Kingston College of Advanced Education)
Blaikie, D. C. (Principal Dental Officer, Dental Health Branch, The School of Dental Therapy)
Blandy, R. (Professor of Economics, Flinders University of South Australia)
Blesing, R. F. (Migrant Education Centre)
Blight, N. D. (Service Manager, Air Conditioning Products, Email Air)
Boettcher, H. (Private Submission)
Bourke, P. (Private Submission)
Bouwer, J. (State Adviser, Rural Youth, Department of Agriculture and Fisheries)
Bowen, P. (Student, Kingston College of Advanced Education)
Bretag, A. H. (Senior Lecturer, South Australian Institute of Technology)
Brewer, J. (Senior Lecturer in School Librarianship, Adelaide College of Advanced Education)
Brine, J. (Department of Architecture and Planning, University of Adelaide)
Broken Hill Associated Smelters Pty. Ltd.
Broken Hill Proprietary Company Ltd.
Buchan, J. (Private Submission)

Cadd, P. (Principal, Enfield Primary School)
Cary, T. (Senior Lecturer, Department of Music, University of Adelaide)
Chalmers, A. (Private Submission)
Chamber of Commerce and Industry, South Australia Inc.
Chaplin, P. R. (Lecturer-in-Charge, Industrial Design, South Australian School of Art)
Childhood Services Council
Clancy, P. (Private Submission)
Coggins, R. S. (Director, Salisbury College of Advanced Education—Private Submission)
College of Nursing, Australia, South Australia State Committee
Committee of College Librarians—South Australian Colleges of Advanced Education
Committee of Theological Colleges in South Australia
Congress of Principals—South Australian Colleges of Further Education
Council of the City of Whyalla
Cox, K. O. (Lecturer in Biological Sciences, Flinders University of South Australia)
Crossen, T. I. (Lecturer, Amenity Horticulture, Department of Further Education)

Daniels, H. (Private Submission)
Davenport Community Council Inc.
Deakin University Executive of Off-Campus Studies Committee
Delta Foundation
Dental Board of South Australia
Department of Agriculture and Fisheries
Department of Defence, Weapons Research Establishment
Department of Further Education
Department of Further Education, South Australian Consultative Committee on Adult Education
Department of Housing and Urban Affairs
Department of Labour and Industry, South Australia
Department of Labour and Industry, South Australia—Youth Work Unit
Department of Public Health, South Australia
Diedrich, P. R. (Personnel Officer, Concrete Industries—Monier)
District Council of Munno Para
Dwyer, M. G. (School of Agriculture and Forestry, University of Melbourne)
Education Department of South Australia
Evans, C. R. (Private Submission)
Feather, (Mrs.) N. T. (Principal, St. Ann’s College Inc.)
Feather, (Prof.) N. T. (Private Submission)
Federation of Australian Universities Staff Associations
Flett, S. (Student, Kingston College of Advanced Education)
Flinders Street College of Further Education—School of Music
Flinders University of South Australia
Flinders University of South Australia—School of Mathematical Sciences
Flinders University of South Australia—Staff Association
Fox, B. (Student, Kingston College of Advanced Education)
Gebert, L. (Private Submission)
General Motors-Holden’s Ltd.
Gibbs, D. N. (Senior Lecturer in Psychology, Flinders University of South Australia)
Goldsworthy, T. (School of Social Sciences, Flinders University of South Australia)
Grant, M. C. (Lecturer, Adelaide, College of Advanced Education)
Grundy, D. (School of Education, Flinders University of South Australia)
Habel, D. (Convener of the School of Liberal and Environmental Studies, Adelaide College of Advanced Education)
Hall, E. C. (Private Submission)
Hall, W. C. (Private Submission)
Hardy, C. J. (Principal Lecturer, Department of Fine Arts, South Australian School of Art)
Harrison, D. H. (Private Submission)
Harrison, J. (Head, School of Accountancy, South Australian Institute of Technology)
Hawkins, H. S. (School of Agriculture and Forestry, University of Melbourne)
Henderson, R. D. (Farm Manager, Loxton Research Centre)
Hoen, H. (Private Submission)
Hospitals Department, South Australia
Hutton, D. W. (Senior Lecturer in Educational Technology, Salisbury College of Advanced Education)
I.C.I. Australia
Institute of Chartered Accountants in Australia (The)
Institute of Draftsmen Australia (The), South Australia Division
Institute of Engineers Australia (The), South Australia Division
Institute of Launderers and Linen Suppliers, South Australia
Institute of Municipal Administration Inc., South Australia Division
Institute of Private Secretaries Australia, South Australia Division
Institution of Engineers Australia (The), Mt. Gambier Group
Institution of Surveyors of Australia (The), South Australia Division Inc.
Italian Education Council

Jefferies, B. C. (Principal Livestock Officer—Wool, Department of Agriculture and Fisheries)
Jeffrey, W. T. (Private Submission)

Keath, P. (Lecturer, Aboriginal Studies, Port Augusta College of Further Education)
Keegan, D. (Head, School of General Studies, South Australian College of External Studies)
Kennedy, N. (Private Submission)
Kindergarten Union of South Australia
King, P. (Student, Kingston College of Advanced Education)
Kingston College of Advanced Education—Academic Staff Association and the College Council
Kingston College of Advanced Education—General Students' Association
Kloeden, A. (Director-General, Department of Further Education)

Law Society of South Australia Inc.
Lawton, C. R. (Private Submission)
Lee, D. H. (Private Submission)
Library Association of Australia, South Australia Branch
Library Association of Australia, South Australia Branch—School Libraries Section
Library Association of Australia, South Australia Branch—University and College Libraries Section
Libraries Board of South Australia
Ling, Pauline (Student, Kingston College of Advanced Education)
Little, D. (Student Counsellor, University of Adelaide)
Lloyd, B. E. (Private Submission)

McRae, C. J. (Private Submission)
Marleston College of Further Education—Technician Course Lecturing Staff
Metal Industries Association, South Australia
Miels, L. L. (Lecturer, South East Community College—Millicent)
Mills, E. W. (Private Submission)
Minda Home Inc.
Mitchell, I. (Head of External Studies, Adelaide College of Advanced Education)
Molloy, R. B. (Head, School of Business Administration, South Australian Institute of Technology)
Mortimer, A. W. B. (Associate Librarian, South Australian Institute of Technology)
Mt. Gambier Chamber of Commerce and Industry Inc.
Muirden Business Studies Centre Ltd.
Murray Bridge Chamber of Commerce Inc.
Murray Park College of Advanced Education
Murray Park College of Advanced Education—Student Association Inc.
Nature Conservation Society of South Australia Inc. (The)
Newton, M. (Private Submission)
Nilsson, N. (Senior Lecturer, Educational Research and Resources Unit, Flinders University of South Australia)
Nunan, E. E. (Private Submission)
Nurses Board of South Australia (The)
Olsson, L. T. (Private Submission)
Paul, D. C. (Private Submission)
Penny, H. H. (Private Submission)
Pharmaceutical Society of South Australia Inc.
Phillips, C. H. (Community Development Officer, Whyalla)
Pinnaroo Area School Council
Pinnaroo Chamber of Commerce
Porter, J. (Principal Nursing Officer, Hospitals Department)
Printing and Allied Trades Employers Association of South Australia Inc. (The)
Productivity Group Advisory Council of South Australia
Public Service Board of South Australia
Pugh, C. (Lecturer, Accountancy, South Australian Institute of Technology)
Raymond, I. (Private Submission)
Regency Park Community College—Students' Association (Engineering Division)
Rhodes, P. (Dean of the Faculty of Medicine, University of Adelaide)
Richardson, C. (Lecturer, Industrial Design Education, Torrens College of Advanced Education)
Richardson, J. A. (Chairman, School of Education, Flinders University of South Australia)
Riverland Community College Council, Riverland Further Education Centre
Roberts, M. J. (Senior Lecturer in Child Development, Department of Child Development and Educational Psychology, University of London Institute of Education)

Roseworthy Agricultural College
Roseworthy Agricultural College—Academic Staff Association
Roseworthy Agricultural College—Ancillary Staff Association
Roseworthy Agricultural College—Old Collegians Association
Roseworthy Agricultural College—Students Union Council
Royal Adelaide Hospital Medical Staff Society
Royal Australian Nursing Federation, South Australia Branch
Royal Australian Planning Institute, South Australia Division
Royal District Nursing Society of South Australia Inc.
Royal Australian Institute of Architects, South Australia Chapter
Rusbridge, C. A. (Private Submission)
Russell, R. W. (Private Submission)
Rutland, R. W. R. (Professor of Geology and Mineralogy, University of Adelaide)
Salisbury College of Advanced Education—The Council and Academic Staff Association
Sandover, J. A. (Private Submission)
Savings Bank of South Australia
Shanahan, R. (Head, Department of Sociology, Adelaide College of Advanced Education)
Sheldrake, P. (Reader and Director in Educational Research, Educational Research and Resources Unit, Flinders University of South Australia)
Simpson Pope Ltd.
Skull, J. C. (Deputy-Director, Torrens College of Advanced Education)
Sless, D. (Lecturer in Visual and Verbal Communications, Flinders University of South Australia)
Smith, G. V. (Mayor of Millicent)
Smith, R. C. (Private Submission)
Society of Hospital Pharmacists of Australia, South Australian State Branch
Softwood Holdings Ltd.—Mt. Gambier
South Australian Advanced Education Computer Network
South Australian Association of State School Organisations Inc.—Education Sub-Committee
South Australian Automobile Chamber of Commerce Inc.
South Australian Board of Advanced Education
South Australian Council for Educational Planning and Research (The)
South Australian Dairymen's Association Inc.
South Australian Division of Television and Electronic Technicians' Institute of Australia
South Australian Hospital Scientists' Association (The)
South Australian Institute of Teachers
South Australian Institute of Technology—Rural Aboriginal Task Force
South Australian Institute of Technology—Academic Staff Association
South Australian Institute of Technology—Industrial Relations Department
South Australian Institute of Technology Lecturers Association
South Australian Institute of Technology Lecturers Association—Members
Involved in Technician Level Education in the Engineering Field
South Australian Institute of Technology Lecturers Association—Members
Involved in Technician Courses at Marleston College of Further Education
South Australian Institute of Technology
South Australian Institute of Technology—School of Social Studies
South Australian Institute of Technology—The Levels—Advisory Committee of
The School of Metallurgy
South Australian Institute of Technology—Whyalla—Academic Staff Association
South Australian Institute of Technology—Whyalla—Students' Society
South Australian Institute of Technology Union
South Australian Meat Corporation
South Australian Technician Certificate Board
South Coast College of Further Education
South East Community College Council
State Council of Academic Staff Associations, South Australia
Stead, I. A. (Assistant Director, Dental Health Branch, The School of Dental Therapy)
Stranks, D. R. (Vice-Chancellor, University of Adelaide)
Sturt College of Advanced Education
Swan, B. (Finance Officer, Woomera Board, Woomera)

Taylor, B. K. (Private Submission)
Telecom Australia
Torrens College of Advanced Education
Torrens College of Advanced Education—Academic Staff Association
Torrens College of Advanced Education—General Staff Association
Torrens College of Advanced Education—School of Community Studies
Torrens College of Advanced Education—South Australian School of Art

United Farmers and Graziers of South Australia Inc.
University of Adelaide—Affiliated Colleges
University of Adelaide—Centre for Aboriginal Studies in Music
University of Adelaide—Department of Adult Education
University of Adelaide—Department of Community Medicine
University of Adelaide—Department of Education
University of Adelaide—Faculty of Engineering
University of Adelaide—Faculty of Architecture
University of Adelaide—Faculty of Music
University of Adelaide—Library Studies Unit
University of Adelaide—Planning Committee
University of Adelaide—Postgraduate Students' Association
University of Adelaide—Staff Association
University of Adelaide—Tertiary Co-ordinating Committee for Secondary School Liaison
University of Adelaide—Union
Van Ruth, M. (Private Submission)
Walker, I. S. (Private Submission)
Wesley-Smith, H. E. (Private Submission)
White, J. B. (Private Submission)
Whyalla College of Further Education
Whyalla Principals' Association
Williams, E. G. (Director, Balfour Wauchope Pty. Ltd.)
Wilson, K. (Lecturer, South Australian Institute of Technology—Whyalla)
Women's Advisory Unit, Premier's Department, South Australia
Wood, C. J. (Senior Lecturer, School of General Studies, South Australian Institute of Technology)
Workers' Educational Association of South Australia Inc.
Young Women's Christian Association of Adelaide
Ypma, P. J. J. (Professor of Economic Geology, Department of Geology and Mineralogy, University of Adelaide)
Individuals, Institutions and Organisations who made Oral Submissions to the Committee
APPENDIX H:

INDIVIDUALS, INSTITUTIONS AND ORGANISATIONS WHO MADE ORAL SUBMISSIONS TO THE COMMITTEE

INDIVIDUALS AND ORGANISATIONS

Australian Commission on Advanced Education (1977): D. Brewster, R. H. Grahame, E. Swinbourne


Australian Institute of Horticulture

Australian Institute of Parks and Recreation, South Australian Division: H. Amtsberg, N. McNicol, W. Simpson

Australian Union of Students: M. Gallagher, C. Robinson


Australian Veterinary Association—South Australian Division, Sub-Committee on Continuing Education of Professional Graduates

Bartlett, J. (Personal Submission)

Beckwith, B. (Australian Labor Party—Whyalla)


Bishop, T. (Artist and Lecturer, School of Art, Torrens College of Advanced Education)

Blesing, R. (Director, Department of Further Education Language Centre)

Boyle, A. J. F. (Acting Vice-Chancellor, University of Western Australia)

Bradley, D. (Women's Adviser in Education)

Branson, C. W. (General Manager, Chamber of Commerce and Industry, South Australia Inc.)

Briggs, D. (Assistant Vice-Principal, Graylands Teachers College, Western Australia)

Broken Hill Associated Smelters: P. Leane, W. Marsh, L. Pelton, D. Ward


Commonwealth Inquiry into Post-Secondary Education and Training: C. Selby-Smith, B. R. Williams

Daugherty, R. J. (Parliamentary Counsel)
Davenport Community Council Inc.: P. Keath, J. Jaskel, P. Walsh
Department of Further Education: M. Byrne, C. Campbell, L. A. Kloeden, K. Parkinson, A. Sando, G. Tasker
Department of Further Education: Whyalla, Staff Association: H. Griffith, O. Hocking, D. King
Dow, J. (School Library Section, Library Association of Australia—South Australian Division)
Durston, B. (Chief Executive Officer, Western Australian Teacher Education Authority)
Education Department of South Australia: J. R. Giles, D. A. Harris, J. R. Steinle, P. I. Tillett, A. E. Wood
Ellis, J. (Research Officer, Women’s Advisory Unit of the Premier’s Department)
Gallagher, M. A. (Education Research Officer, Australian Union of Students, South Australian Branch)
Glenny, L. (Director, Centre for Research and Development, University of California-Berkley)
Guiton, P. (Director, External Studies, Murdoch University, Western Australia)
Habel, N. (Convenor, School of Liberal and Environmental Studies, Adelaide College of Advanced Education)
Hall, E. C. (Senior Lecturer-Design, Torrens College of Advanced Education)
Henderson, R. D. (Assistant Manager, Loxton Research Centre)
Hunkin, M. P. (President, South Australian Institute of Teachers)
Idle, G. (Head, Department of External Studies, Western Australian Institute of Technology)
Industrial Development Advisory Committee, Sub-Committee on Apprenticeships: R. Molloy, N. Sarah, M. Tiddy, J. Uhrig
Jecks, D. A. (Principal, Churchlands Teachers College, Western Australia)
Jewett, P. (President, Simon Fraser University, British Columbia)
Joint Advisory Committee, Queensland: E. N. Davies, M. Whittaker, J. Willett
Keegan, D. (Head, School of General Studies, South Australian College of External Studies)
Langman, J. R. (President, Institute of Municipal Administration)
Library Association of South Australia: S. Beaumont, N. Lane
Love, P. (Student, Adelaide University)
McCulloch D. (Women’s Adviser to the Premier)
McMahon, F. (General Secretary, Federation of Staff Associations of Australian Colleges of Advanced Education)
Monceaux, A. (Executive Member, General Staff Association, Torrens College of Advanced Education)
Morisset, R. (Secretary, Torrens College of Advanced Education Student Union; Australian Union of Students)
Mowat, G. L. (Provincial Board of Post-Secondary Education, Alberta, Canada)
Muirden, I. B. (Director, Muirden Business Studies Centre)
New South Wales Higher Education Board: P. Martin, R. Parry, J. Pratt, P. Rath
Percy, R. (Department for Community Welfare, Port Augusta)
Perkins, J. (Chairman, International Council for Educational Development)
Port Pirie City Council
Queensland Board of Advanced Education: N. Alford, J. Allen
Raduntz, H. T. (Student, Adelaide College of Advanced Education)
Raynor, S. (Registrar, University of Queensland)
Riggs, G. J. A. (Personal Assistant to the Director, Roseworthy Agricultural College)
Schuller, T. (Organisation of Economic Co-operation and Development)
Skull, J. (Lecturer in Rural Studies, Department of Further Education).
Smith, L. (Regional Organiser for South Australia, Australian Union of Students)
South Australian Board of Advanced Education: C. Burleigh, P. Franklin, L. W. Parkin, J. A. Sandover
South Australian Board of Advanced Education, Forward Planning Committee: D. J. Anders, L. W. Parkin, T. B. Swanson, C. I. MacDonald, P. I. Tillett, G. Walkley
South Australian Council for Educational Planning and Research, Executive Board: J. Blackburn, S. S. Dunn, S. I. Evans, L. A. Kloeden, J. R. Steinle
Stanelis, N. (President, School Library Section, Library Association of Australia—South Australian Division)
Steinle, J. R. (Director-General of Education)
Tamm, A. (Student, Flinders University)
Tannock, P. (Department of Education, University of Western Australia)
Taylor, R. J. (Chairman, Roseworthy Agricultural College Joint Committee)
United Farmers and Graziers, Education Committee: B. G. Polkinghorne, D. Slee
INSTITUTIONS

At each Institution, the Committee held discussions with members of the educational or medical community.

Adelaide College of Advanced Education
Berri College of Further Education
Croydon Park College of Further Education
Elizabeth Community College
Flinders Medical Centre
Flinders Street College of Further Education
Flinders University of South Australia
Kilkenny College of Further Education
Kingston College of Advanced Education
Loxton College of Further Education
Marleston College of Further Education
Mount Gambier College of Further Education
Muresk Agricultural College, Western Australia
Murray Park College of Advanced Education
Naracoorte College of Further Education
Port Augusta College of Further Education
Port Pirie Community College of Further Education
Port Pirie Community Hospital
Regency Park Community College
Renmark College of Further Education
Riverland Community College
Roseworthy Agricultural College
Salisbury College of Advanced Education
South Australian College of External Studies
South Australian College of Further Education
South Australian Institute of Technology
South Australian Institute of Technology—Whyalla
South East Community College
Sturt College of Advanced Education
Torrens College of Advanced Education
University of Adelaide
Whyalla Community College

VISITS TO REGIONAL CENTRES

Kingscote, Kangaroo Island: R. Beinke, R. Bell, N. Cordes, J. Downing, M. Downing, D. Kelly, G. Murphy, D. Rabbich and L. Wheaton
Millicent*: W. A. Hudd, G. B. Hutchesson, C. Luch, R. McDonald, L. Miels, E. T. Smallwood and G. V. Smith
Port Pirie: B. Chadwick, J. Harris, S. Kelton, W. Thomas
Renmark: N. Brown, D. Duff, R. Hall, J. Harkman, P. Hartley, J. Hollingdrake, R. Size, N. Tulley
Waikerie: B. Anderson, N. Andrew, J. Jennings, R. McDonald, D. McInnes, B. Nitschke

* No public meeting was held at this centre.
APPENDIX I:

STUDIES COMMISSIONED BY THE COMMITTEE

Ian Brice “The Development of Post-Secondary Education in South Australia” (1977)

Director-General of Transport and Goodchild Research Studies, Pty. Ltd., “Transport and Location Aspects” (August 1977)

Lee D. Eckermann, “Relative Cost Structures in Post-Secondary Education in South Australia” (March 1978)

Sue Giles, “The Nature of Disadvantage in Rural Areas and How Education May Help Alleviate It” (September 1977)

Adam Graycar, “Legislated Co-ordination in Post-Secondary Education in South Australia” (April 1977)

Grant Harman, “Issues in the Co-ordination in Post-Secondary Education” (August 1977)

— “Multi-Campus Models for Post-Secondary Education Institutions” (August 1977)

— “Provisions for Co-ordinating Post-Secondary Education at Federal and State Levels” (November 1977)

Deane W. Hutton, “Educational Technology in Post-Secondary Education” (1977)

Jim Hyde, “Proposals for Community Education: The Community College Concept” (December 1976)

John Lonie, “Migrants in Relation to Post-Secondary Education” (February 1978)

Kathleen McEvoy, “Commonwealth Legislative Power in Relation to Post-Secondary Education” (1977)

Peta McIntosh and Kevin Moriarty, “South Australian Student Flow from Year 12 Into Universities and Colleges of Advanced Education, 1975-76” (August 1977)

Kevin Moriarty, “Transfer of Credit in South Australia” (August 1977)

Ian B. Saunders, “Adult Education in South Australia” (July 1977)

Elizabeth Silsbury, “The Arts in Post-Secondary Education in South Australia” (1978)

Eric Willmot, “Post Secondary Education for Aboriginal People in South Australia” (1977)
Commissioned Studies Published as Occasional Papers
APPENDIX J:

COMMISSIONED STUDIES PUBLISHED AS OCCASIONAL PAPERS

Number 1: John Glover, *Teachers in South Australia: Estimates of the Supply and Demand 1978-1985*

Number 2: Grant Harman, *Provisions for Co-ordinating Post-Secondary Education at Federal and State Levels*

Number 3: Grant Harman, *Issues in the Co-ordination of Post-Secondary Education*

Number 4: Deane Hutton, *Educational Technology in Post-Secondary Education*

Number 5: Elizabeth Silsbury, *The Arts in Post-Secondary Education in South Australia*

Number 6: Kevin Moriarty, *Transfer of Credit in South Australia*

Number 7: Eric Willmot, *Post Secondary Education for Aboriginal People in South Australia*

Number 8: Ian Saunders, *Adult Education in South Australia*

Number 9: Ian Brice, *The Development of Post Secondary Education in South Australia*
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