
New concepts - TAFE

1974-1987

Economic changes

Since the early 1970s, Queensland economic growth has increased more than the Australian average, with the mining and tertiary sectors growing in importance in relation to the rural sectors. The major developments have taken place in mining, the tourist industry and servicing the needs of an increase in migrants to the State.¹

A boom in the Queensland economy in 1974 was followed by a downturn the following year. The most marked economic trend during the remainder of the 1970s was stagflation - a high inflation rate accompanied by a high unemployment rate. At the same time the participation of females in the work force increased steadily. While the inflation rate and the unemployment rate dropped during the 1980s, punctuated by a recession in 1982, the unemployment rate remained at a level that would have been regarded as unacceptable in past years. This unemployment considerably affected school-leavers. Coexisting with this higher level of unemployment was a shortage in some fields of highly skilled blue-collar workers needed by changing technology.² Commenting on this trend in 1980, Bruce Watson, Managing Director of MIM Holdings, claimed that the shortage of skilled tradesmen and technicians threatened the development of Australia's resource-based industries. In the same year, Maxwell Newton commented that the acute shortage of skilled workers was responsible for a rise in migration to the State.³ During the years 1984 to 1988, the employment rate in Queensland rose 16.6 per cent in total compared with 15 per cent for the rest of Australia.⁴

Important developments

Commonwealth initiatives

By the 1960s, the Technical Teachers' Association of Australia (TTAA) had emerged as a major lobby group for technical education in Australia, as well as in Queensland. From 1964 to 1971, the TTAA had been unsuccessful in attempts to persuade the Commonwealth Government to conduct an inquiry into technical education. In 1972 the TTAA National Conference

again resolved that the Commonwealth Government should hold an inquiry. When TTAA representatives on 31 January 1973 discussed this resolution with the Commonwealth Minister for Education, Kim Beazley, they were jubilant when he stated that he would implement the resolution. Beazley appointed the Australian Committee on Technical and Further Education (ACOTAFE) in 1973 to report to the Commonwealth Government on technical and further education. The Chairman of the Committee was Myer Kangan.⁵

The Kangan Report of 1974 marked an important turning point in the development of technical and further education, or TAFE, as it became known.⁶ The report provided a blueprint that guided many developments in TAFE to the end of the 1980s. The predominant thrust of the report was that TAFE's major function was to provide each person with education to meet freely chosen vocational needs, and not solely to supply skilled labour for industry and commerce. It also called upon the TAFE system to provide individual development and create better citizens:

The main purpose of education is the betterment of individual people and their contribution to the good of the community. Technical and Further Education should be planned accordingly. Emphasis on the needs of the individual should lead to easier access to learning, to better physical conditions for learning, to suitable student and teacher amenities, to welfare activities, and to the highest standard of health and safety in workshops and laboratories.

The emphasis in Technical College-type institutions should be primarily on the needs of the individual for vocationally orientated education, and the manpower needs of industry should be seen as the context of courses.⁷

In 1975, ACOTAFE, with Professor Edward Richardson as Chairman, produced a further report⁸, which developed the earlier Kangan Report and included a comprehensive financial program for the Commonwealth Government. In the same year, the Commonwealth Government established the Commonwealth Technical and Further Education Commission, and used this organisation to channel financial support to Queensland for TAFE. In 1977 the Commonwealth Government combined the three organisations respectively responsible for universities, CAEs, and TAFE into

a Tertiary Education Commission, which then became responsible for providing grants to Queensland for capital and recurrent expenditure on TAFE, especially for identified special needs. The State remained the responsible body and supplied the bulk of the necessary recurrent funds, but where the Commonwealth identified special needs these were supported by Commonwealth funding.⁹

This Commonwealth funding had a dramatic effect in improving the provision of technical and further education in Queensland. Much of the funding was directed towards special projects designed to implement the Kangan Report. Through this form of funding, the Commonwealth Government dominated the formation of policies. However, the Commonwealth Government did not attempt to fully finance TAFE, nor did it create an elaborate administrative system parallel to the State systems.¹⁰

In 1981 the TAFE National Centre for Research and Development was established in Adelaide as a limited liability company. This was a national organisation with the State, Territory and Commonwealth Ministers responsible for TAFE as the company directors. The centre encouraged research and development projects of national significance to TAFE, including those related to the curriculum. Projects in which Queensland TAFE officers participated included the National Core Curriculum projects.¹¹ The centre also established the National TAFE Clearinghouse, which provided information on published documents on TAFE in Australia.

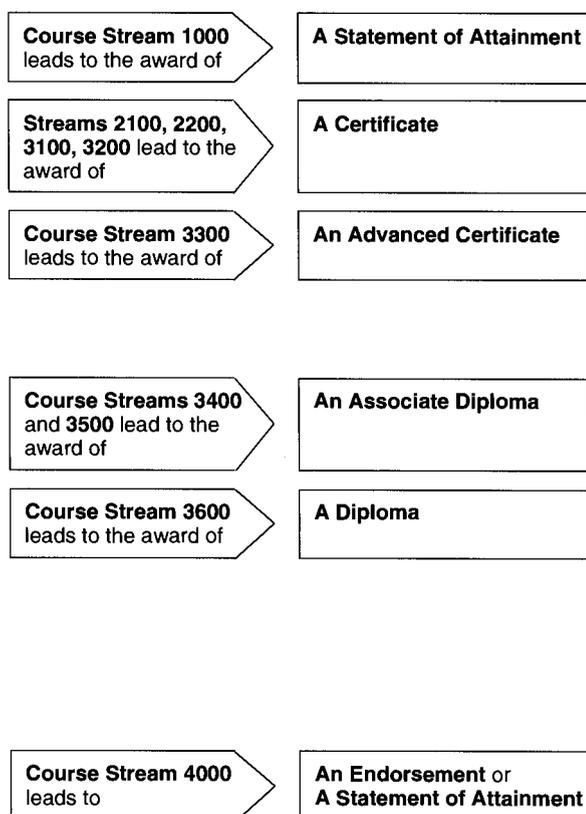
In 1986 the Australian Council of Tertiary Awards (ACTA) began the national registration of approved and accredited TAFE courses. In the following year, ACTA established the following system of TAFE awards: a Statement of Attainment, a Certificate, an Advanced Certificate, an Associate Diploma, a Diploma, and, for those courses above certificate level, an Endorsement or a Statement of Attainment. This system provided Australia-wide recognition for many courses. ACTA then became responsible for the maintenance of a program of national registration of all tertiary awards, including those of TAFE. It was also responsible for the promotion of consistency throughout Australia in the nomenclature used for tertiary awards, for the standards of courses leading to them, and for encouraging the development of consistent relationships between courses and their awards. The Queensland Division of TAFE made the necessary changes to conform to this national system¹² (see Figure 3).

Developments at the State level

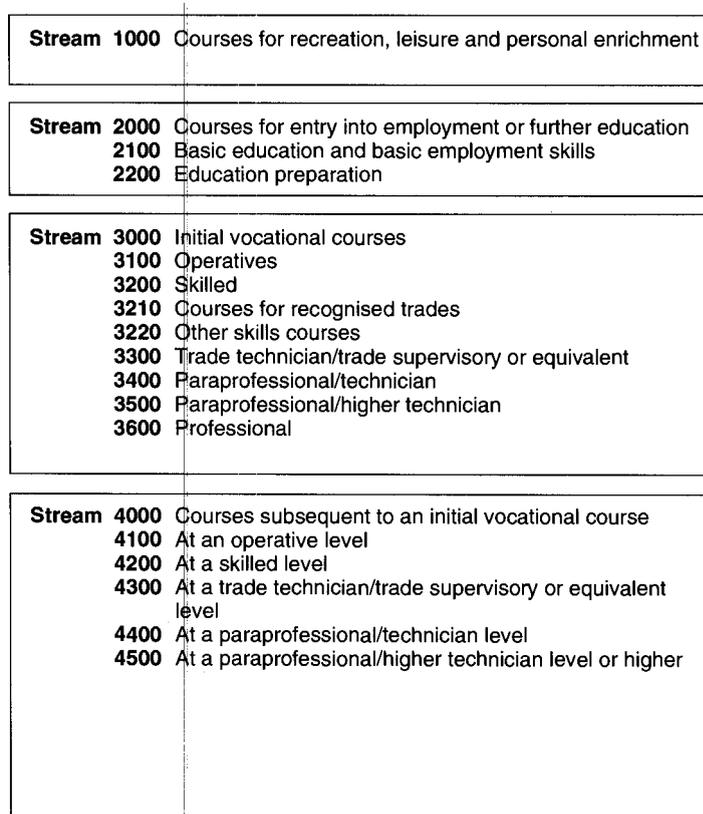
To receive Commonwealth funds for TAFE, Queensland was required to present a submission to ACOTAFE. In 1974 the Technical Education Branch forwarded a submission through the Director-General of Education which pointed out the heavy burdens placed on ranch administration and resources, when educational, building, equipment and staff resources were transferred to the autonomous QITs. While

Figure 3: TAFE awards

The type of course award appropriate to each classification by Stream is as follows:



The classification of TAFE Course Streams is as follows:



Source: TAFE in Australia: Australian Conference of TAFE Directors, 1987, pp. 8-9

acknowledging the contribution of Commonwealth and State funds to building needs, the submission outlined many problems: the poor condition of equipment, the inadequate libraries and resource materials, the lack of canteens and recreational facilities, the financial problems of acquiring land necessary for further development, and the limitations imposed by the State Department of Works, which insisted on technical college buildings and facilities conforming to standards applied to primary and secondary schools. The submission postulated a basic aim of providing a liberal as well as a vocational education. It also stated that, while the Technical Education Branch would concentrate its efforts in those areas left unclaimed by university and advanced education programs, it would not hesitate to provide any course for which a proven demand existed. The submission also outlined a proposed scheme of development and advocated an amalgamation of technical and adult education.¹³

In a draft copy of a submission to ACOTAFE prepared in 1975, the Kangan Report philosophy was embraced in the following terms:

The educational objectives of technical and further education in Queensland have not been modified since the first submission to the ACOTAFE was made in 1973. These objectives may be restated as the development and maintenance of a vital and stimulating educational program which would not only bridge the gap between the secondary schooling and the vocational competence of the individuals but would also help to develop cultural, social and political attributes of awareness in their lives.

The draft submission also envisaged the amalgamation of the Technical Education Branch, Adult Education and the pastoral colleges under the broad umbrella of Technical and Further Education, which would become the responsibility of a Board of Technical and Further Education.¹⁴

Initially, the Department of Education experienced difficulties in making use of Commonwealth funding. Firstly, the public service was inhibited by a long period of financial austerity in this area. Secondly, the Technical Education Branch lacked the management structure needed to handle the expenditure of a sudden large financial inflow. Furthermore, the planning stage of a major capital works project involved a period of time of up to two years before construction could take place. In addition, the Queensland Government was very hesitant to undertake Commonwealth-funded programs where it appeared that continued Commonwealth funding could not be guaranteed.¹⁵ Such funding tied to special projects was also unpopular with State education authorities because they were deprived of flexibility to develop programs that they believed were more relevant to their needs than those specified in the grants.¹⁶

A State parliamentary initiative in 1978, the Select Committee of Inquiry into Education examined technical and further education and recommended in its Ahern Report that a separate Ministry for Post-secondary Education be established with its own Minister and Director-General. The major responsibilities

of this new ministry would be the Directorate of Technical Education, the rural training schools, and apprenticeship training. The committee also recommended that an advisory council should be instituted to advise the Minister for Post-secondary Education.¹⁷ Many other recommendations were influenced by the Kangan Report, such as access to courses, recurrent education, community participation in decision making, accountability to the community and the individual, and the provision of multi-campus community colleges.¹⁸ The Government ignored some of the recommendations, and was slow to implement others.

By 1978, influenced by the high unemployment rate, the Commonwealth was providing direct funding for vocational education programs in TAFE colleges to enhance the employment prospects of those, especially school-leavers, who otherwise would have swelled the ranks of the unemployed.¹⁹

Kangan was critical of the use of funding for this purpose. In an influential paper presented in 1980, 'Kangan seven years on', he asserted that the TAFE sector was not the passive servant of industry and commerce and should not operate as an employment bureau. He stated:

It is the responsibility and the role of labour departments and employment bureaux to worry about manpower policy ... TAFE only weakens its educational independence if it claims to be part of the manpower policy of the nation. It is complementary and stands in a supporting relationship only.

Kangan also believed that the Kangan concept of TAFE had succumbed to a poverty status that was too deeply embedded in the mentality of federal politicians and the federal public service. He also claimed that State politicians and public service administrators had failed to press the TAFE case sufficiently with the Commonwealth.²⁰

One critical review of post-Kangan developments in Queensland, undertaken in 1981, conceded the existence of the poverty status mentality, but asserted that the status of TAFE had risen considerably, and that TAFE was losing its cinderella image. This review also claimed that there had been much progress in capital works, in curriculum services, in library resources, in counselling services, in the level of public awareness and in staff development, and that TAFE had adopted a new philosophy shaped to a large extent by the Kangan Report. TAFE officers of the immediate post-Kangan period perceived that TAFE was no longer 'the cinderella of the Department': in fact they detected that an element of jealousy had emerged towards TAFE because of the volume of funding it had received.²¹

Administration

Head Office

In 1974 the Director of Technical Education, Wallace, had four senior officers in the Head Office to assist him: two Staff Inspectors, Phil Hack and Norm Pyle, an Inspector of Colleges, A.A. Mackenzie, and a Principal

Education Officer, Mike Csurhes. At this stage it was still a relatively unsophisticated organisation.²²

As Director, Wallace was responsible for the massive reorganisation of technical education and the plotting of new directions in the following years. To administer more effectively the increased resources and services fostered by Commonwealth funding, Wallace rapidly expanded the branch administrative structure. An important feature of this growth was that TAFE branch developed a support system independent of the one that served all of the other branches of the Department of Education. As a consequence, by the end of 1975, Wallace had twelve senior officers assisting him in the branch Head Office.

In 1975 Pyle, assisted by Mackenzie and Csurhes, established the first management courses for officers in senior positions in technical colleges and Head Office to strengthen their administrative skills.²³

On 1 January 1977, State Cabinet decided to implement an earlier Departmental policy proposal that Technical Education and Adult Education should be integrated to form the Technical and Further Education Branch (renamed, in 1980, the Division of Technical and Further Education). While some officers of Adult Education were initially apprehensive of the changes, a more extensive career path in the larger integrated organisation gave them access to a larger number of higher positions.²⁴

In June 1986, Wallace was appointed Special Adviser to the Director-General. Peter Tait, Deputy Director (Educational Services), served as Acting Director until November 1986 when John Swan was appointed Director. John Swan, B.Sc.Tech. (Ind.Chem.), prior to his appointment as Director, had been General Manager of Walker Limited and he brought with him extensive management skills. At the end of 1987, Swan had twenty-three senior officers assisting him in the Division's Head Office (see Appendix 5).

The TAFE administration system was restructured several times between 1975 and 1987. By 1981 the Division of TAFE had evolved into a sophisticated system with the following seven major support groups.

TAFE Curriculum Branch was responsible for the design and revision of all courses (except recreation courses) offered through colleges of TAFE in Queensland. The branch worked closely with community groups, including employees and employers from industry and commerce, professional associations, industry training committees, Board of Advanced Education, students (past and present), other educational institutions, the Industry and Commerce Training Commission and other government departments.

Resource Management Branch comprised a Buildings and Accommodation Section and the Management Services Section responsible for forward financial and demographic planning investigations.

Staffing and Services Branch comprised the Staff Recruitment and Transfers Section, Equipment Section and the Professional Development Section responsible for teacher preparation and staff development.

TAFE Operations Branch was composed of the Education Services Section, which provided a link between the TAFE Division Administration and colleges of TAFE, the Student Services Section and the Aboriginal and Islander TAFE Services Section.

The *State Resource Materials Centre* coordinated, planned and assisted the development of the resource collections and services in the Queensland TAFE system.

TAFE Promotions and Investigations Branch arranged all aspects of TAFE publicity and provided a direct professional support system to the Director of TAFE.

The *Central Administration Section* provided all of the clerical support to the Director and Head Office professional staff.²⁵

For a diagrammatic representation of the organisational structure of TAFE in 1981, see Figure 4.

Colleges

In 1984 the State Education Act was amended so that colleges could make available their facilities and services to the general community.

The system of individual college councils, which had administered technical colleges before Departmental control, did not survive Departmental takeovers, and was not a component of the administrative system up to 1987. Though a high degree of interaction between the college and special interest groups in the community continued to operate, this contributed little to the administrative activities of the college.²⁶

In some of its functions, TAFE Branch pursued a policy of decentralisation. From 1979 the majority of subjects, other than apprenticeship subjects, were assessed internally within the colleges, with the Curriculum and Evaluation Section evaluating in a supportive manner the assessment procedures used. In 1987 TAFE branch encouraged a greater degree of regional and college-based curriculum development²⁷, but this devolution did not extend to college administration.²⁸

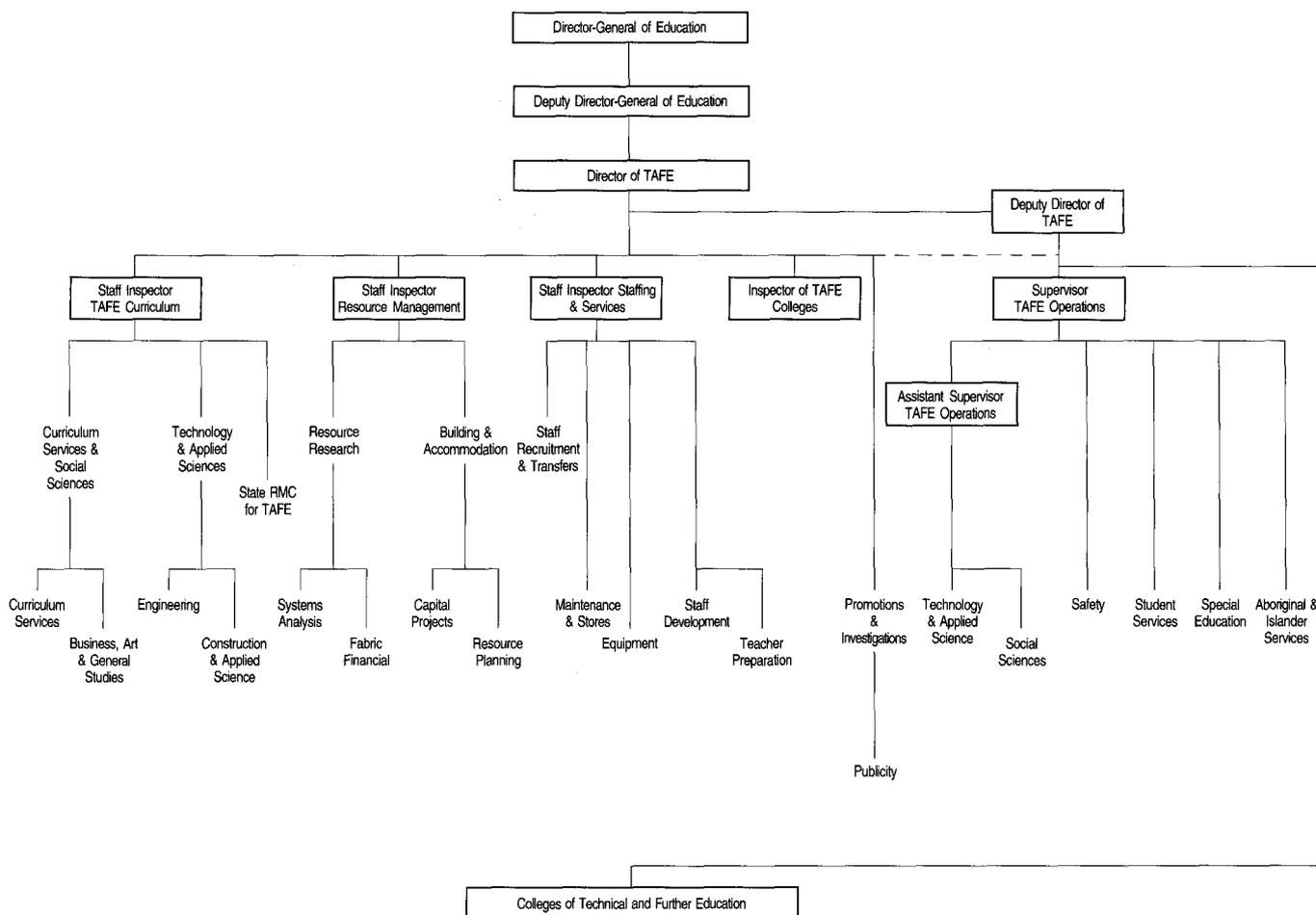
A professional staff

In 1975 a further development took place in teacher preparation for beginning teachers. The day release courses were replaced by a new scheme that led to the award of a Certificate in Teaching - Technical. This new scheme required beginning teachers to undertake an integrated course of study at three separate institutions:

- two full-time semesters at Mount Gravatt CAE;
- preparation for teaching, professional orientation and study skill development at the Technical Teacher Preparation Centre;
- teaching experiences at technical colleges for two semesters.

The first group of technical teachers to undertake this revised course valued the training received at the Technical Teacher Preparation Course, but were less

Figure 4: Organisational structure - Division of TAFE



Source: *TAFE Handbook*, 1982, p. 7

enthusiastic about the time spent at Mount Gravatt College. They felt that their college lecturers had difficulty in adjusting to technical teachers, who were much older than the other college students. Furthermore, they believed that their college lecturers had little experience of the day-to-day problems of teaching in technical colleges.²⁹ This perception was shared by Pyle and the staff of the TAFE Professional Development Section.³⁰

In 1978 the course was revised, and a Diploma of Teaching (TAFE) replaced the certificate award. In the following year, programs were developed so that the diploma could be offered externally in subsequent years to experienced teachers. In 1985 a revised course conducted jointly by Brisbane College of Advanced Education and the Division of TAFE enabled those who successfully completed the diploma course to enter Bachelor of Education and other degree courses.³¹

An analysis of the employment of female staff shows that, in 1974, female teachers filled 14 per cent of teaching positions in technical colleges. In 1984 this percentage had increased to 28 per cent of the total full-time teachers employed. By 1984 the most senior position occupied by a female in a college was the deputy principal of a business study college, and in 1985 the most senior female staff member in a branch of the Head Office occupied the position of principal education officer.³²

Expansion once more

While the loss of the institutes of technology in 1971 proved a massive setback to the Technical Education Branch, it was given little time for introspection because, within several years, the branch became involved in a period of rapid expansion of the remaining system of TAFE colleges and the introduction of new responsibilities. Much of this intense activity was triggered by the implementation of Kangan Report recommendations.

After the introduction of block release for apprentices in 1972, the branch established halls of residence to provide residential accommodation for country students attending block release courses. The first hall of residence was occupied in 1975 at the Maryborough Technical College.³³

In 1976 a State Resource Materials Centre (SRMC) for technical education was established to provide a centralised service to facilitate the acquisition, processing and production of learning resources for college RMCs. In those colleges where a permanent RMC did not already exist, the branch arranged temporary quarters until the building program could provide permanent RMCs. Some years elapsed before the branch was able to provide trained librarians for all of these centres. In the meantime, some centres were staffed on a temporary

basis by teachers who had been taught enough basic skills to keep the centres operating. An article in the press in 1980 claimed that staffing for RMCs was inadequate to provide even basic services, and that one important consequence was that money poured into colleges of TAFE for library equipment was wasted. The same article implied that the Public Service Board was tardy in approving appointments of the necessary personnel.³⁴

Also in 1976, the branch commenced a service to provide counselling and vocational guidance for technical education students. Furthermore, it established sections that were given the responsibility to promote the health and welfare of students and also to check safety standards and procedures.³⁵

In 1977 the Technical Education Branch completed the final stages of taking over the provision of further education, formerly Adult Education, and became TAFE Branch.

Adult Education had commenced in 1944 under the control of the Board of Adult Education responsible to the Minister for Education. The major aim of adult education was:

The provision of facilities throughout the State by which adults may increase their knowledge, their enjoyment of the arts, and their participation in the public and intellectual life of the community without duplicating the more formal instruction already provided by other bodies.

In carrying out this aim, the board adhered to two important principles. These were that all adult education should be free and that the requirements of country people should receive no less attention than those of city dwellers.³⁶

A major goal of the amalgamation was better use of resources - staff, equipment and buildings. The Supervisor of Adult Education subsequently became Supervisor TAFE operations, and district organisers of Adult Education were redesignated officers-in-charge, Extension Programs, and became officers of TAFE. Many of the courses continued to be offered at outside locations.³⁷

This amalgamation, 'a shot-gun wedding', did not proceed smoothly. In the first place, fees were charged for classes which, under Adult Education, had been free. An immediate public response was a drop in enrolments, which took two years to return to previous levels.³⁸ Furthermore, some Adult Education officers felt that not only did the integration diminish the existing contribution of adult education, but that it reduced their status, and deprived them of adequate facilities.³⁹ While there were some problems initially in meshing together the two sections, the major problems had been overcome within a few years, and further education was able to expand its services. The introduction of fees led to the introduction of courses not possible before because of costs.⁴⁰ The Board of Adult Education was replaced in 1989 by the Council of Adult and Community Based Education.

In 1986 the Division of TAFE used satellite communication with its direct access to AUSSAT through Q-Net. The network enabled people to participate in



John Swan, Director of the Division of TAFE, November 1986-December 1987



School of Electronic Media Studies, South Brisbane College of TAFE, 1986. Making the TAFE Q-NET series, 'Patron Care' for students in the hospitality industry, 1987Z

courses using two-way data, two-way voice, facsimile and computer-graphics transmission. Weekly programs covering staff development, sporting safety, trade and recreational skills, and small business were broadcast. The satellite was especially effective in giving media and technology students first-hand experience with the most modern facilities.⁴¹

Two more rural training schools were established in addition to those already in operation at Longreach and Emerald. The Lower Burdekin Rural Training School, established in 1976, specialised in tropical and sub-tropical farming, and the South Queensland Rural Training School at Dalby, established in 1979, specialised in dry land grain growing and associated activities. While these schools operated as autonomous institutions, they were classified as TAFE institutions for Commonwealth and State funding arrangements.⁴²

Other institutions that came under the same umbrella were the centres for continuing secondary education in the Brisbane metropolitan area, which

offer mainly evening subjects for adults, and the secondary correspondence school. While both of these are administered by the Division of Secondary Education⁴³, it is possible to trace their origins back to the Brisbane Technical College at the turn of the century.⁴⁴

During the early 1980s, a new scheme was introduced, which enabled students in some secondary schools to undertake TAFE courses in conjunction with their secondary school courses. When the senior colleges at Hervey Bay and Alexandra Hills opened in 1986 and 1987 respectively, they came under the administration of TAFE Branch. At these colleges, students were able to pursue TAFE courses, senior secondary courses (provided by Secondary Branch), or a combination of both of these. Provision was made in some courses for students to be credited with first-year apprenticeship college attendance.

In 1987 the Division of Technical and Further Education offered services through twenty-six colleges of TAFE, fourteen of which were located in country areas. Through its twenty-six colleges, which included fourteen multi-campus institutions, the division offered some 750 different vocational courses, with a range of award levels up to degree level.⁴⁵

Courses

Organisation of courses

In 1976 technical and further education courses were divided into six streams:

Stream 1 (Professional) comprised professional courses that led to professional status (including teacher education), or that enabled professionals to update their technology or to specialise. Growth in this area was determined by the number of places permitted by the Board of Advanced Education and available resources.

Stream 2 (Para-professional) comprised para-professional courses provided for those preparing to enter or progress within middle-level or technician occupations. The courses included a wide range of certificate courses, some special courses and short courses designed to enable para-professionals to update their technology or to specialise.

Stream 3 (Apprenticeship Trades) was divided into two groups. The first group, Group A, consisted of apprenticeship, pre-apprenticeship, and pre-employment courses in apprenticeship trades. These courses provided vocational and general education for apprentices. Group B consisted of post-trade and other courses for advanced skills of a non-technical nature, to provide opportunities for further development of skills acquired during apprenticeship, extension of the range of skills of tradespersons within and beyond their trade speciality, and acquisition of skills required for supervisory positions and for undertaking business ventures.

Stream 4 (Other Skilled) courses were provided for all other skilled trade and vocational courses relevant to basic principles, skills or knowledge, but not included in



Wyuna III, which the Port of Brisbane Authority officially handed over in 1984 to the South Brisbane College of TAFE Marine Section.



Computer-aided drafting, Mount Gravatt College of TAFE, 1986.

Stream 3. Included in this group are also short training courses in additional on-the-job skills.

Stream 5 (Preparatory and Secondary) comprised all courses that could be broadly described as preparatory (matriculation and diploma entrance courses), remedial (e.g. mathematics, English for Migrants) and courses with vocational orientation not classified elsewhere.

Stream 6 (Further Education) comprised all courses in home handicrafts, hobbies, self-expression and cultural appreciation, including language courses.⁴⁶



School of Graphic Arts, Kangaroo Point Technical College.



On-the-job training School of Tourism and Hospitality, Townsville College of TAFE, 1985.



Open pottery class, Kangaroo Point Technical College.

Diploma and certificate courses

The establishment of autonomous institutes of technology initially took almost all of the tertiary level courses from technical colleges. However, the colleges became increasingly involved once more with the provision of tertiary-level courses, generally those not supplied by the CAEs but in demand by industry. Most of these courses were at certificate level, and were approximately equivalent to one to two years' tertiary study level. However, some associate diploma, diploma, and associate certificate courses, equal to two to four years' tertiary level, were introduced. For example, in 1983, a diploma course in art/design was offered at Townsville TAFE, and associate diploma courses were offered in applied science at Mackay TAFE and in electrical and electronic engineering at Townsville TAFE. Entry to certificate courses was usually set at Year 10 level, while entry to associate diploma, diploma and associate certificate courses was usually Year 12 level.⁴⁷

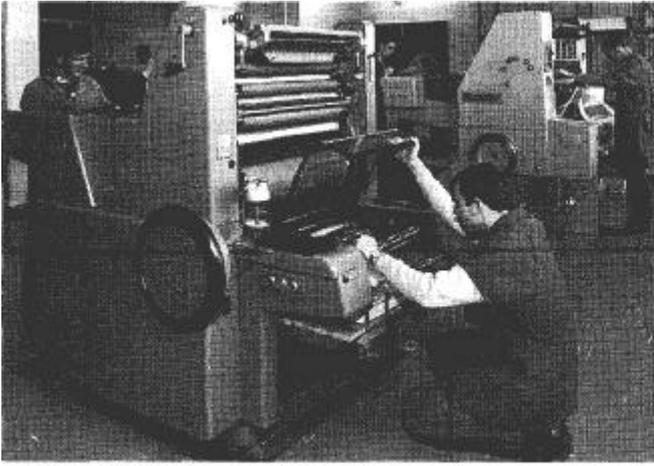
In 1985 the Queensland College of Art introduced the first degree course offered by a TAFE institution - a Bachelor of Arts in fine arts and design.⁴⁸

In 1987, as the result of an initiative of the Commonwealth Tertiary Education Commission that was designed to provide greater access to higher education, thirty student places were allocated at Cairns College of TAFE for students studying first-year programs from James Cook University. Twenty student places were allocated at Mackay College of TAFE for students studying the first year of a degree course from Capricornia Institute of Advanced Education. This scheme was subsequently expanded to other tertiary institutions and colleges of TAFE.⁴⁹

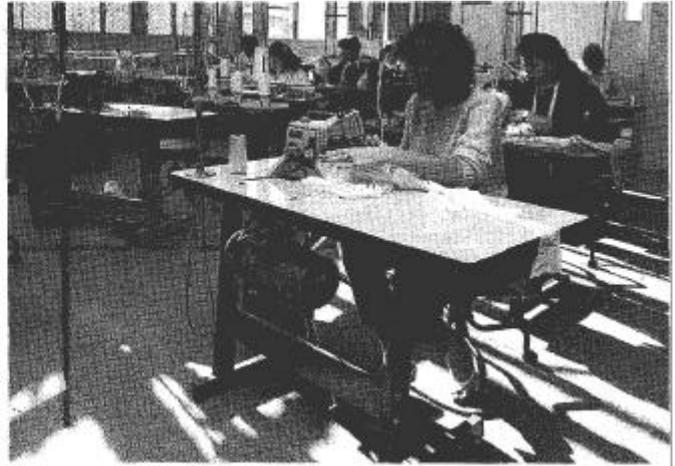
Apprenticeship training

Structural changes. In August 1976, the State Government instituted an inquiry into apprenticeship. The findings of this inquiry, the Anderson Report, accepted the existing tripartite administrative, educational and training system, for which the Apprenticeship Office provided the administration, the Technical Education Branch provided college instruction, and the employer provided on-the-job training.⁵⁰

Subsequently, the *Industry and Commerce Training Act 1979* replaced the Apprenticeship Executive with the Industry and Commerce Training Commission, which was given wider responsibilities. Included in its extended functions was the responsibility to keep under review the adequacy of training not only of apprentices but also of pre-apprenticeship, pre-vocational and adult trainees, trainee technicians, and other trainees. The Commission comprised a Commissioner, the Director of Technical Education and up to twelve members nominated by the Minister, representing in equal numbers employers and employees. Industry and commerce advisory committees replaced the group committees, and included employer and employee representatives in each committee. Locality advisory committees were re-established as regional advisory committees.



Students operating printing machines at a College of TAFE, 1986.



Fashion students using industrial sewing machines, Bundaberg College of TAFE, 1986.



A student gaining the horse's confidence at Brookfield Veterinary Centre, Brisbane.



Hairdressing students, Bundaberg College of TAFE, 1986.

While many of the apprenticeship training requirements of the 1964 Act were retained (for example, the system of minimum standards of entry for different trades and the various penalties), the new Act was more flexible in some of its provisions. The Commission could prescribe the periods of time for attendance at classes, and provide full-time pre-vocational training for any unskilled, semi-skilled or skilled occupation and full-time apprenticeship training in a trade as an alternative to the existing system. An advisory committee had the power to reduce the period of apprenticeship up to seven months for those apprentices who obtained an overall average of 75 per cent in annual examinations.

At the national level, the Australian Apprenticeship Advisory Committee was replaced in 1978 by the Commonwealth-State Apprenticeship Committee (COSAC), which helped the national coordination of apprenticeship programs. COSAC subsequently became the Commonwealth-State Training Advisory Committee.⁵¹

Attempts to solve old problems. One problem the apprenticeship system had faced since the establishment of the colony of Queensland was that the yearly intake of apprentices reflected the prevailing state of the economy, rather than the long-term need for skilled

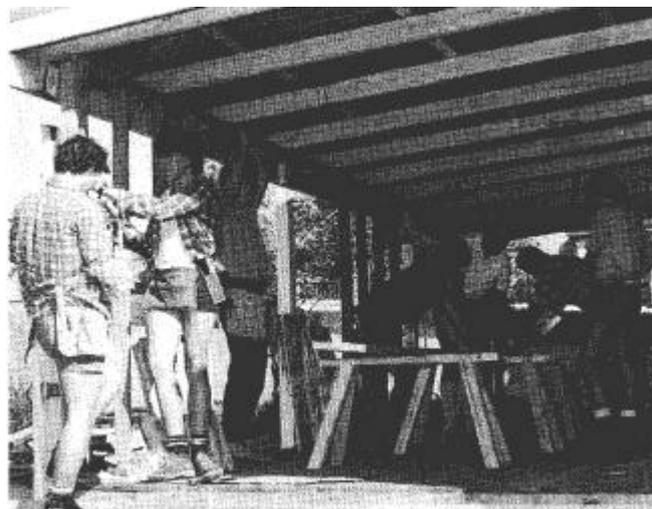
labour. Another more recent problem was that many employers found the extra expense of releasing apprentices for college training a financial burden.

To help overcome these problems, trade-based pre-vocational courses were introduced in 1977 for selected trades. Furthermore, TAFE Branch believed that such courses provided a more meaningful alternative to the senior secondary curriculum, which the branch thought had an excessive academic bias, and provided little encouragement to the average and below average performers.⁵²

The courses began on a pilot basis at Eagle Farm, Bundaberg and Cairns Colleges, and were subsequently extended to other colleges. This Queensland initiative was followed by other States.⁵³ The courses were designed to provide students with a general education, in addition to technical knowledge and skills relevant to a family of trades. Preference was given to students leaving at the end of Year 10 who had reached a set minimum standard. At the conclusion of the course, a student's technical skills in his or her chosen trade matched those of a student who had completed one year of apprenticeship.

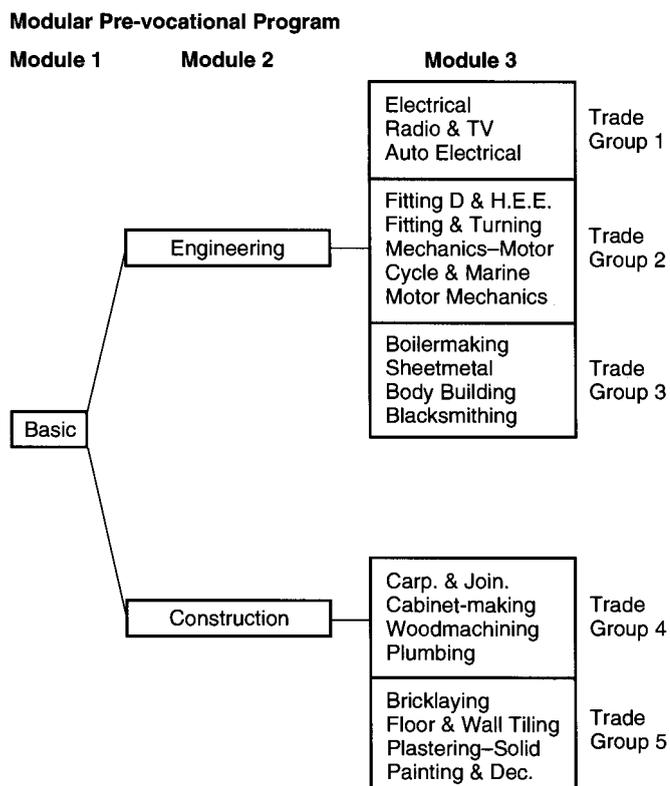
The first part of the course (Module 1) included communication skills, skills for living, health, practical calculations, and the study of metals and other materials

in common trade use, basic electricity, internal combustion engines, and drafting. Students were also taught the correct use of hand and machine tools. During this first module, students were given guidance to help them make future vocational choices. In Module 2 they followed a streamed program in either building or engineering, before the final module, during which they received all the tuition normally available to a first-year apprentice of a specified group of trades. At the successful conclusion of the courses (Module 3), students were exempted from the first year of college training and six months of a four-year apprenticeship. Employers were provided with apprentices already equipped with work experience.⁵⁴ (See Figure 5 for a diagrammatic representation of the pre-vocational engineering/ construction course.)



Students of Mount Gravatt TAFE convert a garage into an activities hall at Radford Special School, 1986.

Figure 5: Pre-vocational education



Source: TAFE pamphlet, 1980

The development of full-time pre-vocational courses was a significant commitment by the Government to the training of future tradespersons because the attendance time of a single pre-vocational student was the equivalent of that of five apprentices.⁵⁵

In the same year, 1977, the Commonwealth Government fostered the apprenticeship system by introducing a system of subsidies to employers with apprentices attending colleges full time, and living-away-from-home allowances for apprentices.⁵⁶ In 1983 other schemes were introduced, which reduced the period of apprenticeship and employer responsibility for training. These were accelerated trade courses in boilermaking, electrical fitting and/or mechanical fitting and turning, and the first full-time college apprenticeship course, which covered the area of dental prosthetics.⁵⁷

Out-of-trade apprenticeship programs. In 1980 Peter Burroughs, the Principal of Gold Coast TAFE and a former Adult Education Officer, in coordination with the Nerang Rotary Club, organised eighty-two apprentices in various building trades to build a house. By 1983, another house, a Girl Guides building and a residential duplex had been completed. This initiative was followed by other TAFE colleges. One such project was the restoration of two historic ships. These projects provided valuable trade training and, at the same time, very worthwhile community services.⁵⁸

Special programs

Assisted by Commonwealth funding, TAFE Branch provided special programs for disadvantaged groups. Special attention was given to those experiencing difficulties in obtaining employment. The following programs are some of the more important ones which were offered.

A program, Skills for Living and Working, was introduced in 1977. Devised to improve the employment prospects of unemployed young people, specially those who had recently left school, the course included recreational as well as vocational skills.⁵⁹

In 1978 TAFE Branch initiated adult literacy and numeracy programs to assist adults to remedy difficulties they had with basic literacy and numeracy skills. These programs included a network of volunteer honorary tutors throughout Queensland. Subsequently, special English courses were provided for migrants.⁶⁰

In 1984 TAFE introduced retraining programs, which aimed at retraining people for specific occupations faced with labour shortages. Under these programs, TAFE provided special courses for concrete workers, clothing machinists and hospitality workers, office workers and station hands. Another form of retraining was provided when personnel displaced by the closure of the General Motors Holden Acacia Ridge factory were given courses in employable skills.⁶¹

In past years, the range of apprenticeships open to females was very limited. Social attitudes, particularly attitudes of prospective employers, dictated that females



South Brisbane College of TAFE student takes part in an access course in non-traditional occupations for females.

should be excluded from such trades as motor mechanics, woodwork and metalwork. In 1981, for example, only 2 per cent of apprenticeships, excluding hairdressing, were undertaken by women. To facilitate entry of females into such trades and thus tap into a neglected human resource, a twelve-week vocational access course in non-traditional occupations for 15- to 25-year-old females was devised in 1984 and subsequently offered. Course content included life skills and communication, personal development, suitable theoretical studies, and practical experience in a range of trades. Furthermore, to encourage the acceptance of female apprentices, the Commonwealth Government offered financial incentives to employers.⁶²

Prior to 1977, the Board of Adult Education provided isolated programs for Aboriginals and Islanders. In

1977 and subsequent years, TAFE Branch expanded these programs and developed an administrative structure to handle them. The Branch organised the courses under three categories: vocational, bridging or access, personal enrichment. The first full-time course was offered in 1980 at Rockhampton TAFE College.⁶³

Students

In 1977 adult education enrolments were included in the annual statistics, and from that year to 1987 the presentation of statistics remained relatively constant. This enabled the following comparisons to be made.⁶⁴

The enrolment in Tertiary (Stream 1) of 683 in 1977 increased slightly to 888 by 1987. From 1978, females predominated in this stream, reaching 61 per cent of the total in 1987. Their numerical superiority was especially noticeable in full-time courses.

The enrolment in Sub Tertiary (Stream 2) of 7494 in 1977 rose sharply to reach 34 916 in 1987. Females, well outnumbered by men in 1977, had, by 1987, increased to 53 per cent of the total. Once more the female majority was more evident in full-time courses.

The enrolment in Apprenticeship (Stream 3a), which includes trade-based pre-vocational courses, showed only a slight increase. From 14 561 in 1977, it reached 16 945 in 1987, the highest enrolment, 18 715, being in 1982. Females constituted 7 per cent of the enrolment in 1977 and 15 per cent in 1987.

The enrolment in Advanced Trade (Stream 3b) of 2334 in 1977 dropped off slightly and did not reach the 1977 level once more until 1985, when it was 2498. In 1987 the enrolment was 2656. Female enrolment remained a small percentage of the total enrolments throughout, constituting 6 per cent in 1987.

The enrolment in Other Skilled (Stream 4), which was 8984 in 1977, rose rapidly to a high point of 56 067 in 1986, and dropped slightly to 47 983 in 1987. Females retained a very slight majority until 1987, when female enrolment dropped to 46 per cent.

The enrolment in Secondary - Secondary and Preparatory from 1984 (Stream 5) - of 4114 in 1977 rose to 15 895 in 1987, with females constituting slightly more than 50 per cent each year.

The enrolment in Recreational (Stream 6) rose from 36 549 in 1977 to 66 668 in 1987, with females constituting about 70 per cent of the total throughout the period.