SCHOOLS/TAFE COOPERATIVE PROGRAMS
A Review of Australian Practices

VOLUME V

by Neil Jones  Zofia Krzemionka
SCHOOLS/TAFE COOPERATIVE PROGRAMS:

A REVIEW OF AUSTRALIAN PRACTICES

EXECUTIVE SUMMARY

Volume V
of a report prepared for
the Commonwealth Schools Commission
and the TAFE Council
of the Commonwealth
Tertiary Education Commission

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Adelaide
December 1987
ABSTRACT

In the past decade in Australia there have been many educational initiatives aimed at diversifying educational offerings for young people who have completed their compulsory schooling. In more recent years the notion of Schools/TAFE cooperation has given rise to a range of such initiatives.

This report examines the concepts and practices of Schools/TAFE cooperation as these existed in the Australian States/Territories in 1985. Not all possible forms of cooperation between Schools and TAFE are considered in the report. 'Link (career awareness)' courses for example are excluded. The study leading to this report attempted to examine all cooperative initiatives that could result in successful students earning a 'joint credential' - a credential from both the Schools and TAFE systems.

The report identifies a range of different approaches to Schools/TAFE cooperation that have been developed and implemented. These approaches demonstrate that educators have striven to respond to different needs using different conceptions of Schools/TAFE cooperation, and different design and delivery strategies. Whilst these different responses are evident, a number of purposes of such cooperation have been commonly identified. The report recommends adoption of what is considered to be primary purpose of Schools/TAFE cooperation, viz. the provision of post-compulsory educational options which are different to more schooling and different to TAFE, and which are equally available to all young people. It further recommends adoption of what are considered to be two secondary purposes: the provision of additional options for curriculum diversification in senior schooling; and the achievement of cross-sectoral resource sharing.

The report acknowledges two conceptions (or forms) of Schools/TAFE cooperation - viz. the 'alternative' conception and the 'supplementary' conception. It recommends the adoption of each of these two different conceptions depending on the needs and circumstances of the students concerned. It also recommends strategies for the effective design, delivery and implementation of each of these two conceptions of cooperation.

It is considered that adoption of the recommended conceptions of cooperation, particularly the 'alternative' conception, will afford educational authorities (both Schools and TAFE) in Australia an opportunity to make a substantial contribution to enhancing the potential life pathways of young people.

The project outcomes are reported in five volumes. This document is Volume V, entitled "Schools/TAFE Cooperative Programs: A Review of Australian Practices - Executive Summary". The other volumes are:

- Volume I - Schools/TAFE Cooperative Programs: A Review of Australian Practices
- Volume II - Schools/TAFE Cooperative Programs: Case Studies and Commentaries
- Volume III - Schools/TAFE Cooperative Programs: A National Inventory of Programs
- Volume IV - Schools/TAFE Cooperative Programs: Appendices to Volume I
FOREWORD

This project was commissioned and jointly funded by the Commonwealth Schools Commission and the (then) TAFE Advisory Council of the Commonwealth Tertiary Education Commission.

It was undertaken under the project title of the "TAFE/Schools Programs and Credentials Project", and was managed by a Project Steering Committee, jointly chaired by officers of the two Commissions.

The project was undertaken by a Project Team of Neil Jones and Zofia Krzemionka, who were based at the TAFE National Centre for Research and Development.
ACKNOWLEDGEMENTS

We would like to thank a number of people for their considerable help in undertaking the project and preparation of the report.

- Peter Thomson and Lorraine Hobart, for helping us manage the research project
- Tracey Armstrong, for being so loyal in helping to prepare the report
- Gary Hilton, for once again providing such valuable advice on the early drafts
- the Project Steering Committee for its advice during the project
- the people who contributed case studies to the project - individual acknowledgements are given in the case studies in Volume II, and in our commentaries on the case studies included in Chapter 4 of Volume I.
- the people who gave us their time on field visits.

Neil Jones/Zofia Krzemionka
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SOME DEFINITIONS

Some major and/or frequently occurring terms are defined in this section. These terms were adopted by the researchers as 'working' definitions for the purposes of the project.

1. Higher Education
This is post-compulsory education provided by Universities, Colleges of Advanced Education, and Institutes of Technology.

2. Tertiary Education
This is post-compulsory education provided by Higher Education or TAFE providers.

3. Credential (or Certification)
This is the formal record awarded to a student, upon satisfactory completion of the requirements of a course of study, in the form of a certificate or parchment.

4. Accreditation
This is the process of determining that the standards of a course of study are appropriate to the credential to which the course leads.

5. Tertiary Entrance Score
This is the assessment score achieved by students in their senior school studies which is used by most institutions of Higher Education as the sole or prime measure in selecting students for entry to the institution.

6. Level 1, 2 and 3 Credentials
Level 1, level 2 and level 3 are special terms adopted for the purposes of this study. They refer to secondary school credentials, not TAFE credentials. They are generic terms designed by the researchers to permit a comparative analysis of secondary credentials across the States/Territories.

A level 1 credential is earned by successful completion of a course or subject of study if the course or subject has been approved on a State-wide basis by the secondary accreditation agency to count in full towards a student's 'tertiary entrance score'.

A level 2 credential is earned by successful completion of a course or subject of study if the course or subject has been recognised (or registered) by the secondary accreditation agency on a State-wide basis.

A level 3 credential is earned by successful completion of a course or subject of study if the course or subject is school based and school credentialled, and has been acknowledged as such by the secondary accreditation agency.
7. Schools/TAFE Cooperative Program

This is a course, subject or unit of study provided for students at the level of Years 11 and/or 12 secondary schooling for which any of the curriculum, resources, teaching inputs or teaching location has been the subject of negotiation between TAFE and Education Authorities, either locally or centrally, and for which a joint credential (from TAFE and Secondary) exists, or is in the process of being negotiated.

Schools/TAFE cooperative programs are also referred to frequently in the report as Schools/TAFE programs, cooperative programs, or simply programs. (This definition excludes "link" or "career awareness" programs which are another example of a cooperative initiative between Schools and TAFE).
PROJECT BACKGROUND AND METHOD

Project Background

While both the Schools and TAFE sectors in Australia provide for the same 15 to 18 year old target group, the differences between the Schools and TAFE sectors themselves are well-established and significant. In large part these differences reflect the general-vocational educational dichotomy and the independent development and separate provisions of Schools and TAFE in the Australian States and Territories.

In recent times, numerous State, Commonwealth and overseas reports, however, have pointed to the need for these two sectors to work cooperatively, if a balanced and comprehensive post-compulsory education 'system' is to be developed. Included among these reports have been the Karmel Reports (SA, 1971; Tasmania, 1976); the Partridge Report (WA, 1976); the Ahearn Parliamentary Enquiry (Queensland, 1979); the Keeves Report (S.A., 1982); the discussion paper "Schools and TAFE" (1982); prepared jointly by the Commonwealth Schools and Commonwealth Tertiary Education Commissions; the OECD's "Review of Youth Policies in Australia" (1984); the Beazley Enquiry (1984); the Swan-Mackinnon Report (NSW, 1984); the Blackburn Enquiry (Victoria, 1985), "Education 2000" (Queensland, 1985); as well as the Quality of Education Review Report (1985).

Most of these reports have advocated support for Schools/TAFE cooperation for a number of different reasons. Some have pointed to the inadequacy of the existing secondary education provisions. Others have noted the changes in lifestyle and work patterns, and in technology in the Australian community, and the consequent efforts of educational authorities to find educational solutions to problems such as youth unemployment. Another supporting rationale for Schools/TAFE cooperation has rested on the recognition of marked increases in the rates of retention and participation in post-compulsory secondary education over the past decade. Other reports have questioned the relevance of existing senior secondary school curricula to the actual post-school destinations of school leavers. Finally, some reports have highlighted the potential savings of scarce educational resources (and economies of scale) that might be achieved if education 'systems' could be based upon cooperative effort amongst the different sectors.

There was an awareness by educationists at the Commonwealth level, at the beginning of 1985, that there were a number of 'field' examples of educational programs involving Schools/TAFE cooperation in a number of States/Territories. This awareness gave rise to an interest in research into such programs - into their philosophical basis and into their practice as evidenced in the field.

This research project attempted to review such programs.

Project Plan

The project was a joint project of the Commonwealth Schools Commission and the (then) TAFE Council of the Commonwealth Tertiary Education Commission. It was conducted by the researchers at the TAFE National Centre for Research and Development, with a grant provided by the two Commissions as part of the Participation and Equity Program.
The project was managed by a Steering Committee.

The terms of reference of the project included both research and developmental or promotional goals. The research plan for the project had five 'dimensions' as depicted in Figure 1.

![Project Plan Diagram]

**Figure 1.** Project plan dimensions

The first three of the five dimensions were designed as research activities - to provide the quantitative and qualitative data required in order to meet the goals of the project. The remaining two dimensions were designed as developmental activities - to address the promotional and piloting goals of the project.

**Review of Roles of Secondary Education and TAFE**

The focus for this was a review of relevant reports and other literature relating to educational provision for the 15 to 19 year age group that is common to Schools and TAFE.

**Range of Cooperative Programs**

The outcome of this dimension was to be a 'national' inventory of those Schools/TAFE cooperative programs identified during the project. Quantitative data for the inventory were collected through both centralised and localised means, using a survey instrument designed for this purpose.

**Case Studies of Programs**

This research dimension was aimed at gathering critical qualitative as well as quantitative data on cooperative programs. Central to the qualitative data that were to be sought via case studies were data on those factors which appeared to facilitate or hinder cooperative practices between Schools and TAFE. Factors that were thought to be important from the outset included administrative, industrial, curriculum and accreditation factors.
Others, such as funding, became apparent during the conduct of the preliminary work on the project, and were subsequently included as part of the review.

Case study selection criteria were developed to select case studies for the project. By and large the criteria were developed to ensure the selection of cooperative programs that appeared to display some 'exemplary' characteristics.

Case study contributors were sought, and to assist in achieving comparability of case study research method, a set of case study guidelines was developed by the researchers and used by the contributors.

In all, 14 case studies were completed under the auspices of the project. These were:

**Major Case Studies**

1. The Course Award in Vocational Education (CAVE) - case study of a cooperative program in SA
2. Equine Management - case study of a cooperative program in WA
3. Hervey Bay Senior College - case study of a Schools/TAFE cooperative initiative in Queensland
4. Community Colleges - case study of a Schools/TAFE cooperative initiative in Tasmania
5. Joint Secondary Schools/TAFE Program (Port Kembla Cluster) - case study of a cooperative program in NSW
6. Integrated Studies Programs (ISP) - case study of a cooperative program in SA
7. Basic Electronics Program - case study of a cooperative program in the ACT
8. The Cooperative Program Conducted by Gold Coast College of TAFE - case study of a cooperative program in Queensland
9. Pilot Vocational HSC (Walgett High School and Orana Community College) - case study of a cooperative program in NSW
10. Business Studies Program (The Blackfriars Model) - case study of a cooperative program in SA.

**Minor Case Studies**

1. Programs for Improving Potential for Employment (PIPE) - case study of a cooperative program in the NT
2. The Joint Horticulture Project - case study of a Schools/TAFE cooperative initiative in the ACT
3. Farm Management Program - case study of a cooperative program in WA
4. South Brisbane Pre-Vocational Program - case study of a cooperative program in Queensland.
Networking

The 'networking' function of the project was initiated from the outset of the project - this was achieved through the compilation of a national network listing of Schools/TAFE cooperative program practitioners. This was a State by State listing of the names and addresses of persons known by the researchers to be involved and/or interested in Schools/TAFE cooperation.

As well, a series of 'Newsheets' were prepared and distributed at regular intervals to people listed in the national network.

An anticipated national workshop of Schools/TAFE practitioners was not held during the life of the project. (The Queensland Department of Education was subsequently organising such an event to be held during 1987).

Promotion

The promotion of Schools/TAFE cooperation was not intended to be a central purpose of the project; rather promotional activities were viewed by the project's Steering Committee as important supportive activities to the achievement of its goals.

A number of opportunities arose during the course of the project to combine project-promotional activities with activities which served the purpose of promotion of the concept of, and approaches to, Schools/TAFE cooperation.
SUMMARY OF MAJOR FINDINGS

1. Participation in Schooling and Post-School Destinations

1.1 Participation rates in senior secondary education have generally been increasing since the 1960's. Table 1 shows the percentage increases in combined government and non-government nationwide enrolments for Years 10, 11 and 12 for the period from 1976 to 1985.

Table 1. Percentage increase in national enrolments for Years 10, 11 and 12 in all Schools from 1976 to 1985

<table>
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<th>Year</th>
<th>1976</th>
<th>1985</th>
<th>% Increase</th>
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<tr>
<td>Year 10</td>
<td>223 169</td>
<td>251 140</td>
<td>12.5%</td>
</tr>
<tr>
<td>Year 11</td>
<td>130 360</td>
<td>175 267</td>
<td>34.5%</td>
</tr>
<tr>
<td>Year 12</td>
<td>86 335</td>
<td>116 316</td>
<td>34.7%</td>
</tr>
</tbody>
</table>

Source: ABS National Schools Statistics Collection, Australia 1976-85

1.2 The greater increases in participation for Years 11 and 12, compared to Year 10, would appear to reflect considerably more than any increase which could be attributed to population or other natural increases in school enrolments over this period.

1.3 It is evident from the literature that there has been a high degree of concurrence amongst educational authorities in Australia that such increasing school participation rates constitute a worthwhile goal on their own. The Commonwealth Schools Commission, for example, has urged in its PEP Guidelines (1983) that...

...Australia should continue to progress towards the goal of universal participation in secondary education. Underlying this is the conviction that full secondary education...is intrinsically valuable...it should...be viewed as a positive, further stage in the evolution of education in Australia and...the basis for life-long learning (p.37).
1.4 Apart from its perceived intrinsic value, participation in senior secondary education has also been seen to be beneficial because of its contribution to an enhanced skills and knowledge base in the workforce. The Blackburn Committee for example has noted that young people need a knowledge and skills base that will enable them to adapt to the social, economic and technological changes that are occurring.

1.5 It is most likely that the increasing retention rates of schools will continue for the foreseeable future. Again as noted by Blackburn, in a climate of economic and social uncertainty young people and their parents will view further education as a more secure path to pursue, with or without the active promotion of this trend by educational authorities and governments. For this reason, the senior years of schooling are no longer viewed as an experience for an educational elite. This trend has clearly led to a recognition of the need to re-appraise existing educational provisions at this level. Future provisions should be developed to ensure that all students who choose to pursue further education do so with an equal opportunity to enhance their aspirations for employment and/or tertiary studies in a changing environment.

1.6 Increasing participation rates in senior secondary schooling have given rise to a heightened awareness amongst educators and the community at large of the full range of alternative post-school destinations of school leavers other than 'Higher Education'. The realisation that many students are remaining in school past Year 10, but for whom further education in institutions of Higher Education is an unlikely path, has given rise to questions about the appropriateness of the existing role of senior secondary schooling. In particular, the 'classical' perception of senior secondary education as a preparation for studies in Higher Education, has been questioned.

1.7 Figure 2 shows an approximate projection of the ultimate post-school destinations of students completing Years 10 in 1983.
Figure 2. National projection of ultimate non-school destinations of 1983 Year 10 students


Notes: 1. The projections are approximate only.
        2. The projected categories are not mutually exclusive.

It is evident from this that of the students in a Year 10 cohort, fewer than 20% proceed directly on to complete senior schooling and pursue further studies in Higher Education.

1.8 Figure 3 shows the distribution of immediate post-school destinations of leavers, as a percentage of those who left at the end of or during each of Years 10, 11 and 12 for 1983.
Figure 3. Immediate post-school destinations of 1983 school leavers


As many as 37% of those leaving school at the end of, or during Year 10 proceed to TAFE, (with 31% at the end of, or during Year 11; and 17% at the end of, or during Year 12). Moreover, a substantial percentage of school leavers proceed to full-time work, and to a lesser extent part-time work and/or unemployment.

2. The Range and Nature of Cooperative Programs

2.1 There is considerable diversity in the nature of Schools/TAFE cooperative programs in the Australian States/Territories. The cooperative programs reviewed in this study differ in terms of their conception, the supporting institutional arrangements, the curriculum design and delivery strategies used, and in terms of the type of credential earned from the program.

2.2 In 1985/86 there were in excess of 200 Schools/TAFE cooperative programs in Australia, as these have been defined for the purposes of this study. Over 5000 Year 11 or 12 students were participating in one of these years, representing approximately 2% of the national population of post-Year 10 school students. In excess of 70 TAFE Colleges and 300 secondary schools participated in such programs.

2.3 In 1985/86 the great majority of these programs (approximately 90%) were offered in NSW, Queensland and WA, where, compared to other States/Territories, there was more evidence of centrally organised and initiated cooperative programs.

2.4 The diverse nature of the programs identified in this study provides a wealth of information which enables observers to benefit from both the successes and failures that have been evidenced. The overwhelming picture formed of educators involved in Schools/TAFE cooperation is, however, one of professional and
administrative initiative, commitment to the changing educational needs of the young, determination to overcome institutional barriers, and a commitment to enhance and broaden students' learning opportunities by implementing one of the identified forms of a Schools/TAFE cooperative program. These characteristics have been particularly noticeable amongst educators at the local level.

2.5 In 1985/86 the 'typical' Schools/TAFE cooperative program was a program which comprised an existing accredited TAFE course or subject of approximately 180 hours duration. It was delivered in a TAFE college, by TAFE teachers, partly in school time, and partly out of school hours. It was offered to Year 11/12 students who travelled to the college from a nearby geographical cluster of some four to six secondary schools. The participating schools were in a metropolitan or country area of above average youth unemployment, and below average Year 10 to 11 retention rates. The typical program was derived from an established TAFE study area, was funded largely from PEP sources and was jointly administered by Schools and TAFE officers. It was jointly accredited by TAFE and secondary accreditation agencies, so that upon successful completion, a student gained full or partial credit or exemption in the TAFE course from which the program had been derived, and recognition on his/her senior school credential. This credential did not, however, count for the purposes of 'tertiary entrance' to institutions of Higher Education. The program was offered in government secondary schools, was nominally open to all Year 11 and 12 students, and just over half of its students were female.

2.6 The 'typical' program described in 2.5 is but one form of Schools/TAFE cooperation. Its description results from a process of aggregating the main characteristics of the majority of cooperative programs identified in this study. Other forms of Schools/TAFE cooperation are reported in Section 4 of this volume.

2.7 A national inventory of 234 Schools/TAFE cooperative programs has been compiled and is presented in Volume III of this report. Its compilation has relied upon data derived from incomplete sources that were available in 1985. Nevertheless it represents a first effort to bring together information about a group of educational initiatives that practitioners in this field should find useful. It has therefore been prepared as a 'first edition'.

2.8 The 'first edition' national inventory has been established as a data base on computer. Its continuing utility to practitioners depends on revised editions being prepared at regular intervals. The cost to maintain the inventory with annual editions would be of the order of $5000 per annum. Revised editions could be
distributed to Schools and TAFE Authorities at low additional cost using microfiche.

2.9 Maintenance of such an inventory was felt to be worthwhile by practitioners interviewed in our study. It would help to inform practitioners, especially at the local level, and those in regions isolated from central offices, of the ways other Australian educators have sought to broaden educational options for young people.

Recommendation 1.

That Commonwealth educational authorities should provide joint funding for the maintenance of the 'first edition' national inventory of Schools/TAFE cooperative programs, prepared as Volume III of this report, by the preparation of revised editions on an annual basis.
3. The Rationale for Schools/TAFE Cooperation

3.1 The primary purpose of Schools/TAFE cooperation is considered to be the extension, through educational provision, of the current limited range of immediate post-Year 10 destinations of young people, particularly in relation to the undesirable unemployment destination. The current range of post-Year 10 destinations is depicted in Figure 4:

3.2 There are other appropriate means for attempting to extend this limited range of post-Year 10 destinations, such as through training support programs, PEP courses, and curriculum diversification in senior secondary schools. Schools/TAFE programs are the only means which rely on cooperation between these two educational sectors. Achievement of this primary purpose by Schools/TAFE cooperation would increase the range of potential post-Year 10 destinations to these shown in Figure 5:

Figure 4. Current destinations

Figure 5. Potential destinations
3.3 Secondary purposes of Schools/TAFE cooperation are considered to be

(a) provision of a means for curriculum diversification in senior secondary schools, particularly in view of the turbulent social, economic and technological environment, and

(b) achievement of economic advantages by cross-sectoral resource sharing, particularly in times of acknowledged resource constraints.

3.4 The stated primary purpose of Schools/TAFE cooperation can be fostered by the adoption of a variety of approaches to cooperative programming. These approaches share a common conception of cooperative programming - which is referred to as the preferred 'alternative' conception. Design, delivery and implementation of programs in accordance with this conception can be achieved using a variety of strategies. The preferred alternative conception and appropriate strategies for its design, delivery and implementation are described in Sections 4 and 5 below.

3.5 One of the stated secondary purposes of Schools/TAFE cooperation, that of curriculum diversification in the senior school, can be fostered by the adoption of what is referred to as the preferred 'supplementary' conception of cooperative programming. Design, delivery and implementation of programs in accordance with this conception can be achieved using a variety of strategies which are also described in Sections 4 and 5 below.

3.6 The other stated secondary purpose of Schools/TAFE cooperation, that of resource sharing, can be fostered through adoption of either the preferred alternative conception or the preferred supplementary conception of cooperative programming.

4. Conceptions of Schools/TAFE Cooperative Programming

4.1 This study identified two current conceptions of cooperative programming that, during 1985/86, were evidenced in the States/Territories. These have been labelled the 'alternative' and the 'supplementary' conceptions of cooperative programming. They have exhibited many exemplary features, both conceptually and in terms of the strategies employed to implement the conceptions.

4.2 The alternative conception of cooperative programming has emerged from a recognition of the unmet needs and interests of post-Year 10 young people for educational options which are different to those currently offered, either in senior secondary schooling or in TAFE. This conception is intended to provide potential pathways to work and/or TAFE for young people contemplating the decision between more schooling, TAFE, work or unemployment. The structure of programs within this conception is one that is integrated - the program of study is intended to have a cohesive purpose and as such is designed to draw from subject areas of Schools and TAFE to match the assessed needs and interests of students.
4.3 The supplementary conception of cooperative programming has emerged from a recognition of the need to diversify curriculum options already available in senior schooling. By making available studies from TAFE, it is intended to provide additional subject choice for Year 11 and 12 students of varying abilities and interests who may be considering the options of more schooling, further education in TAFE or Higher Education, work or unemployment. Students participating in programs structured according to this conception usually undertake the specified quota of tertiary entrance accredited school subjects, and in addition study one or two TAFE subjects/units.

4.4 By far the greatest number of cooperative programs identified in this study are of the supplementary conception. The ‘typical’ program described in 2.5 is based on this current supplementary conception of cooperative programming. Most States/Territories had during 1985/86 favoured supplementary programs, although in each case, a small number of alternative programs was also identified.

The Alternative Conception

4.5 As a means for achieving the primary purpose of Schools/TAFE cooperation stated in 3.1, the current alternative conception of cooperative programming has a number of drawbacks. These include

(a) the practice of ‘targeting’ students judged to be “at risk” (of leaving school without likelihood of securing one of the ‘desirable’ destinations depicted in 3.2), which has inequitable outcomes;

(b) the foregone opportunity to secure a senior school credential that is firstly regarded by most institutions of Higher Education as contributing towards a ‘tertiary entrance score’, and secondly is regarded by the community at large as a credential which signifies successful completion of senior schooling;

(c) the failure of these programs to shift the educational focus, and the responsibility for providing alternative post-Year 10 educational options, away from the Schools sector.

4.6 In relation to (a) in 4.5 above, a number of existing educational ‘programs’, sponsored by both State/Territory and Commonwealth Governments, are designed to overcome inequities in the course provisions of educational authorities (both Schools and TAFE). Initiatives under the Participation and Equity Program (PEP) for example, employ the strategy of targeting identified student groups deemed to be at risk, to help in the achievement of their purpose. Schools/TAFE cooperation may be one of the means for achieving this purpose. The primary purpose of Schools/TAFE cooperation is, however, fundamentally different to this. Indeed the concept of targeting, applied to the alternative cooperative programming concept, has effectively closed the option of an alternative to either more schooling or TAFE for those students who might wish to pursue such an option, whilst at the same time retaining comprehensive ‘tertiary entrance score’ options.
4.7 In relation to (b) in 4.5 above, the concept of targeting in alternative cooperative programming has implicitly led to one of two kinds of outcomes. Firstly, for some students their participation in the program has resulted in their foregoing the award of an equitable senior secondary credential. Secondly, and for others, the premise that the students targeted are not able to successfully undertake senior school studies at the 'tertiary entrance' level influences the design of the alternative program in such a way that precludes students from undertaking the program because of the 'tertiary entrance' credential that would then be foregone.

4.8 In relation to (c) in 4.5 above, current alternative programs have not evidenced any substantial conceptual shift away from Schools. These programs are largely school-based, school-derived, and school-controlled. As such they appear as addenda to the existing schooling provisions. With a small number of notable exceptions, the programs identified have shown little evidence of educators (in Schools and TAFE) joining forces on either a State-wide or localised basis to confront the problems of providing equitable educational alternatives that are different to either Schools or TAFE offerings.

4.9 A conception of alternative Schools/TAFE cooperative programming that is preferred by the writers is one that aims to meet the primary purpose of Schools/TAFE cooperation as stated in 3.1. It also overcomes the three major difficulties noted in 4.6. The preferred conception is therefore one of an alternative post-Year 10 educational option equally available to all students, regardless of whether those students may wish to seek entry to an institution of Higher Education. It provides educational programs encompassing a range of study options, successful completion of any of which leads to the award of a common State-wide senior secondary credential. The credential so awarded does not preclude a student's option of pursuing tertiary studies in either TAFE or Higher Education. The programs of this conception can be offered in a school, in a TAFE college, or in a post-Year 10 educational institution which is independent of both schools and TAFE colleges. If the programs are offered in a school, TAFE resources will be required; if they are offered in a TAFE college, Schools resources will be required.

**Recommendation 2.**

That State/Territory and Commonwealth educational authorities should recognise the importance of striving to achieve the primary purpose of Schools/TAFE cooperation, and accordingly seek ways and means to encourage and promote the adoption of the preferred conception of alternative cooperative programming. In doing so they should take particular account of the conclusions and recommendations on senior secondary accreditation, and of the exemplary design, delivery, implementation and program management strategies described in sections of this report.

**The Supplementary Conception**

4.10 As a means for achieving the secondary purpose of Schools/TAFE cooperation, stated in 3.3 (a), viz. curriculum diversification, the current supplementary conception of cooperative programming has a number of drawbacks. These include
(a) the inequity of the joint Schools/TAFE credential that is earned as a result of successful completion of the program.

(b) the general failure of these programs to take the fullest possible advantage of the opportunity to enhance the quality of a student's learning, or to extend the depth of learning attained in school subjects.

4.11 In relation to (a) in 4.10, existing supplementary cooperative programs are almost universally accredited by both TAFE and Schools accreditation agencies. The TAFE accreditation generally ensures the successful secondary student earns credit for part or all of an existing TAFE course, which provides value for a student who later seeks to pursue studies in the TAFE area concerned. The Schools accreditation secures the student a 'Level 2' secondary credential - which in most States/Territories does not contribute towards the determination of a 'tertiary entrance score' for the student. In the case of many study areas (such as those common to Schools and TAFE), a 'Level 1' secondary credential may be an appropriate award. Inflexibilities in the secondary accreditation systems in the States/Territories present barriers to the accreditation of cooperative programs at Level 1. These barriers (which result in the prescription of a quota of tertiary entrance subjects or units to be studied) preclude students from gaining the full benefits of greater curriculum diversification potentially available via cooperation with TAFE.

4.12 In relation to (b) in 4.10, and in part arising from the barriers described in 4.11, the benefits of curriculum extension are not being fully realised by current supplementary programming practices. Especially in curriculum areas common to Schools and TAFE, there are opportunities to offer relevant TAFE studies which would enhance student learning in School subjects. In determining selections from available TAFE subjects/units greater weight needs to be given to this criterion. Less weight needs to be given to the apparent criterion of 'spare capacity' in TAFE colleges in determining subject availabilities.

4.13 A conception of supplementary Schools/TAFE cooperative programming that is preferred by the writers is one that aims to meet the secondary purpose of Schools/TAFE cooperation as stated in 3.3 (a). It overcomes the two major difficulties noted in 4.10. The preferred conception is therefore one which offers to students in Years 11 and 12 cooperative programs which, are jointly accredited (by Schools and TAFE) leading to students earning a Level 1 secondary credential. The TAFE subjects/units which constitute the program are selected according to the criteria of student interests and needs, their capacity to enhance the student's school studies, and availability at the TAFE college.

Recommendation 3.

That State/Territory and Commonwealth educational authorities should continue to seek ways and means to encourage and promote the adoption of the preferred conception of supplementary cooperative programming as stated in 4.13. In doing so they should take account of the conclusions and recommendations on senior secondary accreditation, and of the exemplary design, delivery, implementation and program management strategies described in sections of this report.
4.14 As a means for achieving the secondary purposes of Schools/TAFE cooperation stated in 3.3 (b), viz. cross-sectoral resource sharing, both the preferred conceptions of cooperative programming (alternative and supplementary) afford opportunities. These are most evident in terms of cross-sectoral delivery arrangements in study areas where Schools and TAFE have common or related curriculum offerings.

**Recommendation 4.**

That State/Territory and Commonwealth educational authorities should continue to seek ways and means to encourage and promote the adoption of both the preferred conceptions of alternative and supplementary cooperative programming. In doing so they should take account of the conclusions and recommendations on senior secondary accreditation, and of the exemplary design, delivery, implementation and program management strategies described in sections of this report.

4.15 Evidence from this study has shown the preferred conceptions of alternative and supplementary cooperative programming will not always be feasible in practice. Different student needs and interests, and different circumstances in the local community where the cooperation is being planned, should continue to play a significant role in determining the nature of the cooperative relationship between Schools and TAFE. Where the preferred conceptions are not feasible, educational practitioners should strive to observe the principles embodied in the preferred conceptions.
5. Accreditation Practices Relating to Schools/TAFE Cooperation

5.1 The great majority (88%) of Schools/TAFE cooperative programs identified in this study are jointly accredited by Schools and TAFE. In the main the secondary accreditation occurs at Level 2 - accorded by the senior secondary accreditation agencies in the responsible States/Territories. A small number of cooperative programs are accredited at Level 3. A very small number are accredited at Level 1.

5.2 The existence of this hierarchy of secondary credentialling levels, and its application to Schools/TAFE cooperative programs, has created barriers (noted in Section 4 above) to the effective achievement of both the primary and secondary purposes of Schools/TAFE cooperation through the two preferred conceptions of cooperation. In practice these barriers arise, in large part, from the inability of secondary accreditation 'systems' and disinclination of Institutions of Higher Education to grant Level 1 status to cooperative programs of either the alternative or supplementary kind.

Recommendation 5.

That if the socially, economically and educationally important primary and secondary purposes of Schools/TAFE cooperation are to be achieved through the implementation of the preferred conceptions of cooperative programming, then the current hierarchy of secondary credentialling levels used in the States/Territories needs to be reviewed by educational authorities and accreditation agencies. Such a review should examine the appropriateness of the hierarchy to cooperative programs - and in particular reconsider the criteria used for the classification of educational programs or subjects in terms of the hierarchy.

5.3 In addition to the barriers to cooperative programming presented by the hierarchy of secondary credentials noted in 5.2, there are inflexibilities in the means used for the determination of eligibility for a 'tertiary entrance score'. The practice of prescribing a specified quota of 'tertiary entrance' subjects in a student's course of senior school study is limiting the achievement of the purposes of Schools/TAFE cooperation across educational systems in Australia. In Tasmania and WA, the means for determining tertiary entrance scores have much greater flexibility - the quota of 'tertiary entrance' subjects has been reduced, and marks earned in other subjects contribute towards a student's tertiary entrance score. This greater flexibility would permit cooperative programs to contribute towards a 'tertiary entrance score'.

Recommendation 6.

That State/Territory educational authorities, secondary accreditation agencies and Institutions of Higher Education should recognise the barriers to achieving the primary and secondary purposes of Schools/TAFE cooperation that are presented by the inflexibilities in the existing means for determining tertiary entrance scores, and cooperate in a review of these means.
5.4 The singular purpose of senior secondary schooling is not, and should not be perceived as the provision of an immediate route to tertiary education (either in TAFE or in Higher Education). That it is not is evidenced by the statistics on ultimate post-school destinations of young people noted previously in this report. That it should not be perceived as such is based on the recognition that school leavers have the right to pursue studies, work or other productive activities to meet their own interests and needs, in a way which will enable them to fulfill their role in society as individuals, and as contributors to the benefit of that society at large. And if they choose, young people, or older people, may pursue further studies later in life as it suits their needs and circumstances.

5.5 Notwithstanding 5.4, educators in all sectors in the community have the responsibility to encourage young people to pursue their education, whilst at school, to the fullest advantage. Achievement of this purpose would be facilitated, in part, by the introduction of more flexible means for determining tertiary entrance score eligibility.

5.6 There are a number of 'alternative' Schools/TAFE cooperative programs that have been trialled in some States/Territories for students in Years 11 and 12. For some of these, special joint-accreditation or cross-accreditation arrangements have been negotiated at the local level. One example is the Course Award in Vocational Education in South Australia. These arrangements are exemplary in a number of respects. However, they have not been taken up at a statewide level, at least partly because of the barriers referred to in 5.2 and 5.3 above. Such alternative programs will continue to meet this fate until the education systems in those States/Territories overcome the non-'tertiary entrance' status of these programs.

5.7 An overcoming of these barriers depends in part upon the acceptance of the concept of a uniform statewide post-Year 10 credential - a credential which can be earned through a secondary school, a TAFE college, a 'senior college', or through a program offered jointly by Schools and TAFE. Such a credential would have the capacity to overcome a number of the existing barriers to providing different post-Year 10 educational options - where the options are really different, and where the options have equivalent exchange value in the market place for educational credentials.

5.8 Implementation of the concept of a uniform statewide post-Year 10 credential would be enhanced by the introduction of structural changes to the ways educational provisions are organised. The most striking example of such structural change identified in this study is that of the 'senior college' concept, being trialled in Queensland in 1985/86/87. The Hervey Bay Senior College (established at Maryborough, some 300km north of Brisbane), and the Alexandra Hills Senior College (established in metropolitan Brisbane) are unique in Australia. They are considered to represent an important experimental element in the efforts of Queensland educators to consolidate the present range of post-compulsory educational provisions in that State.
5.9 Once fully operational these colleges intend to offer:

- an academically-oriented curriculum for senior students
- vocationally-oriented curricula
- vocational preparation courses
- combination programs of academic and vocational curricula
- general/community and personal enrichment courses.

The advent of such colleges, and the reported success of their formative stage, is considered to mark a significant structural breakthrough concerning post-compulsory educational provision in Australia. To realise their full potential to provide different and comprehensive educational options for students beyond Year 10, however, this structural change will need to be accompanied by changes to the credentialling practices that currently prevail.

Recommendation 7.

That in keeping with the recommended conception of alternative cooperation, the reviews recommended in Recommendations 5 and 6 should also examine senior school certification arrangements with the objective of determining a single State-wide post-compulsory education certificate. This certificate would be the common award for students successfully completing either senior schooling as it currently exists, or an alternative Schools/TAFE cooperative program (of the preferred type).

Recommendation 8.

That in keeping with the recommended conception of alternative cooperation, educational authorities (Schools and TAFE) should seek to introduce structural changes to the ways in which educational provision is organised. One kind of structural change which would appear to have the capacity to provide different educational options is a comprehensive 'senior college' structure.

Recommendation 9.

That in keeping with the recommended conception of supplementary cooperation, and notwithstanding the review recommended in Recommendation 5, cooperative program initiators should, through their educational authority's appropriate channels, actively submit their proposals for Schools/TAFE cooperative programs to the secondary accreditation agencies for consideration as Level 1 accredited studies.

5.10 This study has demonstrated the important relationship that exists between the practices and determinations of senior secondary accreditation agencies and the type of approaches that may be adopted to effectively achieve the purposes of Schools/TAFE cooperation. It has also noted the particular balance of representation on these accreditation agencies in the States/Territories. In the case of most States/Territories, this balance is markedly directed towards the educational stakeholders in senior secondary schooling - particularly those in the Secondary
and Higher Education sectors. In most States/Territories the representation on senior secondary accreditation agencies from other community groups which have a stake in senior schooling, is marginal. In the light of 5.4 and 5.5, it is considered that TAFE, industry and commerce (both employer and employee representation), parents, and students are under-represented on these agencies.

Recommendation 10.

That States/Territories should review the composition of senior secondary accreditation agencies. In so doing, they should strive to achieve a more balanced representation of the range of community groups which have a stake in senior secondary schooling.

6. Strategies for Design, Delivery and Implementation

6.1 This study has shown that Australian educators at both the local and central levels have developed a diverse range of design, delivery and implementation strategies for Schools/TAFE cooperative programs. Very many of these are considered to be exemplary in that they facilitate the achievement of the primary and secondary purposes of cooperation.

6.2 A number of the strategies that have been identified are more applicable and appropriate to the effective implementation of the preferred alternative conception of cooperation; others are more applicable and appropriate to the preferred supplementary conception of cooperation.

Design Strategies

6.3 In Schools/TAFE cooperative programming, two principles of curriculum design have prevailed in the States/Territories. The first is the principle of significant reliance on existing TAFE curricula for the TAFE component of the cooperative program. Indeed in the case of most existing supplementary programs, the TAFE component is the program. The second principle has been that of pursuing an 'integrated' curriculum design - where the Schools and TAFE components are intended to comprise a cohesive course of studies. This principle has been more evident in the case of existing alternative programs. These two principles are not, however, exclusive of one another. Both these principles are considered exemplary in appropriate circumstances.

6.4 The first principle is exemplary because it facilitates the student securing a joint (Schools and TAFE) credential. The reliance on existing (accredited) TAFE courses draws on TAFE's established expertise in vocational educational provision. It further helps to provide possible study pathways in TAFE, and enhances the student's potential in the employment market place because of the community acceptance of TAFE accredited courses. Moreover, as it relates to supplementary cooperation, it has the capacity to enhance (or extend) the depth and breadth of a student's learning at school.
Recommendation 11.
That because of 6.4, and in endeavouring to achieve the purposes of Schools/TAFE cooperation, the stated curriculum design principle of drawing on TAFE teaching expertise and TAFE accredited courses should be continued by State/Territory educational authorities (both Schools and TAFE).

6.5 Two difficulties associated with this first principle have been noted. These difficulties concern the degree of influence of 'spare capacity' in TAFE colleges on the selection of availability of TAFE study areas for cooperative programming, and the apparent perpetuation of existing barriers to access in TAFE courses that is caused by the use of this principle in cooperative programming.

Recommendation 12.
That in implementing Recommendation 11, educational authorities (both Schools and TAFE) should strive to overcome the two difficulties noted in 6.5. In doing so, the alternative curriculum design and delivery strategies noted in sections of this report should be examined.

6.6 The second principle of integrated Schools/TAFE curriculum design is considered more applicable and appropriate to the alternative conception of cooperation. This principle is exemplary because it provides the guiding strategy for ensuring an effective implementation of the alternative concept of Schools/TAFE cooperation - provision of an alternative and relevant total study option which is different to either TAFE or Schools. This design principle requires the undertaking of an assessment of student needs and interests as a premise to designing the integrated program.

Recommendation 13.
That because of 6.6, and in endeavouring to implement the purposes of Schools/TAFE cooperation, the stated curriculum design principle of 'integration' should be actively pursued by State/Territory educational authorities (both Schools and TAFE).

6.7 The conclusions and recommendations in the previous sections of this report have noted the existence of accreditation barriers to the achievement of the purposes of Schools/TAFE cooperation. These barriers are particularly evident in the case of alternative programs. They do not, however, arise from flaws in the curriculum design principle of integration. The recommended reviews of existing secondary accreditation practices (Recommendations 5, 6, 7, and 10) may lead to the overcoming of these barriers.

Recommendation 14.
That in implementing Recommendation 13, educational authorities (both Schools and TAFE) should strive to overcome the accreditation barriers noted in this report. In doing so the alternative curriculum design and delivery strategies noted in this report should be examined.
Program Management Strategies

6.8 In the States and Territories Schools/TAFE cooperative programs, of either the supplementary or alternative kind, were most often jointly administered and managed. This practice is considered exemplary. Moreover, the particular management and monitoring mechanisms that had been established in 1985/86 at a central level in NSW, and at a regional level in 1985 in the Elizabeth/Salisbury area of SA are considered exemplary.

6.9 The networked mechanism in NSW helped to promote the necessary consultation of, and participation between, parties involved in the design, delivery and implementation (including evaluation) of cooperative programs on a State-wide basis.

6.10 The ESTEP management process in the Elizabeth/Salisbury area of SA is considered a quite remarkable feature of the cooperative efforts that were undertaken there in 1985. The ESTEP management group involved a wide range of stakeholders (including community representatives) in the management process. The greatest strength of this particular management model, however, is considered to be its involvement of Schools and TAFE Authority personnel, more or less equally, in the design and management of cooperative programs in its area. It is considered this involvement was both premised on, and promoted, a sense of responsibility for the Schools/TAFE cooperative initiatives in the area. It was evident there was a local community focus to the programs. In this way the programs were not viewed from the 'sectoral' perspectives (of Schools and TAFE) - the problems being addressed were not considered as problems of the Schools alone - rather they were seen as problems for the educational community.

6.11 This study also identified what has been referred to as a 'contract' approach to the design and management of cooperative programs. This approach was observed in relation to the Business Studies supplementary cooperative program offered in SA. It has three stages - agreement in principle; developmental; and monitoring. It is a commendable approach to cooperation because it promotes the involvement of both Schools and TAFE, and importantly the accreditation agencies concerned. It also provides the capacity to overcome barriers to cooperation stemming from the concern of TAFE for the maintenance of its course standards where TAFE accredited courses are delivered in Schools by School teachers (and vice versa).

Recommendation 15.

That where appropriate, State/Territory educational authorities (both Schools and TAFE) encourage and promote the cooperative program management models and processes exemplified by the networked mechanism in NSW, the community management approach of SA, and the 'contract' approach of SA.

Recommendation 16.

That as appropriate, the Commonwealth Educational Authorities should seek to encourage and promote the adoption by States/Territories of Schools/TAFE cooperative program management models and processes exemplified by these three approaches.
Program Delivery Strategies

6.12 The great majority of supplementary cooperative programs identified in this study were delivered by TAFE teachers in TAFE colleges. This practice is considered beneficial because it relies on those with the greatest expertise and specific resources to deliver vocational education at its highest quality. It also provides school students with an opportunity to experience the different TAFE learning environment and explore other possible TAFE options.

Recommendation 17.

That State/Territory educational authorities should continue to employ the beneficial practice of expert TAFE teachers delivering the vocational components of Schools/TAFE cooperative programs in TAFE colleges.

6.13 This study has also identified instances of other cooperative program delivery strategies which were employed, in large part, where TAFE teacher delivery in a TAFE college was not feasible. Two of these in particular are considered to be exemplary. These are cross-sectoral delivery, and schools clustering. These and other delivery strategies are examined in detail in Chapter 6 (Vol.I) of this report. That these alternative delivery strategies were initiated is considered to be a credit to the creativity and commitment to cooperation of those educators responsible.

6.14 The circumstances in which cross-sectoral alternatives were generally employed were:

(a) where the schools requiring supplementation were in isolated regions, at some distance from the nearest TAFE college,

(b) where the local TAFE college was unable to meet the demand in its local community for vocational courses which had a higher enrolment priority than the Schools/TAFE program,

(c) where the schools concerned had the requisite level of teaching expertise and curriculum resources to offer the program to the standards required for TAFE accreditation.

6.15 TAFE delivery of the vocational component of cooperative programs is not considered a necessary condition to the introduction of such programs. In some circumstances, cross-sectoral delivery strategies (including the notion of 'institutional accreditation' described in Chapter 6 (Vol.I) of this report - where individual schools are endorsed as providers of specific TAFE subjects or units) are useful and appropriate. In considering alternatives to TAFE delivery, however, appropriate means for securing the maintenance of curriculum standards need also to be used. Under these circumstances, moreover, cross-sectoral delivery of cooperative programs is a possible means for overcoming the current high levels of demand for TAFE courses in specific study areas.
Recommendation 18.

That notwithstanding Recommendation 17, and under the circumstances noted in 6.15, State/Territory educational authorities should consider the alternative cross-sectoral delivery practices described in Chapter 6 (Vol.I) of this report as appropriate delivery strategies for Schools/TAFE cooperative programs.

6.16 The practice of 'schools clustering', where two or more geographically close schools collaborate to be serviced by a TAFE college for the TAFE component of the Schools/TAFE cooperative program, is widespread in the States/Territories. Both 'formal' and 'informal' cluster arrangements have been identified. A 'hub cluster' structure, employed in SA, has also been identified. These delivery arrangements afford the opportunity for administrative efficiencies, and for educational gains due to economies of scale. They are considered to be exemplary.

Recommendation 19.

That States/Territories should continue to employ and further develop the various clustering strategies noted in 6.16, and described in Chapter 6 (Vol.I) of this report, as means for facilitating the economic achievement of the purposes.

7. The Future of Schools/TAFE Cooperation.

7.1 This study has shown that Schools/TAFE cooperative programs have the capacity to broaden curriculum options for students in post-compulsory education.

7.2 If the development of such programs is undertaken in keeping with the recommendations made in this study, then it should be possible for Australian education systems to achieve more than a consolidation of existing post-compulsory educational provisions - it should be possible to achieve a system which provides additional study pathways which are different to those currently offered by either Schools or TAFE.

7.3 Schools and TAFE have begun to cooperate to seek the provision of additional study pathways for young people. Schools and TAFE need to share the responsibility, resourcing and planning for these developments if they are to deliver their full potential to young people in Australia.
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