

THE COMMUNITY COLLEGE CONCEPT IN TASMANIA:

A CASE STUDY

BY

*John*

MICHAEL J. FROST

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## ACKNOWLEDGEMENTS

The decision to research what amounts to a policy failure in education in a State with a long history of success in such matters may appear curious. However, failure in the development of educational policy, one suspects, is far more commonly, if less spectacularly, evident. In any case, if the process of analysis yields any kind of finding that will assist in the understanding of the problems encountered, it may also help avoid repetition of the same problems in the future.

My own experience as an HSC teacher at Alanvale Community College, involving as it did a direct encounter with the forces that shaped the concept, provided sufficient motivation to want to research the whole development. The actual process of research could only really be effected with the assistance of a number of people to whom I am sincerely grateful.

As an early "missionary" for the idea of community colleges, the Superintendent of Secondary Colleges, Mr K.J. Walker's comments and ideas were fundamental to an understanding of the way policy was shaped. Alf Crawford, the Principal of Alanvale through the community college phase, also provided invaluable information, particularly on the early emergence of ideas about the College's style of development. Brian Hortle, Principal of Rosny College, also provided valuable insights into the Division of Further Education's operations. Michael McLaughlin, Principal of Launceston College of Technical and Further Education provided an extensive array of information on how TAFE staff and the Staff Society viewed community

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## ABSTRACT

The study is an historically-based account of the development of Alanvale Community College, Launceston, Tasmania.

The decade from 1975 until the present represented a time of significant change for Tasmanian education, as new policies for post-compulsory education were shaped. At the heart of this development was the concept of the community college.

Alanvale Community College was to have been a prototype in this development. Planned initially as a Matriculation College for the Northern suburbs of Launceston, it incorporated into its early planning the notion of a broad-based educational initiative catering for graduating High School students, local community interest groups and technical college students. Its development was supported by a number of major educational inquiries, and endorsed politically by the State Government of the time.

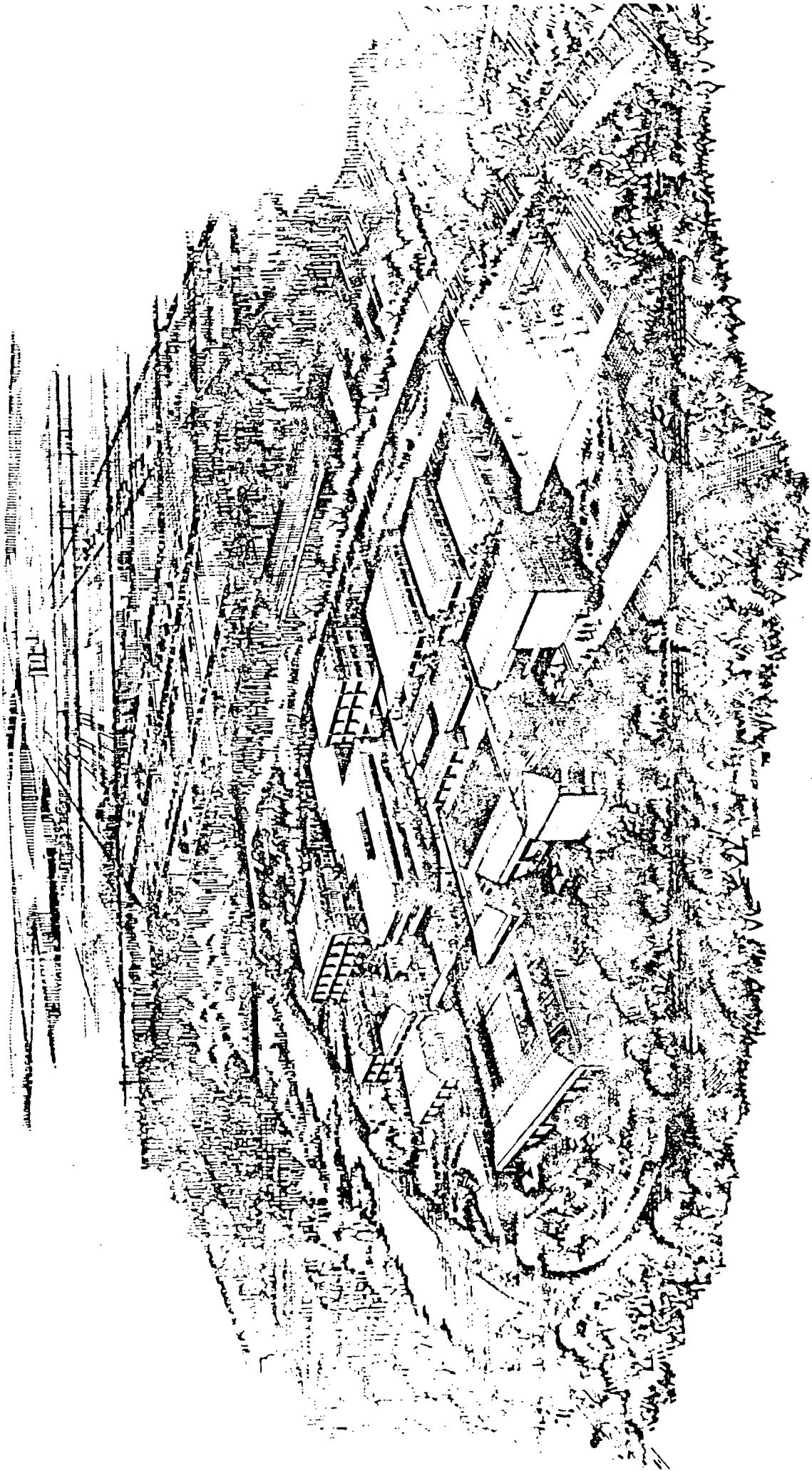
Despite the broad approval and support for the community college concept, it was abandoned after a relatively short period of time. The collapse of the initiative represents something unusual for Tasmanian education, which has tended to be characterized by educational innovation and successful policy implementation.

Alanvale Community College was used as a case-study to provide a descriptive and interpretive account of the forces that shaped the attempt to implement policy for the new colleges. It also provides historical evidence of the problems that were encountered in the attempt

to develop these colleges. In particular, the kinds of conflict of interest that are associated with organizational mergers are traced and identified. The study represents an attempt to provide a real-world instance of serious intra-organizational dysfunction. Its interpretive direction allows the delimitation of contributing causes to the abandonment of both Alanvale Community College and the policy initiative itself.

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# ALANVALE COLLEGE

Fig. 1 Projected Development of Alanvale College



## TERMINOLOGY AND ACRONYMS

AFTES	Association of Further Education Staff
CWP	Central Working Party
FE	Further Education
HSC	Higher School Certificate
LCC	Launceston Community College
NRCC	Northern Regional Co-ordinating Committee
SRCC	Southern Regional Co-ordinating Committee
TAFE	Technical and Further Education
TAFEC	Technical and Further Education Commission
TEC	Tertiary Education Commission
TEND	Tasmanian Education Next Decade Report
TISEC	Technical In-service Education Committee
TTCSS	Tasmanian Technical College Staff Society, also referred to as The Society and The Staff Society
TTF	Tasmanian Teachers Federation, also referred to as The Federation and The Teachers Federation

## CHAPTER 1

### A RESEARCH METHODOLOGY

The Division of Further Education, a new branch of the Education Department of Tasmania, was established on January 1, 1979. It brought together, for the first time, technical, senior secondary and adult education within the rubric of community colleges. Despite the fact that its creation had been recommended by no less than four major committees of enquiry, and had received strong backing from the Government of the day, it was to last less than four years before being abandoned by a political decision initiated by a new Liberal Government. During the period of its operation it generated an unprecedented surge of discord and friction among its organisational components and agencies. The first day-long stop-work meeting by a section of Tasmanian teachers in twenty years was one indication of the politicisation that occurred within the teaching service. This growth in industrial militancy was to have serious long-term implications for the industrial-relations style that had historically characterized teacher-union and Departmental negotiations.

The collapse of the Further Education initiative is all the more remarkable when compared with the record of innovative policy-making and successful implementation that had characterized much of Tasmania's recent past (see Corson, 1986: 6). From the establishment of Area-schools replacing the widely dispersed and educationally-limited local schools, to the adoption of the comprehensive High school, amalgamating academic and technical streams, the record of successful management of education change was clear. In particular the 1960's had witnessed the emergence of the Matriculation College system, where the last two years of secondary schooling were continued in a separate institution, which brought together the

...best qualified teachers and ...  
most promising students in the keenly  
stimulating environment that one central  
college could provide.

(*The Mercury* 24/8/1961)

Given the fact, then, that the Tasmanian educational system had hitherto shown a capacity to accept and adjust to change with success, it seems reasonable to assume that it should have adapted to the Further Education (FE) initiative just as well. The fact that it did not raises the immediate question as to why it did not.

#### A Rationale

The present study derives from the above question. Policy collapse is a relatively unusual occurrence in education, primarily because of the functional and operational characteristics unique to the educational institution. As a case in point, Australian educational organisations are bureaucratic by nature, and suffer the kinds of inertia problems that make resistance to rapid or large-scale change relatively common. When change occurs it tends to evolve gradually. It also tends to experience modification and adaption as disparate elements are brought together. Boyd (1983) identifies teacher resistance to change as being due to the nature of the job. Being faced with inadequate resources, threats to their authority, and uncertainties about the nature of their role, they develop coping strategies. These strategies, in turn, mean that any innovation is subject to a range of countervailing forces, where goals are modified, routines are established, priorities are developed and limits and constraints are imposed (Boyd, 1983: 19).

There is, as well, the fact that there is little incentive for

schools to change, given that they can avoid the free-market forces that shape the operations of most organisations. They are guaranteed an income, are protected from incursions from the wider society, have clear boundaries and their performance is not subject to ready measurement. (Owens and Steinhoff, 1976: 55-56).

In sum, then, educational institutions remain as conservative, bureaucratic, steady-state organisations which will adapt to change over time and largely at their own pace.

Nevertheless, as has been noted, Tasmania has experienced a history of successful adoption of new policies within the context of a fairly strongly centralised, bureaucratised and benevolently authoritarian system. The central issue thus became one of finding the reasons for the failed FE initiative. The justification for this should be axiomatic. If the range of contributing factors can be isolated, the task of future administrators contemplating change is made less fraught with danger.

At the same time the demise of the FE initiative has been relatively recent. The documentary evidence is still readily available, as indeed are the participants. While this is an advantage, there is some risk inherent in the analysis of a problem that generated significant interpersonal conflict. It will be seen that this has been accounted for as part of the research design.

As well, there have been only two research efforts in this field. Hocking, Burns and Hoult (1982) established a data base for monitoring the development of FE which went beyond the accumulation of statistical

data to include survey material on the attitudes and perceptions of the teachers and administrators involved. With the termination of the Division, the research program came to an end. Corson (1986) used a 'phenomenological' approach based on the perspectives of participants. He examined FE as an instance of holistic policy failure, placing it within the framework of the Popperian view that educational change is only likely to succeed if it is attempted in piecemeal fashion.

There has, thus, been no attempt to systematically order and re-examine the largely extant primary documentation that covers the brief history of the Division. With the exception of the two research endeavours cited, there has really been only widespread speculation attributing cause to the Division's untimely end. At no time has this been subjected to the scrutiny afforded by contemporary historical research strategies and methodology.

Finally, there are current moves in other states, to implement the kinds of changes that characterised Further Education in Tasmania. The TAFE/Schools Programs and Credentials Project (1985) represents an attempt to assess the extent of joint programs across Australia, with a view to

... examine the desirability and feasibility of developing joint TAFE/Schools courses and shared credentials, and the need for the reform of existing assessment and credentialing practices which inhibit participation in education or training by the common 15-19 year old age group.

(Jones and Krzemlonka, 1985: 1)

While there is a certain irony in the fact that Tasmania, ten years ago, was planning similar changes, the point remains that the Tasmanian experience of joint TAFE-Secondary College initiatives should provide

the kind of information necessary for successful development elsewhere. That experience, however, needs to be carefully detailed and interpreted.

The preceding points, then, provide the rationale for the present study. There are, however, constraints. In particular to avoid the problems likely to be encountered in a consideration of the whole Further Education system it was decided to restrict the scope of research to one college, Alanvale Community College. In this sense, then, the research project becomes fundamentally a case-study of the impact of Government policy and Education Department attempts to implement that policy on a single community college. This carries the technical advantage of providing a logical set of parameters within which the discussion can be focussed. The reality, however, is a little different in that it becomes very difficult to isolate what transpired within a single college from the mainstream of events that occurred within the Division of Further Education.

#### A Research Description

The present study sets out to trace the development of the community college concept from its earliest formulations to the ultimate disbanding of the Division of Further Education. In doing this it adopts the methodological framework offered by historical research techniques.

As a form of educational research, historical analyses are particularly appropriate where time emerges as a dependent variable, and where data can only be effectively ordered, and in turn interpreted, when it is structured chronologically. It differs from scientific

research in many ways, particularly in the fact that the control of variables is often very limited. Indeed if we accept Good's (1972: 3) description of scientific research as

... crucial experiments growing out of previous findings and performed with great precision, results subject to the closest scrutiny and alternative interpretations accepted or rejected in accordance with canons of scientific rigor, and finally, confirmed discovery inserted in a systematised lattice of already available knowledge...

then historical research, and particularly educational history, will be seen to suffer in comparison, in a number of ways. As well as lacking the rigors characteristic of experimental design, it relies for its meaningfulness on subjective collection, interpretation and evaluation of data, the generation of which tends to be discovered, rather than created, under controlled conditions. There is a range of additional problems that the historical educational researcher also encounters. Hypotheses are difficult to formulate, particularly if the characteristics of the data are relatively unknown. There is a constant problem with selective bias, where data is accepted or rejected on the basis of idiosyncratic leanings, and important variables may be overlooked. There are the concomitant problems with the data itself, making it necessary to maintain both external and internal forms of criticism in order to eliminate problems of validity, reliability and authenticity.

Even with these kinds of constraints, however, the inherent advantages of this research approach make it a valid exercise. Best (1981: 135) sees this process as seeking to:

... delimit a problem, formulate hypotheses, or raise questions to be answered, gather



and analyse primary data, test the hypotheses as consistent or inconsistent with the evidence and formulate generalisations and conclusions.

The outcomes of this style of research not only provide for the appreciation of past events, but allow the opportunity to avoid repeating errors and assist in predicting future trends. It becomes possible to attribute cause to events on the basis of probability. The process of piecing together evidence can reveal unanticipated yet significant patterns within the data that might otherwise go unnoticed using the more conventional empirical research methods.

A key element of historical research involves the collection of data. Under adequate experimental design circumstances, this should be primary research material, which normally includes the information that derives from the eye witness accounts of those present. This information is normally acquired from sources such as diaries, official documents, letters, newspapers, school records, recorded interviews and video material. There is the possibility of including secondary materials, though the criteria for accuracy and authenticity of data do not operate, and the possibility for distortion through interpretation by the secondary sources author becomes a distinct possibility.

The resources used in the present study were as follows:

- (a) Minutes of relevant working parties, conferences and regional committees of the Department and the Division of Further Education;
- (b) Official correspondence from the Minister for Education, Director-General and the Director of Further Education;
- (c) Published reports on FE, such as the *Further Education*

*in Tasmania* (1978) Report;

- (d) Press releases from the Minister;
- (e) Tasmanian Teachers Federation bulletins, notices and newsletters;
- (f) Minutes of the meetings of the TTF Council and Further Education Congress (1978-1982);
- (g) Selected bulletins from the Technical Colleges Staff Society (TTCSS or Staff Society);
- (h) Alanvale College archival material, including press cuttings, the College prospectus and the annual College magazine;
- (i) The TTF's periodical *Tasmanian Teacher*;
- (j) Feature articles, editorials and letters to the Editor of the Tasmanian daily newspapers, *The Examiner* and *The Mercury*;
- (k) Minutes of meetings of the Alanvale Staff Association, Alanvale College Council and various submissions made by the Alanvale staff.

As well two interviews were carried out with key personnel associated with Alanvale Community College; the Principal, Mr A.L. Crawford, and the Vice-Principal (TAFE) from 1979, Mr M. McLaughlin. Both interviews were unstructured and in the case of the Principal an aim was to accumulate evidence on the very early influences on the Alanvale Community College from the time of his appointment to the position. The interview with the TAFE Vice-Principal was similar in the sense that it sought background information to the TAFE and TTCSS roles that were played during the life of the Division.

A range of additional information was derived from informal and incidental discussions with a number of personnel involved at various levels, and at various times, in the FE system. Requesting even leading participants, however, to recall the operations of the Division after nearly four years seemed often to encourage an artificially smoothed version of events, particularly where the need for fine, historical detail was vital. There had also been some reluctance to participate in interviews in earlier research efforts (Hocking, Burns and Houlst, 1982). To extensively interview after a relatively short period of time seemed likely to risk data reliability and sampling validity.

In any case, it was felt that the wealth of extant primary documentation would provide a much more reliable array of data. This was to be further enhanced by a particular strategy, the use of a case-study technique, to focus sharply on a real Further Education structure: Alanvale Community College.

### The Case Study

While the case-study, as a research technique, has been used extensively in a variety of disciplines, particularly in the fields of medicine, psychiatry and clinical psychology, it is only relatively recently that its value for educational research has begun to be recognised. Drawing on the techniques of observational studies, the case-study

... aims to give a portrayal of a specific situation in such a way as to illuminate some more general principle.

(Nisbet and Watt, 1984: 74)

The case-study technique has increasingly attracted the interest of researchers as the limitations of formal, empirical research, particularly in respect of practical applications of research-generated theory, have become more obvious. The case study, by focussing on the life-cycle (or part of it) of a special unit, be it the study of a single school, or an aspect of a school or indeed of an entire state or regional education system, is dealing with a real-world phenomenon.

The strengths of the technique derive from this aspect. Perhaps one of the strongest features recognised by Adelman, Jenkins and Kemmis (1984: 101) is that the research can yield information that can be directly interpreted and put to use by the organisation itself. The fact that it is based on a real-world case means that it is perceived as real with the consequence that a wider audience is likely to understand and be able to take action on the basis of it. There is also the fact that, in yielding high levels of data, there is the possibility of picking up otherwise obscure patterns of influence that may otherwise have gone unnoticed. By being able to examine data 'in context', there is less likelihood of misinterpretation or of divorcing such data from its place within the framework of the social unit under study.

The case study technique also lends itself to a historical research methodology, in that the chronological examination of data over the part or whole life-span of the object of study is a common procedure for such detailed study. This has significant advantages in terms of allowing research effort in the collection of historical data to be restricted to a single case, rather than expending such effort over a more general field.

There is, however, a range of weaknesses associated with using case study approaches. The subjective risks associated with bias in the selection of data is one. The actual process of observation can itself suffer from perceptual distortions on the part of the experimenter. There is, also, the problem of a highly focussed study producing generalisable results that will have application elsewhere.

Nevertheless, amongst the proponents of case study research techniques, there seems agreement that such an approach has a place of importance. The increasing criticism of traditional research techniques and the growth in observational techniques (including participant observation, field studies and case studies) seems certain to assure the place of the latter. Indeed, Stenhouse (1980) argues that the predictive generalisations afforded by traditional scientific methods can be more than adequately matched by the retrospective generalisations that case study methodology can yield. The whole matter of case-studies is strongly endorsed by Bassey (1984: 121) who asserts that

If studies such as these (case studies) are carried out systematically and critically, if they are aimed at the improvement of education, if they are relateable and if by publication of the findings they extend the boundaries of existing knowledge, then they are valid forms of educational research.

#### ALANVALE COMMUNITY COLLEGE CASE STUDY

Alanvale Community College was chosen because it satisfied several important criteria that help validate the case study approach. The fact that this author was a teacher there for a period of six years, from 1977 to 1982, meant that a broad grasp of the history of the College

had been acquired as well as a detailed insight into the organisational characteristics of it. The time period importantly covered the crucial years of Alanvale's development as a community college. There are immense advantages to be derived from having such a working experience of a College's operations, particularly in making more likely the accurate interpretation of research data.

The fact that the writer had left the College at the end of 1982 meant that the subjective and idiosyncratic constraints on objective perception that accompany one's existence in an organisation are less likely to impinge. Hence one can look back on events rather more dispassionately and certainly with less emotion.

The College was, for a period in its early development, the prototype for later State-wide Community Colleges. While this prototype status was shortlived, the planning and development that went into it certainly provides a blueprint, against which other developments within the Division of Further Education can be contrasted. This planning meant that Alanvale Community College was consistently cited in most of the Departmental correspondence and publications even before the advent of the Division.

Finally, given these facts, the problem of access to primary resources was considerably facilitated allowing, as well, access to a range of archival material that under other circumstances might have been less forthcoming.

### Themes

Given that historical research tends to generate new possibilities as the process continues, by virtue of the outcomes of ordering and

arranging facts and evidence, it remains something of a problem to establish clear hypotheses at the beginning. This is particularly so when the precise nature of, and relationships between, variables remains largely unknown. Indeed, Good (1972: 3) identifies this process as one which is:

... an informal, sometimes illogical, and occasionally a disorderly appearing affair. It includes considerable floundering in the empirical world and is sometimes dignified by names like "pilot studies" and exploratory research.

In tracing the historical development of Alanvale Community College, the wealth of primary evidence available minimizes the risk of this. The process of attributing cause to events, or indeed, identifying the full range of contributing factors, is much more difficult. This derives from the complex array of possible variables which appear to have contributed to the collapse, as well as to the pattern of interplay amongst them. While it is not the purpose of this study to attribute cause to the failure of the community college system, hence escaping the kind of methodological problem identified above, there is a need to recognise broad trends that the data suggest that go toward providing an explanation for failure.

A series of broad themes have been identified which might suggest particular patterns of activity that are associated with both the problems Alanvale Community College experienced, and in a wider sense, the Division of Further Education. These are tentative and, indeed, could themselves form the basis of further research. They are:

1. At the college level the concept of community colleges was never fully or positively accepted at any time. This emerged in an enduring lack of commitment amongst major participants, whose

stake was vital to their success.

2. The strategy for change that was adopted by senior administrators was inappropriate, given the potential for organisational conflict evident at the earliest planning stages.
3. The extensive politicisation of the initiative, generated by intra-organisational conflict, acted as a significant contributor to operational dysfunction.
4. Planning did not take account of likely problems that the extensive research on organisational mergers has revealed. This may have led to instances of inappropriate choice for merging, as in the case of the decision to locate the Fitting and Machining facility at Alanvale as the first stage of integration.
5. Strategies derived from the inequitable distribution of power amongst the Division's agencies heightened the tensions amongst the latter, and were never seriously or effectively, countered.

#### CONCLUSION

The research design for the study of the community college concept in Tasmania incorporates the use of a case study within the context of a historical enquiry. That enquiry covers the events from the first, exploratory discussions through until the colleges were formally ended. The structural basis of the research involves a chronological treatment of events which, in turn, provides an infrastructure for the examination of factors considered significant in the collapse of the community college initiative.



A case study approach is adopted in order to provide tangible evidence for the illumination and clarification of more general instances and occurrences. It is not an exclusively descriptive study of a particular instance of community college phenomena. Rather, Alanvale Community College has been isolated to provide precisely that real world point of reference for more arbitrary and theoretical comment.

## CHAPTER 2

### THE COMMUNITY COLLEGE CONCEPT

The impetus for the development of community colleges in Tasmania appears to be linked with two seminal events of the early 1970's. The first of these was the Karmel Report (1973) which initiated the idea of education as a life-long experience, and carried with it the assumption that educational change would be necessary to provide for wider community-style clientele. Community education was already well established in the U.S.A., Canada and Great Britain, and was seen as a prime agent for implementing life-long educational opportunities. The possibilities for its adaptation to the Tasmanian scene would not, presumably, have gone unnoticed.

Secondly, Dennison (1974) produced a discussion paper for the Henderson *Commission of Enquiry into Poverty* titled

"The Community College Concept and Its Application to  
Post-Secondary Education in Australia".

Dennison, previously involved with the development of community colleges in British Columbia, identified the principal characteristics of these colleges: they were geared to community needs; offered a multi-faceted curriculum ranging from first and second year university courses through para-professional, trade and vocational programs to adult and remedial programs, with these services offered on a decentralised basis from a central campus, using a flexible program system (1974: 9). Indeed, Dennison, in recognising the advantages of a comprehensive post-secondary curriculum was to assert that community college:

Students range widely in age, in years  
away from formal education, in social and  
experiential background, in academic  
ability and performance, in ideals, hopes

and aspirations for the future (Dennison, 1974: 14).

That Dennison's paper had a significant impact on Tasmanian thinking was borne out by the then Director-General of Education in 1977 choosing surprisingly similar words to describe the proposed community college as an institution

... in which students of different ages,  
interests, aspirations, abilities, attitudes,  
cultural backgrounds and values participate  
in the life of the college as they will in  
life outside the college.

(Gough, 1977: 3)

Dennison's view was that, in Tasmania, the community colleges should be based on the College of Advanced Education, and incorporating technical colleges and possibly matriculation colleges. This approach was to be echoed in slightly modified form by Batt, the then Minister for Education, who was instrumental in creating the ground work for the community colleges, when he argued that:

The restructuring of tertiary education  
ought to provide for a number of multi-  
purpose institutions embracing universities,  
colleges and technical colleges.

(Batt, 1976: 13)

As if in anticipation of the future problems, Dennison also warned that the matriculation colleges would probably be unsuitable as multi-purpose community colleges because of their single-purpose function and perception by educationists and the wider community alike as senior-secondary schools. Indeed the *Karmel Committee on Post-Secondary Education in Tasmania* (1976) confirmed this when it argued that TAFE should become the major vehicle for expanding post secondary education (Karmel, 1976: 2). Historical events were to show that one of the significant points of conflict was to centre on whether TAFE or the secondary colleges were the senior partner in the development of the

community colleges.

### Community Colleges in the U.S.A., Canada and Great Britain

Once the initial seeds of a community college system were sown, the interest of senior educational administrators naturally turned to instances of such developments elsewhere in the world. This interest was by no means restricted to the Tasmanian situation. In 1975 the Australian Education Council called on the Federal Minister for Education to seek a meeting of the three Federal Education Commissions, with representatives from states interested in developing community colleges (Hill and Parkinson, 1978: 2). This meeting was subsequently to seek information from overseas. At the same time a number of senior educational administrators from Tasmania went overseas to investigate at first hand.

### U.S. Colleges

Community Colleges in the United States had evolved from earlier Junior colleges established across the country between 1900 and 1930, providing essentially the first two years of a college programme. By 1947, Government policy had shifted towards increasing the opportunity of higher education for all citizens, and had recommended a network of community colleges throughout the nation. Delker (1983: 4) suggests that:

These colleges were to have no tuition fees, serve as cultural centres for the community, offer continuing education for adults, emphasise civic responsibilities, be comprehensive, offer both technical and general education, co-ordinate their efforts with secondary schools and statewide systems of higher education and be locally controlled.

During the 1960's these colleges adopted an 'open door' policy

consistent with an effort to enable lower-ability and minority groups access to education. The notion of 'life-long' education was adopted in the 1970's, with a deliberate move toward occupational and technical education provisions in line with shifts in the employment structure as a result of socio-technological and broader economic changes.

By the late 1970's these American community colleges had expanded into multi-functional institutions offering the following:

1. College transfer courses (the traditional Junior College function).
2. Occupational and technical education courses covering, for instance, Nursing, Police Science, Banking, Fire Service and Aviation technology education.
3. Adult and continuing education.
4. Student services, providing counselling in curriculum choice.
5. Community Services linked with specific local community issues and projects.
6. Development Education, a kind of remedial education for facilitating the capacity to learn throughout life.

Administrative structures with a 'President' as chief-administrative officer and a range of heads-of-department such as 'Provost', 'Vice President for Academic Affairs' and 'Director of Continuing Education' were commonly established, with servicing provided by a permanent staff in each college.

#### Canadian Colleges

Three forms of the community college had emerged in Canada: the Colleges d'Enseignement General et Professionales in Quebec; Colleges for Applied Arts and Technology (CAAT) which had developed in Ontario;

and the Junior and Community Colleges of Western Canada. While the CAAT system provided a post-secondary alternative to non-university aspirants, it was basically geared to the provision of technical-type education, even to course offerings for the unemployed and for retraining schemes. This CAAT system was, however, somewhat restricted in its opportunity to provide more diverse community offerings, despite the fact that some programmes were adult-oriented.

However, the Western Canadian system appeared to conform much more to the conventional idea of community colleges, particularly the American model. While there was a variety of forms these colleges took, from the 'colleges without walls' of Saskatchewan to the comprehensive, multi-purpose institutions of British Columbia, their common aims included preparation for employment, university transfer courses, remedial and general education, community services and provision for part-time students. Their essential purpose was directed toward responsiveness to the community, to the point where in Saskatchewan, in particular, programs were offered on a local store-front basis, utilising local personnel, and operating on a very small administrative staff (Faris, 1974: 4; Hill and Parkinson, 1978: 13).

The British Columbian model, however, seemed to be favoured more in the community college's development in Tasmania. Dennison (1974) identified the following characteristics of them:

1. An open-door admission policy;
2. a multi-purpose curriculum, including transfer university courses, para-professional technology programs, vocational and trade programs, adult continuing education (including recreational, cultural and non-credit offerings) and remedial education;

3. decentralised college services, where facilities were spread through the community, usually around a central campus;
4. flexibility in opening-hours, attendance and time-tabling; and
5. teaching as a first priority.

The latter point is of interest because it formally states the need for effective teaching as a vital contribution to the operation of the colleges. Indeed, Dennison (1974: 6) asserted that:

Faculty members are required to be available to students in periods out of the classroom, while teaching loads are heavier than those found in the Universities.

An assertion of this kind was never formally made in Tasmania, and indeed the issue of 'pastoral care', where out-of-class contact occurred, was a source of conflict between technical college and secondary college teachers, the former tending to reject it as part of any teaching duties.

#### Colleges in the United Kingdom

Community Colleges in the U.K. were based originally on a village school model, where the nucleus of the college was the existing secondary school, and programmes were geared towards the provision of adult education programmes to communities isolated from major educational institutions. Traditionally these colleges provided a variety of facilities and course offerings including:

1. Infant nurseries and child-care facilities;
2. primary and/or secondary school education;
3. craft education;
4. domestic and agricultural study subjects;
5. meeting and classroom facilities;
6. recreation and sporting facilities; and



7. learning resource facilities;

(Hill and Parkinson, 1978: 1)

Mercer (1979: 32) aptly described these colleges as:

multi-purpose educational and leisure  
campuses, complete with schools, leisure  
facilities, shops and welfare centres.

Those using the community colleges included senior citizens who organised luncheon clubs, adolescent groups who ran discos and coffee clubs, regular day-time users and secondary-school students and those who wished to take advantage of the enhanced resources and facilities, such as the library.

The U.K. community colleges did differ significantly from their American and Western Canadian counterparts in that they were developed on very limited budgets, utilised existing facilities and resources and maintained a minimal administrative staffing structure. Seldom did the staffing complement go beyond a full-time adult-education tutor, a youth and community service tutor and ancillary service staff, with the Warden quite often being the existing school principal (Owen, 1977; Mercer, 1979). The remainder were appointed on a part-time basis and as a response to course offerings.

During the 1970's tertiary colleges also began to emerge in the U.K.. Although structurally they were new educational organisations, they, in effect, combined the operations of sixth form colleges with those of the colleges of further education. They represented an extension of the idea of comprehensive education into the 16-19 year age bracket. As a result programs ranged from GCE "O" and "A" level courses, to paraprofessional and trade courses through to work experience and off-the-job training (Jones and Miles, 1979: 13).

## THE COMMUNITY COLLEGE IN TASMANIA

The Community College model that was to evolve in Tasmania probably most resembled the West Canadian type in form and function. Certainly the three major reports, beginning with Karmel's (1976) *Committee on Post Secondary Education in Tasmania*, confirmed the idea of single, regional, multi-level institutions, fully staffed with an appropriate administrative structure, assuming responsibility for all post-secondary education in the region. The earlier Karmel report of 1973 had already established new broad concepts about education that were to have a significant effect on future developments. In particular the recognition that education should be considered a life-long experience, with access being available at any point, was to be an essential characteristic of this educational development. Elsewhere in Australia, a number of key reports, particularly the Partridge Committee's *Post-Secondary Education in Western Australia* (1976), recognised the need to revitalise technical education. The comparatively long history of neglect of this aspect of education, as well as the perceived need to respond to the changes of the technological revolution of the 1970's, meant that Technical and Further Education would enjoy boom times, with significant increases in Commonwealth funding leading to massive building and refurbishing programs. TAFE in Tasmania was to be no less a participant in this revitalisation, a fact which was to have an enormous impact on, amongst other things, the professionalisation of TAFE teachers.

It seems also that the political climate at the time was highly appropriate to the development of community colleges. The long-standing Labor government had fostered a sense of stability and responsibility, its own perceived conservatism allowing minor change to pass with little

public comment. Thus the earliest developments toward community colleges drew little political opposition and virtually no public comment. It is highly probable that the educationally inclined politicians saw, in those early days, significant political mileage to be made. Such a favourable political climate being present did not explain, however, why three major reports, and a Departmental blue-print were considered necessary for the successful implementation of the necessary changes.

### The Karmel Report

The *Committee on Post Secondary Education in Tasmania* set up to enquire into the 'promotion, development and co-ordination of post-secondary education in Tasmania' heralded the first moves that were to culminate in the establishment of further education (Karmel, 1976: 1). In part it noted that the Tasmanian Education Department had begun to work towards a greater:

... integration of the work of Technical Colleges and Matriculation Colleges in certain locations ... [and] ... to explore the proposition that the resulting integrated institution would become, in effect, a community college.

(Karmel, 1976: 52)

The Committee envisaged a Community College as a multi-level, multi-course arrangement where the combined resources of TAFE, Adult Education and Matriculation Colleges would be integrated in such a way as to provide an organisation which was responsible to community needs, being able to provide a range of part-time and full-time vocationally oriented and academically directed courses in accordance with the unique educational demands of a particular locality. The latter reflected the more general moves toward decentralisation by the Education Department and the enhanced role of Regional Offices in providing education services. The Committee urged that such structures be

flexible in organisation, in arrangement of facilities and in their use of resources in order to be better able to respond to community needs. To further guarantee their responsiveness to community needs, the Committee also suggested the establishment of college councils. As well it saw these community colleges as playing a role that would be complementary to wider tertiary education services.

The Karmel Committee based its recommendations for integrated community colleges on the fact that:

1. They would facilitate more efficient use of educational resources within post-secondary education.
2. They would better provide educational services for the non-metropolitan areas of the State.
3. They would increase the level of participation in post-secondary education.
4. They would provide an enriched educational offering in terms of courses and programs.

One aspect of the Committee's findings is particularly noteworthy in-so-far as it probably had crucial significance for the long-term viability of FE. The report stated that

The Committee believes that the role of the existing TAFE system in Tasmania should be broadened to enable TAFE to become a major vehicle for expanding post-secondary educational opportunities.

(Karmel, 1976: 2)

However, while the Committee clearly recognised that TAFE would provide the administrative structure and modus operandi for developing community colleges, it was not prepared to support the creation of a separate department of TAFE, as was to occur in other States

in Australia. It justified this in terms of Tasmania's size, the additional cost, the duplication of administrative mechanisms and facilities and the already evident moves toward integrating TAFE and Matriculation Colleges that might be made more difficult under two separate organisations (Karmel, 1976: 78).

A committee under the chairmanship of H.E. Cosgrove, was established essentially to implement the recommendations of the Karmel Committee (1976). The *Planning Committee Report on Post Secondary Education* (1976), although primarily concerned with the provision of tertiary education services in the State, also envisaged an expanded role for TAFE within the re-organisation proposals of the Karmel Committee (1976).

The *Enquiry into the Structure of Industry and the Employment Situation in Tasmania*, chaired by Callaghan (1977) commenting on the shortage of skilled labour in Tasmania, suggested that a contributing factor was a general inadequacy in the educational system, particularly in the area of TAFE (Callaghan, 1977: 64). The inquiry also noted the low level of retention into senior secondary schooling for both years 11 and 12 and for students aged 17 to 22 enrolled in TAFE in Tasmania.

#### The Kearney Report

In June, 1977, the then Minister for Education appointed a working party, chaired by D.A. Kearney to:

... enquire into and made recommendations  
about certain matters relating to tertiary  
education in Tasmania.

(Kearney, 1978: 11)

In particular the terms of reference specified an examination

of organisational and administrative arrangements for technical and further education and recommendations for changes deemed desirable. Submissions were invited from a wide range of interest groups, and the final report itself utilised a number of inquiries that had been commissioned in other States dealing with the same broad issues.

The Kearney Report confirmed in its recommendations much of what had been proposed in the earlier Karmel Report on *Post Secondary Education in Tasmania* (1976). In particular it endorsed the desirability of strengthening the links between technical and matriculation colleges into integrated operations (1978: 31). It also supported the development of Community Colleges, citing the Education Department's submission which perceived these as being an integration of the functions of senior secondary and technical colleges into a single, multi-level institution based on policies which incorporated:

... community involvement, response to community needs, open entry, provision of counselling services, flexible attendance patterns diverse and comprehensive educational programs and liaison with manpower and employment agencies.

(Kearney, 1978: 31)

The Report was also significant in that it recommended a radical restructuring of post-secondary education for the State. In particular it suggested the creation of a Further Education Authority comprising existing secondary colleges, technical colleges and Adult education, and separated from the existing Education Department as a new, autonomous department. As if anticipating a future source of conflict, the Report did not

... consider that the secondary colleges should become part of the existing TAFE sector, but that both should become part of the new Further Education Authority.

(Kearney, 1978: 32)

In justifying this new department the Kearney Report cited a wealth of evidence from the Partridge Report (1976) which accentuated the inherent differences between technical and further education and the primary and secondary sectors, primarily in terms of the characteristics of students, courses offered and the nature of the teachers involved (Kearney, 1978: 37). The Report also made significant reference to the Jackson Report advising on *Policies for Manufacturing Industry* (1975), the Gilmour Report on an *Inquiry into Technical Education in the A.C.T.* (1974), and the Western Australian Post Secondary Education Commission *Report on the Future of Technical Education in Western Australia* (1977), all of which recommended separate TAFE divisions in their respective States. It also noted that the Tasmanian Education Department was the only body to argue against such separation, on the grounds that it would hamper the moves toward integration, that it had already demonstrated its ability to respond to the special needs of TAFE, and that it would lead to duplication of support services. It also cited the findings of the Karmel Committee (1976) in respect of a separate division. The Kearney Report in fact devoted several pages of its report to refuting these arguments, concluding with the recommendations that a Further Education Authority be created, under a Director of Further Education, and that the Authority have direct line of authority to the Minister for Education. It went on to list the proposed powers and duties of the Authority, the composition of the Authority, a system of appointment and promotion of staff, and relevant conditions of service.

The Kearney Report also recommended the establishment of three, regional, single, multi-level, multi-campus institutions: a North-Western Community College; a Northern College of Further Education; and a Southern College of Further Education (Kearney, 1978: 34-36). Each of these was

to be served by Regional Councils, comprising members from the local community and from the staff of the institutions involved, and functioning in such a way as to oversee course offerings, necessary staffing, provision of appropriate facilities, assessment and accreditation of courses. Further, they were to be funded on the basis of their own annual budget, covering courses conducted, appointment of ancillary staff, meeting the costs of administration, maintenance of buildings and rental costs associated with use of appropriate buildings.

In summary, the Report envisaged a system of three Regional Colleges of Further Education encompassing and co-ordinating existing TAFE, HSC and Adult Education Colleges, under direct Ministerial control through a Director of Further Education, with regional governance devolving upon Regional Councils of Further Education, the whole to be under a Further Education Authority.

#### The T.E.N.D. Report

The *Tasmanian Education Next Decade* report was published in June, 1978. Under the chairmanship of W.F. Connell, it had been given the task of trying

... to determine the present state of education in Tasmania and the trends that have been developing in it ... and to make judgements and recommendations about desirable future developments in the light of ... the investigations.

(Connell, 1978: 3)

Chapter Five of the Report, titled "16-20" and ranked fourth in order of priority for desirable trends in educational development, it identified a fundamental need to provide for an:

... appropriate educational structure for secondary level post-year 10 work, and



adequate provision of courses in vocational and general education.

(Ibid, 1978: 9)

In its recommendations for such a structure, the *Tend Report* rejected the Kearney (1978) recommendation for a separate authority governing post-secondary education. Indeed it argued that the shift of TAFE into the tertiary education sector, following wider national initiatives in this direction, was inappropriate. Instead it proposed a fully integrated model where:

... students studying vocational and general education [would] be brought together within the one institution.

(Connell, 1978: 78)

The rationale for the proposed merger lay in the opportunities students would derive from a variety of courses, assisted by the creation of a two-year curriculum for the general body of students which would embrace academic, vocational training and community education. It also saw likely benefits accruing from the mix of staff and students that such an organisation would foster, as well as the economics of operation that would derive from the rationalization of resources.

In arguing for such a post-secondary re-organisation, the *Tend Report* cited the low retention rate of students beyond grade 10, suggesting that the reasons for this were a composite of inappropriate parental attitudes to further education, the lack of adequate facilities outside the major metropolitan regions, and the perceived irrelevance of the curriculum for many students (TEND, 1978: 72). It was critical of the secondary colleges for their continued orientation towards matriculation, which for many students failed to adequately prepare them for vocations. It was also critical of technical colleges, not only for their poor

design and lack of adequate facilities, but because their central goal was perceived as being still closely linked with the outmoded apprenticeship system. In this sense, both secondary colleges and technical colleges were seen as offering too restricted a program to encourage students to continue beyond grade 10.

In highlighting the problems experienced by the technical colleges, the TEND Report also touched on a number of sensitive issues that later contributed to the Staff Society's withdrawal of support for the Division of Further Education. In particular it suggested that the pattern of trade-training was largely out of date, inflexible and had shown a tendency to adapt slowly to technological change. It suggested that this was partly a function of the lack of appropriate and adequate training of trade teachers, as well as the limited opportunities provided for practical work by virtue of unsatisfactory design of buildings, workshop facilities and inadequate tools and machines, as well as the largely inappropriate curriculum (*Tend*, 1978: 77).

#### Further Education Established

A ministerial press release on 1st august, 1978 indicated that the government had agreed to:

... widen and strengthen the role and function  
of technical and further education, to be known  
in future simply as further education.

(Holgate, 1978: 1)

In particular the statement accepted both the Kearney (1978) and TEND (1978) recommendations to develop community colleges as multi-level institutions with two main levels, these being upper-secondary and TAFE. The latter structural feature represented a significant departure from both of the earlier reports in that it retained separate

identities for both TAFE and secondary colleges within the new community colleges. In this decision to maintain separate identities were sown the seeds for the future sequence of events that were to culminate in the abandonment of further education.

In outlining the machinery by which government policy would be implemented, the press release outlined the creation of both a State Council for Further Education, to advise on the development and operation of the further education system, and the pending appointment of a Director of Further Education, who would

... play a major role in the development of community colleges and the participation of existing secondary and technical colleges in that development.

(Holgate, 1978: 4)

As well it was proposed to appoint three regional superintendents of Further Education to assist in this development. No mention was made, in the statement, of an earlier decision (10th June, 1978) to establish a working party to determine:

... how the developments and amalgamations would take place in the community colleges.

(*The Mercury*, 10/6/1978: 1)

However, the press statement did note that the State Council for Further Education would:

... produce policy guidelines ... determine long-term needs in each of the State's three administrative regions; and advise on the broad priorities for budget preparation...

(Holgate, 1978: 2)

The apparent ambiguity in the roles to be performed by these two bodies was generally ignored at the time, though it represented one of

first instances of confused decision-making that was subsequently to dog the new Division of Further Education.

The proposed location of FE, within the existing administrative structure of the Education Department, ignored one of the crucial tenets of the Kearney recommendations: the creation of a separate authority to administer and develop Further Education. The Minister sought to justify this only in terms of the Government's weighing of the complex arguments that the previous Reports had generated and deciding that there were stronger arguments for retaining the administration within the Department (Holgate, 1978: 2). It seems that the decision was mainly influenced by the Education Department's own opposition to a separate authority (see Kearney, 1978: 43-44) as well as by the Tasmanian Teachers' Federation's claim that Tasmania could not afford a second Education Department (*The Mercury* 10/6/1978: 10). This decision was crucial to the success, or otherwise, of Further Education, and will be detailed subsequently.

The press release also confirmed the appointment of a Director of North-West Community Education and a North-West Council for Community Education. In a press release some days earlier, on 26th July, 1978, the Minister had detailed the proposals for expanding the tertiary educational offerings on the North-West coast, primarily through the development of community colleges based on existing educational structures. The press release was significant in that it revealed, for the first time, the Government's perception of community colleges as offering:

1. As wide a range as possible of tertiary courses;
2. as wide a range as possible of vocational courses, including

those leading to trade, post trade and middle-level qualifications, and incorporating initial preparation, refresher and retraining programs;

3. as wide a range as possible of higher school certificate courses;
4. remedial and second chance education which provides the opportunity to acquire qualifications which are found relevant in adult life;
5. to give effect to the principle of "open access" by the provision, where appropriate, of bridging or remedial courses, and of advice and counselling, so that any person in their region, no matter how lacking in preliminary educational qualifications, may be directed to a course of study which will lead, subject to normal progression requirements, to a desired goal;
6. special courses designed to overcome particular educational deficiencies;
7. counselling on careers and employment; and
8. transfer courses in collaboration with other institutions.

(Holgate, 1978: 9)

This view of the proposed community colleges, with their concomitant and inherent right of autonomy to develop in response to the needs of their local clientele, attracted little criticism. The mechanism for delivering the concept, however remained unspecified. Pragmatism was taking second place to idealism.

#### Further Education in Tasmania

The report *Further Education in Tasmania* (Scott, 1978) was released on the 22nd December, 1978, and represented the culmination of the efforts of the Working Parties originally set up to determine arrange-

ments for a Division of Further Education. It confirmed, in detail, the Minister's August press release, and went on to specify details of the new Community Colleges which were to form the back-bone of Further Education.

The Community Colleges were to be:

1. Multi-level institutions, with secondary and TAFE providing major levels, and other levels emerging in response to local needs;
2. multi-campus operations;
3. responsible for a defined geographical area;
4. attuned to the need for careful avoidance of or duplication of facilities and to enable rationalisation of resources where possible.

(Scott, 1978: 5-6)

The Report's primary task was to provide a plan of action encompassing changes deemed necessary for the community colleges and, with them, Further Education to operate. Two factors that were to be critical to the viability of Further Education in the long term were linked with the proposed method of implementation of government policy. The first of these referred to the expressed preference of the working parties for:

... an evolutionary approach to the development of community colleges.

(Scott, 1978: 11)

This was justified in terms of the recognised differences between current institutions as they moved toward the community college type of operation. The report did propose a timetable for development,

beginning with Alanvale Community College and Launceston Community College and extending to a 'Community of Colleges' concept for Hobart sometime in the 1980's pending the development of a Claremont Community College in the northern suburbs of Hobart.

The second factor, related to structural changes necessary for the creation of Further Education, reflected a somewhat similar view of an open-ended timetable. The report in fact asserted that:

... changes in administrative structure are not required at present in the technical, secondary or adult education units of the Division of Further Education in order to develop the community college concept.

(Scott, 1978: 17)

At the same time, the report identified a range of issues that would need consideration. While these addressed issues relating to a structure for overseeing changes in courses and certification, they also listed a series of factors under 'conditions of service' which were ultimately to create significant focal points for conflict and disharmony. These 'conditions of service' issues included

1. The matter of tenure;
2. maintenance of the existing salaries classification;
3. hours of duty;
4. promotion procedures, including the composition of committees governing the classification of promotable positions, as well as those controlling recommendations and appeals.

Because the conditions of service varied between HSC and TAFE staff at the outset, HSC teachers were able to focus their general unease about the amalgamation with TAFE and Adult Education staff onto

specific issues. It is not surprising that the subsequent difficulties the Division of Further Education experienced were almost exclusively manifested in conditions of service concerns. The preferred policy of 'evolutionary' implementation, of course, did not help.

The *Further Education in Tasmania* report then went on to provide a list of recommendations. Key ones included

1. The Division of Further Education to begin operations from the 1st January, 1979;
2. regional Further Education Co-ordinating Committees be established, to be chaired by respective Regional Superintendents of Further Education;
3. TAFE and HSC staff with tenured status transfer to the same positions in FE;
4. the preparation of a single budget for FE for the 1979-80 financial year;
5. a new system of certification be developed;
6. the setting up of an appropriate body to advise on the provision of courses and certificates;
7. the administrative instructions governing hours of duty, tenure and other conditions of service be the subject of on-going negotiations between service organisations and the Education Department;
8. a general review of the Education Regulations with appropriate modifications for Further Education.

(Scott, 1978: 43-48)

#### SUMMARY

In its submission to the Kearney Report, the Education Department



appears to come the closest at any time to expressing its desired model for the Community College. It delineated it thus:

The concept of the Community College includes such policies as community involvement, response to community needs, open entry, provision of counselling services, flexible attendance patterns, diverse and comprehensive educational programs and liaison with manpower and employment agencies ... Community Colleges ... offer a larger range of vocational, adult education, refresher and retraining courses ... providing the most extensive post-school opportunities for young people, while maximising the use of all available resources ... in a single multi-level institution.

(Kearney, 1978: 31)

The parallels with the United States and the Western Canadian Community College model are significant at least in structural terms, while the references to 'community involvement' and 'response to community needs' bespeak a certain British influence. As well, as the Division got underway there were additional influences. The British tertiary colleges were the subject of several investigative study tours by Tasmanian educationists. Conceptualisation of the model was one thing; creating a real-world operation was to be a different proposition altogether.

## CHAPTER 3

THE CONCEPT APPLIED - ALANVALE 1974-1978

The dream is that Alanvale ... will become a community college in the fullest sense of the term, with mature students mingling with matriculation students during the day and using school facilities for other activities out of school hours.

(*The Examiner*, 13/3/1976: 13)

With the appointment of the principal in 1974, the planning began for what was, in its earliest formulation, a matriculation college with a difference. Like the recently built Rosny College, a purpose-built 'new generation' college in the northern suburbs of Launceston seemed a good idea at the time.

The principal, A.L. Crawford, was appointed in May, 1974 and the foundation stone for the new college was laid in April of the same year. His earliest ideas about a community college were shaped by the information in the professional literature that was increasingly focussing on the concept of community education. The community colleges in the U.K. were being extensively written up, and one in particular, Countesthorpe College in Leicestershire was seen to offer the best possibilities for adaption to the Alanvale situation (Crawford, 13/8/85). The fact that it was a community college based on the local senior high school, without a TAFE component, may have been influential in shaping Alanvale's subsequent development (Walker, 1985).<sup>1</sup>

Countesthorpe had been written up in detail, and Crawford had written to the principal seeking information about the College's programs, in particular those designed for community use.

As well, during 1974, the principal began to formulate an appropriate model based on the recognised needs of the local community. Initially contact was made with the local community leaders: the warden of Lilydale, the leader of the local YMCA for instance, in order to pinpoint needs. The idea of establishing a local library within the Alanvale campus was mooted, the possibility for a gymnasium, again to serve the community as well as regular students, was canvassed. A Parent Executive was also established with the influx of the first students, its design anticipating a full-scale Community College Council at a later date.

The College opened in 1975 under fairly adverse conditions, since the building program was only partly complete. Despite operating under such conditions, the academic performance of the first students was exemplary, and led to a part of Alanvale's enduring ethos: academic excellence. The Principal claimed that despite the problems posed by the unfinished building 'morale remained generally high and results were excellent with better than an eighty per cent pass rate being attained' (Crawford, 1976: 4).

By 1976, with the building fully developed, the work towards a community college continued. One of the vice-principals visited South Australia, where indeed Crawford had gone some years earlier, to investigate the ideas associated with 'open education'. The first community courses were offered during that year - a 'sewing circle', actually run by a history teacher, a leather-work course, 'Geology for Potters' and typing and shorthand refresher courses were developed. Most of the teachers and instructors for these courses acted in a voluntary capacity, and on occasions students from one year returned as

course instructors the following year.

The College was officially opened by the Premier of Tasmania, W. Nielson, on the 2nd July, 1976, who amongst other things said:

... Alanvale would be developed as a true community college - possibly unique in Australia. Its concept embraced all people over 16 who wanted to improve their learning experiences.

( *The Examiner* 3/7/1976: 1)

At the same time, the Premier gave official sanction to the planned building of a new technical college, to be located near Alanvale and which would be integrated with both Alanvale and the proposed Maritime College. It is unlikely that many, in the official gathering for that day, could anticipate the sorry road ahead, particularly after hearing the Principal's speech detailing the academic awards that the College accrued for 1975. However, just a month before the opening, Crawford had outlined the steps that had been taken towards integration with the Technical College and had warned that the biggest obstacle would be the teachers' attitudes and their general fear of amalgamation. (Crawford, 3/6/1976: 5).

#### Government Policy Takes Shape

Alanvale's future role as a community college was subsequently spelled out in the Director-General of Education, Athol Gough's *Community Colleges in Tasmania* (1977) monograph. Circulated to all College personnel, it represented the first direct statement by the Department on how it viewed the future for the institutions that had already been the subject of several reports. It was also hailed as a statement of philosophy, in the sense that it commented, in general terms, on the aims of the new community colleges, the rationale for their creation and the anticipated planning sequence.

Alanvale attracted individual attention essentially because, having undergone development of a first phase as a secondary college, key decisions had to be made about subsequent development. Leaning heavily on the recommendations of the Karmel *Committee on Post-Secondary Education in Tasmania* (1976), the Department saw Alanvale, in some ways, as an ideal vehicle for developing the community college concept, rather than simply allowing the proliferation of another 'Matriculation College'.

More particularly, Alanvale's location in the northern suburbs of Launceston, adjacent to the educational complex centred on the Tasmanian College of Advanced Education, the newly-planned Maritime College and the existing Brooks High School suggested an ideal opportunity to develop a college which had the capacity to contribute to this educational community in a practical and purposeful way. Beyond this, the site advantages of Alanvale, in terms of extensive, available space, meant that building was not a problem. Of crucial importance too, was the fact that the Launceston Technical College's antiquated buildings and physical facilities meant that either redevelopment or relocation was a matter of urgency. The fact that some planning about Technical college co-operation in providing courses for students at the Maritime College had taken place, meant that relocation on the Alanvale site would facilitate this style of endeavour (Gough, 1977: 7).

Subsequently, work was undertaken from a *Policy and Planning Committee* and a *Briefing and Design Committee* set up to produce a design brief which provided

... design architects with the background information, planning philosophy and functional statements necessary for the

design of the College.

(Gough, 1977: 8)

Mention was also made of the need for an appropriate administrative structure, that structure to reflect the needs of a single institution, with a single college council and principal serving the needs of its surrounding community. No further specific detail was made, beyond the assurance that:

Since some of the subjects and courses provided in the college are currently being provided at either Alanvale College or Launceston Technical College, the staffing structure has been developed to enable the protection of the status and rights of individual teachers and students during the transition.

(Gough, 1977: 8)

#### Issues of Concern

Although the Director-General's paper *Community Colleges in Tasmania* had, as its intention, the clarification of Government and Education Department policy on, not just community colleges in general, but specifically Alanvale Community College, it nevertheless succeeded in generating immediate concern amongst the latter's staff. Some issues of concern were to provide the background for enduring points of conflict between the department and teaching staff and between technical college and secondary college staff. In particular they included the following:

1. An exhortation to staff to achieve the educational aspirations of the Community College by showing ability, willingness and enthusiasm for the task;
2. a stated recognition that Alanvale Community College should be a single institution, with an administrative structure reflecting

such unity;

3. a recognition of duplication of courses between Alanvale and Launceston Technical College, despite which the status and rights of individual teachers during transition would be protected;
4. a failure to propose a single Promotions Committee, despite providing for the same conditions of service in other ways;
5. a clear statement that Alanvale (and Claremont Community College) would be thoroughly evaluated as to their effectiveness before any commitment to future community colleges.

The reasons for apprehension derived, not from the substance of the above assertions, but from the historical context in which they were made. Since the setting up of both the TEND and Kearney Committees in 1976, rumour of the purported activities of those committees had infiltrated the Alanvale College in particular, creating uncertainty and apprehension. Despite the fact that the Director-General's policy statement was partly in response to this climate of uncertainty, the fact that it was couched in only the most general terms did not do much to remove uncertainty.

What was, in retrospect, to be even more unfortunate was that one of the most clearly specified directives, that relating to

... a Promotions Committee which for some positions may operate as a single Committee and for others as two subcommittees.

(Gough, 1977: 9)

was seen as an issue of profound significance, and indeed was to be the source of significant union agitation. A single promotions committee was seen by HSC staff as crucial to an equitable and representative



administrative hierarchy. On the other hand, Technical College staff saw it as a means by which HSC staff could take a disproportionate share of promotional opportunities, essentially by virtue of their perceived superior, general educational qualifications and teaching experience.

That the senior administration of the department anticipated problems in implementing policy could only be gauged from the tone of the general exhortations to focus on the significant developments... collectively and to engage in professional discussion and co-operation:

... from which the most appropriate,  
relevant and educationally desirable  
colleges might emerge.

(Gough, 1977: 11)

Broad appeals to the strong professional qualities of the teachers involved to work together for the attainment of the community colleges were, unhappily, not enough to overcome the already growing rivalry, competition and antagonism that began to cloud even the earliest efforts toward a community college. Subsequent developments at Alanvale were to confirm this.

#### Jobs or General Studies

In response to the general thrust of the document *Community Colleges in Tasmania* (1977), an in-service seminar was run in early December, 1977 at Alanvale College. Titled "Jobs or General Studies - Whither Alanvale" (De Salis, 1977), the program was aimed at creating an appropriate set of conditions for increasing the range of educational offerings beyond the traditional matriculation curriculum. To this end it employed the services of Dr E. Davis from the Curriculum Development Centre in Canberra who directed the course of the seminar,

as well as acting as a 'facilitator'. While Davis appeared to see his task as creating the conditions for engaging in a curriculum development exercise, it is not as certain that Alanvale staff saw the exercise in quite the same terms. The central issue related to an expansion of the curriculum into vocationally oriented education.

One of the main papers delivered, titled "Pre-Vocational Education-- a New Approach to Human Development at Alanvale College" challenged what was seen as the traditional role of matriculation college teachers: the provision of a liberal arts education. This form of education was defined as

... one which transmits culture through the medium of traditional, organised disciplines ... [producing] ... an ability to think and an understanding of concepts, as well as knowledge, which enables its recipients to cope with practically any of the demands of the world of work.

(De Salis, 1977: 19)

The paper then argued that this approach was no longer necessarily appropriate because:

1. Two thirds of students did not proceed to tertiary education;
2. it did not make provision for attainment of skills necessary for immediate post-school employment;
3. it was not appropriate for less academic students;
4. it was not helping to modify the impact of growing youth employment.

The paper then went on to propose a particular blueprint for a pre-vocational program, to be run in parallel with existing but traditional courses, and to be staffed and funded by a submission for

an \$80,000 Innovations Grant from the Australian School's Commission.

The response of staff was lukewarm, despite the fact that significant effort had gone into the planning of this pre-vocational program, including canvassing the opinions of local employers on their preferences for pre-vocational skills amongst school leavers. The chairman, a senior master in the college, in summing up could scarcely find a favourable comment for the proposal. Instead he identified what were presumably commonly shared concerns, expressed in the following terms:

We need to be committed, unanimous. We also face the problem that people don't get career awareness until they have started a career. Talking theoretically to students doesn't achieve very much. Moreover, it may not in fact be possible to run a general education program at the same time as pre-vocational training.

(De Salis, 1977: 33)

Indeed, as the seminar progressed, both a fairly strong rejection of the pre-vocational proposal as well as of general curriculum development away from the traditional liberal-arts area occurred. One teacher perhaps summed this up best of all when stating the fact that:

We are organised as an HSC institution, and changes to cope with this sort of course will have to be made. Perhaps these changes will be impossible.

(Ibid, 1977: 35)

#### Implications for Alanvale Community College

The fact that nothing beyond a token pre-vocational program was developed at the College in the following year was perhaps partly due to the Australian Schools Commission's rejection of the submission, as well as to the negative attitudes shared by the staff as reflected in

their comments.

The implications were much more serious, however, for the proposed Community College. The Director-General in his *Community Colleges in Tasmania* paper, had targeted the following educational programs for the post Grade 10 student body:

1. Secondary to tertiary transfer courses;
2. exploratory courses leading to further study or employment;
3. vocational courses leading to employment;
4. compensatory and retraining programs for adults;
5. recreational and general interest learning opportunities in response to community needs.

(Gough, 1977: 3-4)

The staff of what was to become a community college from 1st January, 1980, with twelve months to go, still perceived their institutionalised role as linked exclusively with 1 above. Subsequent events were to show that those attitudes did not change markedly during the period of Further Education.

#### The Kearney Report and Alanvale Community College

A final draft of the Kearney Report became available in March, 1978, and had an immediate and significant impact. Earlier concerns deriving from the implications of the *Community Colleges in Tasmania* document for Alanvale were now compounded and were probably used to reinforce any new fears that were to emerge.

A meeting of Alanvale staff and the Minister for Education Mr Holgate, held on the 14th April, 1978, generated a range of early

concerns that were to emerge again and again. These concerns were expressed in the following terms:

1. The Tasmanian Teachers Federation had not initially been represented on the committee, while a senior member of the Tasmanian Technical College Staff Society, Mr J.E. Dineley had;
2. the Kearney Committee was considered "... incompetent to deliberate upon Grades 11 and 12 ..." (Alanvale Staff circular 1978: 1);
3. lack of an opportunity for debate prior to writing the report, particularly by Secondary College teachers;
4. criticism of the research technique, noting that the Kearney report '... misses various other reports and other secondary material, tailoring quotations to fit its one-sided aims'.  
(Alanvale Staff Circular, 1978: 1);
5. broad opposition to the notion of College Councils with managerial powers and to regional councils and a state council on the grounds that  
  
Power will float upwards to an extraneous group of bureaucrats and certain selected 'members of the public';  
  
(Alanvale Staff Circular, 1978)
6. opposition to a separate department of Further Education, on the grounds that the Report had not sufficiently justified this proposal, and that where this had occurred in other States there were now financial concerns being expressed;
7. rejection of the costing of the Report's proposals;
8. concern that the Report's proposals, if implemented, would lead to a significant down-grading of the role performed by the Secondary Colleges;
9. expressed concern at the proposed elimination of the Schools Board of Tasmania as an agency

of certification for post-grade 10 education.

Specific questions asked of the Minister included the following:

10. do you believe that moving automotive trades and apprenticeship courses to this site constitutes a genuine process of integration and broadening of educational opportunity?
11. are you aware that some parents have told us they will not send their children to Alanvale if it ceases to be a Matriculation College or becomes dominated by TAFE, and no longer has an autonomous academic area?

(Alanvale Staff Circular, 1978: 2)

Also raised in the meeting was the issue of staff integration, with the point being made that the potential for a less than optimum outcome could be reasonably anticipated when personnel with different qualifications and different salary structures were 'integrated'.

The concerns thus ranged from genuine and legitimate interest in the educational possibilities generated by the *Kearney Report* to assertions about the dire consequences of integration for secondary college teachers.

What is significant, however, is that the line of questioning undertaken did in no sense generate the expression of positive sentiments about the Kearney proposals. In particular the educational benefits that were evident, given the educational climate that was developing around the need for vocationally-oriented programs to counter the big rise in youth unemployment, were almost totally neglected or overlooked.

The reasons for this collective, negative view of the *Kearney Report* appear to be directly linked with the lack of representation on

the Kearney Working Party of both the TTF and a Secondary College person. In these terms, the grievance was legitimate, since the proposals anticipated significant changes for Secondary College teachers, yet they had been denied direct representation. The Federation had moved quickly to publicly identify this weakness in the Report, and had provided a focal point for the range of common grievances that emerged in the above meeting with the Minister.

#### The TTF and the Kearney Report

In a document titled *Working Party Report on Tertiary Education* (1978), the Tasmanian Teachers Federation outlined its general concern with the *Kearney Report*. In general terms it identified the following as points on which it took issue with the Report:

1. The proposed separate authority for Further Education;
2. the concept of tertiary education being applied to all post-grade 10 education;
3. the proposed rationalisation of educational offerings on the North-West Coast;
4. concern that funds would be inappropriately allocated and be diverted from more pressing areas of education;
5. with the creation of a separate authority, a duplication of educational services in curriculum and research.

While these more general criticisms could lead the way to healthy educational debate, there remained an implied if unintentional suggestion in the document that was to have far more serious implications both for the wider Further Education initiative as well as for Alanvale College's own development as a Community College. Under a subheading

"Concern for Technical Education" the following comments were made:

Another cause of the weakness of Technical Education has come from the staffing and the lack of support services in this area. Instructors have normally been recruited without any teacher training and although they may be very competent in their particular field, they lack the knowledge and experience to teach the subject.

(Tasmanian Teachers Federation, 1978: 2)

By making this kind of claim public, the TTF was, unwittingly perhaps, legitimising one of the perceived key differences between secondary college and TAFE staff. Historically, Matriculation College staff had been recruited on the basis of strong academic qualifications, in order to facilitate the kind of pre-tertiary teaching that the colleges were almost exclusively concerned with. The fostering of what could be construed as an elitist form of education had guaranteed a high level of job satisfaction, as well as carrying with it a range of intrinsic rewards that were closely linked with academic performance and success. Teachers showed a vital interest in the HSC examination results, their educational status within the college being in part at least confirmed by this ready measure of teaching effectiveness.

Thus the underlying concern that the Kearney Report generated was that this tradition of teaching for academic excellence might very well be destroyed as a result of amalgamating TAFE and Secondary Colleges. TAFE courses were seen as lacking academic rigor, the teachers as untrained technicians capable of little more than routine instruction, the students as accessories in a third-grade operation. By publicly stating this as the TTF had done, was not only to provide a convenient labelling device to be used by Secondary College teachers for their TAFE counterparts, but was to provide for the latter, public recognition of their inferior status. The fact that this came at a time when TAFE



teachers Australia-wide were undergoing fairly rapid professionalisation was not to help close the perceived gap. What was even more damaging in the long term, was that increasingly negative stereotypes were generated by both groups that would ultimately seriously hamper genuine attempts to make the Division of Further Education a workable proposition.

#### The TEND Report and Alanvale

The TEND Report was released on the 9th June, 1978, citing the Director-General's (1977: 79) view of Community Colleges, and went on to justify the integration of TAFE and Matriculation Colleges in the following terms:

... the divorce between vocational and general education that the separation of institutions represents is in our view educationally unsound and has led to the narrowing of vocational education, and to the impoverishment of general education.

(Connell, 1978: 79)

While Alanvale staff might have been less than enthusiastic with this effective rebuttal of their earlier reluctance to embrace pre-vocational curriculum development, the fact that the TEND Committee had argued strongly against a separate authority was welcomed by them. It was not endorsed by TAFE personnel generally, who had previously argued for such a development, and as recently as April of 1978, the National President of the TAFE Teachers Association had said that

... his organisation supported the recommendations of the Kearney Report ... [and] ... a separate authority for further education was an important first step.

( *The Mercury* 25/4/1978: 3)

The Ministerial press release that accompanied the release of the

report did have some direct relevance to developments at Alanvale. In particular the Minister promised to immediately implement key recommendations including the appointment of a Principal for Alanvale in 1979

... to enable it to begin operation as  
a Community College in 1980.

( *The Examiner* 10/6/1978: 2)

There were also some more general implications stemming from the Minister's statement. They related to the preferred procedure for attaining integration, and were encompassed in the following policy recommendations that were to be immediately implemented.

1. A small committee be immediately established on Community Colleges to determine the developments and amalgamations to take place;
2. that each Community College work out the details of the curriculum best suited to the needs and interests of its community;
3. a substantial public relations program be used to give the community an opportunity to study and discuss education in community colleges;
4. that in-service study groups be formed from among technical and secondary college staff and interested members of the community to explore the educational possibilities of community colleges;
5. a working party to determine how the developments and amalgamations would take place in the community colleges.

( *The Examiner* 10/6/1978)

These recommendations constituted a crucial point in the development of community colleges, because it established the style of administrative decision-making that characterised Further Education. This style attempted to involve as many as possible who were to be affected by the

integration in crucial decision-making. Although a noble enough intention, it failed to foresee any of the problems that organisational integration of this style could generate. The fact that no clear administrative framework or implementation-of-policy procedure was developed either at this point, or later probably compounded the issue. Certainly Alanvale's experience at either curriculum development or establishing in-service study groups as proposed never seriously altered the traditional operation of the college.

#### The Ministerial Statement on Further Education

The Minister for Education, Mr Holgate, in a press statement on 1st August, 1978 signalled the Government's formal commitment to community colleges and the Further Education initiative. The community colleges model recognised by the Government were to be ones that would develop as

... multi-level institutions having two main levels, upper secondary and TAFE, which will support other levels as required, such as greater opportunities for adult education.

(Holgate, 1978: 1)

The Minister also outlined the structural and organisational arrangements that would characterise Further Education, as well as detailing several decisions which were to have important repercussions for the whole initiative as well as for the operations of the community colleges. The latter included

1. A rejection of a separate authority or department to operate Further Education;
2. the creation of a State Council for Further Education;
3. the creation of new positions of Director of Further Education and three regional Superintendents;

4. special initiatives for Further Education on the North-West coast.

As with earlier policy disclosures, widespread enthusiasm for the development of Further Education was generally not forthcoming. A newspaper editorial noted that

Some teachers are not so sure ... [about the proposals] ..., but it does appear that the principle behind the moves has the general support of most educators.

(*The Mercury* 3/8/1978: 4)

Within four days of the press release the Tasmanian Technical Colleges Staff Society had walked out of a meeting with the Minister, claiming that they had sought

... clarification on some of the changes in technical and further education announced ... and were subjected to a tirade in which he accused us of being political thugs.

(Dean, 5/8/1978: 1)

The Minister went on to publicly accuse the Staff Society of attempting political blackmail and criticised the president of it for not publicly supporting the Government's Further Education initiative (*The Mercury* 7/8/1978). The public slanging match was to last almost a fortnight, with the Society threatening strike action at one point, although this was resolved with the intervention of the Premier. The Technical College Staff Society generally drew adverse criticism. The Examiner, in an editorial suggested that

It appears that the Society wants answers to four questions. If so, what are the questions? Are they to do with achieving excellence in technical education or preserving bureaucratic expires? Surely the Society can do better than talk about industrial action at a time when technical education is achieving the sort of recognition it has been struggling for over many years.

(*The Examiner* 8/8/1978: 6)

Concerns were also expressed amongst Secondary College teachers. Hellyer College teachers in Burnie for instance, expressed concern publicly over an item in the Ministerial statement about the limited role that North-West Secondary Colleges could play, and the fact that they could be downgraded (*The Examiner* 2/8/1978: 1). In other instances what were presumably Secondary College teachers engaged in a 'Letters to the Editor' exercise, using disclaimers like 'Not ALL teachers', which again publicly confirmed antagonism between TAFE and College Staff on the amalgamation proposal.

By the 12th August, 1978 the dispute had been resolved although Minister Holgate had admitted that there was

... some confusion over the concept of  
Community Colleges ... [and that] ...  
some degree of suspicion had been  
generated by competition rather than  
co-operation in some areas.

(*The Examiner* 10/8/1978: 1)

For the TTCSS this confusion appeared to relate to a lack of clarity over lines of authority and access to the Minister for Education, administrative arrangements that appeared to prejudice the maintenance of power amongst Society members and would lead to disadvantages for them in open competition with matriculation teachers for promotable positions.

While the previous dispute may have appeared to be resolved on the surface, undercurrents were still at work. At a meeting called by the Minister to seek "Agreement on matters which ... can give immediate assurance to teachers in Secondary and Technical Colleges" (*TTF Bulletin*, 18/8/1978) the respective presidents of the Federation and the Society could not give assurances that they would work harmoniously toward settling matters of difference, despite the fact that the Senior

Administrators considered the public expression of this assurance crucial for a proposed Ministerial statement.

The Ministerial statement that was issued on the 18/9/1978 was addressed to the "Staff of the Division of Further Education". It confirmed the decisions of the 1/8/1978 press release, and went on to detail construction proposals for further education. It also attempted to defuse the grievances particularly expressed by the Society in guaranteeing direct access to the Director-General and to the Director of Further Education for staff. In a spirit of optimism that totally belied the emerging counter-productive forces of the Federation and Society he asserted that

... a new concept of education for our senior students and adults is being introduced. In this process Tasmania has a chance to lead the nation. A strong united education system is a necessary pre-requisite for the task. The changes in further education that have occurred provide a proper organisational framework in which all staff can work co-operatively to solve the undeniably difficult problems ahead.

(Holgate, 18/9/1978: 3)

#### The Alanvale Perception

The Ministerial statement of the 18/9/1978 had guaranteed a starting date for technical and further education facilities costing \$5.55 million for late 1978. This confirmed that it was now inevitable that there would be a technical facility on site in the not too distant future. The impact of this on the organisational climate was to further harden an emerging collective view that the traditional function of the college would be progressively threatened. Holgate's exhortations for a 'strong, united education system' were interpreted and evaluated in negative terms.

Stereotypes couched in an emerging vernacular began to appear - 'techies' were Technical College teachers, gross generalisations about their educational training, teaching expertise and educational 'philosophy' were made, and where limited contact occurred between 'matric' teachers and 'techies' the experience tended to be evaluated negatively.

Throughout 1978 there had been a range of visits from those with an interest in the development of the Community College at Alanvale. These included senior administrators from the Education Department, as well as members of the Executive of the Federation and, on one occasion, a delegation of Technical College Staff Society executive members. In general, the public message delivered at such meetings was one of enthusiastic support for a significant educational policy shift. The Alanvale College staff seemed, however, to look for the hidden agenda in such meetings. Thus the Staff Society mission was interpreted variously as a fifth column attempt to 'get to know the enemy', or as a public display of the Union's purported positive attitude, while its real intentions were known to be hostile. Questions raised at most of these meetings were, by and large negatively couched, focussing on perceived weaknesses and problems. At times they revealed a suggestion of hostility. For instance, questions asked at a meeting with the Minister in 1978 included the following:

What sums of money are likely to be lost  
if "side-by-side" Colleges are adopted  
instead of integrated Community Colleges?: and

Do you consider that it is legitimate, in  
improving Technical (sic) education, to  
disadvantage other areas? (i.e. to  
subordinate non-technical education to it)?

(Alanvale Staff Circular, 1978)

The general opposition to an integrated Alanvale was shaped

significantly because of the presence on campus of key Federation members, including the Northern-Vice President, some of whom appeared to hold views that were generally fairly strongly prejudiced against the Staff Society, and had probably derived from the latter's split from the Federation a decade earlier. The HSC staff complement also included a number who had experienced job dislocation when the Launceston Teacher's College became the Northern Division of the Tasmanian College of Advanced Education. They could speak graphically of their own experiences of 'integration', the fact that they had lost positions providing compelling evidence for what could befall Alanvale staff if the 'techies' gained the ascendancy.

#### CONCLUSION

A Central Working Party, and three Regional Working Parties were set up by the Department on 3rd October, 1978

... to assist decision-making in the Division of Further Education during the period in which the Division's Senior Staff is being appointed and the Council for Further Education is being established.

(Mitchell, 3/10/1978: 1)

The Regional Working Parties, consisting of representatives of Unions, senior administration, technical and secondary colleges and adult education, were charged with responding to Central Working Party papers, as well as with bringing appropriate matters to the attention of the CWP. The Central Working Party itself was given the task of addressing the full range of issues associated with establishing the division, including conditions of service, curriculum, financial arrangements and amendments to regulations. It was to provide a report to the Director-General by 31st December, 1978.

The Working Party met for the first time on 4th October, 1978 and



met on twelve occasions. While its primary task was to produce the report *Further Education in Tasmania* there were several quite incidental outcomes which were to have a noted impact on Further Education.

The meetings provided a forum in which those who were to become both protagonists and antagonists in FE first encountered each other. Predictably this centred on the Federation and the Society. Interestingly, the two union representatives were invited to prepare a position paper on "Conditions of Service" ( *CWP Minutes* 4/10/1978: 3). By the second meeting they had prepared separate papers!

At subsequent meetings the following issues were raised. All were to re-emerge as significant points of conflict, at both the local college level and in the wider Division of Further Education.

1. A central system of promotions, including interviewing and appeals committees;
2. the mechanism for and restraints on the allocation of funds from Commonwealth and State sources;
3. the design of a new and appropriate administrative structure;
4. the matter of an appropriate salary structure.

Other matters that suggested problems for integration included titles for vice-principals, responsibility for pastoral care of students and the issue of a common timetable. However, it was the issue of a promotions and appeals committee that appeared to generate most dissension both within the regional and central working parties. Final recommendations reflected a compromise that, in effect maintained the status quo in respect of the Federation and Society's representation on the committee. Responsibility for secondary college and TAFE appointments was now,

however, in part dependent upon the casting vote of the chairman. This led to the inclusion of a minority report by the Staff Society in the final draft. That final report, *Further Education in Tasmania* was released on the 22nd December, 1978. The Division of Further Education was to become operational from the 1st January, 1979.

## CHAPTER 4

THE CONCEPT APPLIED - STRUCTURE AND OPERATIONS 1979-1982

Perhaps a top-level administrative decision stating acceptable conditions of service, financial arrangements and other matters of industrial concern will be the only way out. Whatever is done it will be many years before the tensions and trauma of these early years are sorted out and forgotten in the light of the positive advantages to students that even now flow from the integration.

(Hortle, 1980: 9)

Although the Division of Further Education officially began operating from the beginning of 1979, in a little more than twelve months the kinds of concerns expressed above were to become commonplace. Their origins lay in the developments from the earliest beginnings, and they were to attain an increasing intensity until the final demise of the Division in 1982. While attempts to resolve those industrially-based issues were played out within the plethora of committees, subcommittees, congresses and the like that the Division spawned, at the local college level HSC and TAFE educational operations continued much as they had done prior to the advent of either the notion of community colleges or the creation of the Division. Alanvale Community College was to be no exception even with the proliferation of TAFE operations on the originally exclusively-HSC site. It was not to be a particularly daunting problem for the new Minister for Education, Max Bingham, in July, 1982, to put into effect the avowed policy, expressed in the following terms:

A Liberal Government will separate the provision of Higher School Certificate and Technical training while allowing free accredited cross-flow for students in choice of subjects.

(Bingham, 1982)

The Division of Further Education established as of the 1/1/1979 exhibited the following organisational structure (see Fig. 2).

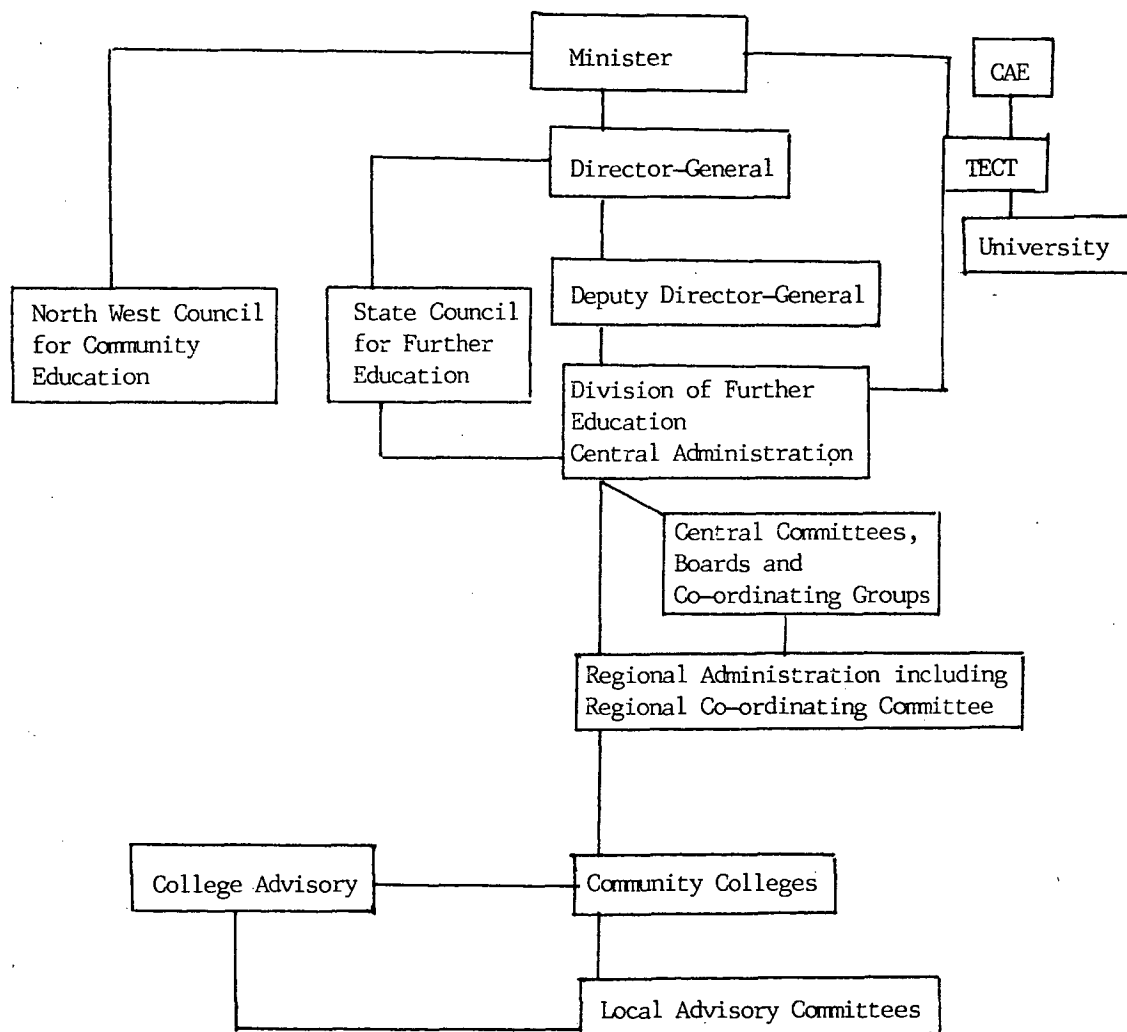


Fig. 2 Organisational structure of the Division of Further Education.

The significant components of that structure were to function as follows:

1. Tertiary Education Commission of Tasmania: consisting of the Director of FE, the Vice-Chancellor and the Principal of the Tasmanian College of Advanced Education it would oversee the operation of the Division within the wider context of all tertiary operations, with a particular view to monitoring course and program offerings;
2. the state Council for Further Education: would act as a major exponent of policy and planning measures, including State FE budget preparation;
3. regional FE Co-ordinating Committees: to be headed by regional Superintendents of Further Education, to oversee the full operations of community colleges in each region, with particular reference to staffing, accommodation, equipment, finance and program resources allocations.

As to the actual operation of the Division, the Director of FE said:

... it is intended that the operation of the Division will be college or centre-based with regional co-ordination and central policy, planning, resources and services support.

(Leo, 1979: 20)

This view at least recognised the autonomy that both HSC and TAFE colleges had traditionally enjoyed, while at the same time acknowledging the drift towards high-order functional specialisation at head-office level particularly in personnel, research, planning and services that had largely occurred through the 1970's. The role of the regional co-ordinating bodies was perhaps less certainly rooted in any emerging

tradition, since local college autonomy took from what the process of regional devolution had already established at the regional office level, leaving them in a kind of noman's land!

In considering the style of administrative offering, the Director claimed:

... that the most appropriate type of system for Further Education is an interactive adaptive type rather than a centralised rigid type. Interactive implies involvement of those implementing the system in the development of it. Adaptive implies sufficient flexibility to meet changing or unpredictable circumstances.

(Leo, 1979: 20)

Quite clearly the Director of Further Education anticipated that one of the key strengths of the Tasmanian education system, the extent to which the informal, close and friendly relationships amongst personnel at all levels of authority operated, would work to facilitate the operations of the community colleges and would ensure the successful functioning of the Division. Tragically for the Division this was never to occur.

#### Alanvale and the Division of Further Education

Despite the fact that four years had gone into the planning of Alanvale as a community college, the Working Party on *Further Education in Tasmania* (1978) nevertheless recommended it begin operation as such from the beginning of 1980. As an interim arrangement the following administrative changes were urged:

1. The existing principal and two vice-principals be offered similar positions in the new community college;
2. a new, specifically technical, position of vice-principal be

created and advertised as early as possible in 1979.

It was clear that an appropriate administrative structure was expected to evolve over time, despite the fact that there had been on-going requests over several years for the working out of an appropriate structure. In early 1978 the principal of Alanvale had expressed the view publicly that:

... he was concerned about the future of the college if integrated with the Launceston Technical College.

(*The Examiner* 13/4/1978: 7)

The fact that by early 1979 the presence on site of a technical facility in the form of the rising Fitting and Machining building meant that a physical TAFE presence would soon be a reality. However, no specific provision for a working arrangement was to be forthcoming. Indeed this was to be one of the enduring criticisms of the whole community college concept, since it was argued that this evolutionary approach tended to generate confusion over what such a college really was.

Within this climate of uncertainty, the Alanvale College attempted to move towards the original concept it had developed of a community college. The principal had expressed this earlier in the following terms:

... the community college, supported by its local region, would provide for the pre-tertiary education, pre-vocational educational retraining, leisure or recreational activity, community activity as well as other needs.

(*The Examiner* 14/6/1978: 4)

One of these measures was the action of the Executive of the Alanvale Parents and Friends Association to draw up the constitution for an Interim College Council, in the process voting itself out of office.



The clear intention of such a council was to facilitate integration as well as to contribute to the growth of the College. (*Alanvale Newsletter* 21/3/1978: 2).

This Interim Council operated for a period of four years; ironically its longevity was to far exceed that of the new Alanvale Community College Council. The reasons for its endurance lay with the Division's reluctance to act quickly to implement councils before formally establishing community colleges. The Interim Council's role was very much that of a 'ginger' group, used to bring pressure to bear on the Education Department, the Minister and the Government to take action on issues deemed important. The kinds of issues included the Department's shelving of plans to build a humanities building, problems experienced with the mechanical ventilation system and an inordinately detailed consideration of the draft guidelines for Further Education College Councils.

The guidelines ultimately adopted made clear that the College Council would function as an advisory body to the Principal and to the State Council for Further Education, as well as overseeing the community use of college facilities, development of programs and courses, the maintenance of buildings and grounds and the preparation of budgets. Although the College Council's role had the appearance of being one vital to the successful operation of the College, the reality was a little different, essentially because the professional body of staff in the college continued to make most decisions as they had always done. Probably the College Council's only real success, was in gaining approval from the State Council for Further Education for a full constitution that reflected much of the work of the earlier Interim Council. Even with the tensions that emerged between technical and HSC staff as the Division

faltered, the College Council never became much more than a token gesture to the spirit of the Community College concept.

#### The Northern Regional Co-ordinating Committee for Further Education

Three Regional Co-ordinating Committees were set up to oversee the regional operation of Further Education. They consisted of community college principals, representatives of Technical, HSC and Adult Education and Tasmanian Teachers Federation and Technical College Staff Society members.

The NRCC met for the first time on 21st May, 1979. Its functions were identified as follows:

1. To devise ways of implementing FE policy;
2. to co-ordinate development and operations of FE;
3. to discover the needs of clients;
4. to establish priorities for educational programs;
5. to promote the philosophy of FE;
6. to ensure 'equality of access' for all people in the region to Further Education's programs and resources.

(NRCC 21/5/1979: 1)

The intention very clearly of the Co-ordinating Committees was to bring together key facets of the community colleges into a collaborative relationship in order to promote and facilitate the development of the colleges. This was never to eventuate.

The earliest meetings were devoted to a consideration of the proposed timetable of developments for Alanvale Community College, with amongst other things criticism of the failure of the Director-General to

confirm the existing principal and vice-principals into respective positions.

(NRCC 20/6/1979: 2)

At the same time the first factional lines began to appear between TTF and TTCSS representatives. Even at the first meeting the TTCSS indicated that it was unhappy with the time-scale proposed for the development of the Launceston Community College; at a subsequent meeting they raised concerns about the provision of canteen facilities at Alanvale for technical students (NRCC 25/7/1979: 1)

Subsequent meetings through the rest of 1979 to the middle of 1980 were almost exclusively concerned with the problem of developing an administrative structure both generally and specifically for the Alanvale and Launceston Community Colleges. Despite the fact that they were both declared community colleges from the beginning of 1980, an appropriate and acceptable structure proved hard to resolve and indeed the failure to effectively recommend on this matter probably highlighted the fact that not just this committee, but Further Education generally, was working less than optimally.

Certainly by late 1980, the chairman in a letter to the Director of FE referred to

The latest problem that has been dragged into contention has been mention of a legal opinion obtained by the TTCSS on the use of Commonwealth-funded TAFE accommodation and facilities by non-TAFE students.

(Walker, 22/10/1980)

The concern that TAFE funds should be restricted to TAFE-specific programs and facilities was to be an enduring criticism. Since the technical facilities being built at Alanvale were significantly funded

by the Commonwealth, to argue for restricted access as the legal opinions implied was essentially to deny the very existence of the community college.

By early 1981 the NRCC had functionally broken down. The meeting of the 30/3/1981 revealed consideration of a sequence of items that seemed intended to trivalise the Committee's operations. Queries were raised about the withdrawal of a minor film service from the Northern Media Annexe, apparent abandoning, without notice, of a planned Handbook of Further Education and the inclusion of incorrect forms in recently provided budgetary papers. The fact that a State planning initiative for a Northern TAFE plumbing department had not been forwarded for the NRCC's consideration was also criticised, despite the fact that the planning was only preliminary. It was clear that the NRCC was not performing as its earlier prescribed functions had intended.

(NRCC 30/3/1981)

For the remainder of 1981, and indeed until the Division was disbanded, the political events of that period cut across the effective operations of the NRCC. On several occasions, in fact, the Society actually withdrew its members from this and other committees. The Committee became progressively more unworkable. This was amply illustrated on one occasion by the Chairman's ruling on the discussion of a Southern Regional Co-ordinating Committee resolution calling for the Division of FE to be disbanded.<sup>2</sup>

On this occasion he ruled that:

... the value of taking a vote on the issue was questionable as the various bodies represented had already made known the stances that their representatives would take.

(NRCC 24/8/1981: 1)

The ruling reflects, quite graphically, that the membership of the Committee had become politically aligned, and that opportunity for meaningful debate had gone. The NRCC had, like most of the other agencies of the Division, become primarily dysfunctional as the industrial unions began a full-scale internecine battle that was to contribute in no small way to the Division's demise.

#### The Further Education Council

The State Council for Further Education became operational on the 1/1/1979, with broad functions identified as producing policy guidelines for the Division, determining the long-term needs for each administrative region and advising on the broad priorities for budget preparation (*Further Education in Tasmania* 1978: 19). Under the chairmanship of Kearney, its members came from industry and commerce, college councils, the general community, teaching staff and the teacher unions. It met, on average, five times per year at different locations in the State up until 1981. It disappeared promptly with the end of the Division, with remarkably little public comment or effort at resistance.

It seems that the Council experienced serious problems from the outset with its operational role, its credibility and its status. While the intention to involve a range of people representing the interest groups in Further Education was laudable enough, too little thought seems to have gone into its likely effect on the other agencies of the Division, in particular its staff. The selection of Kearney, the chairman of the earlier *Ministerial Working Party on Tertiary Education in Tasmania* (1978), as its foundation chairman generated some controversy. Despite his strong qualifications for the job, he was identified too strongly with the moves to establish a separate Department of Further Education,

particularly by the TTF. Whenever rumours of an attempt to implement this policy appeared, Kearney was seen to be a party to it. His credibility as a clearly independent Chairman was thus constantly in doubt.

At the same time the activities of the Council periodically caused consternation. Its tendency to become preoccupied with the attainment of a separate Department was both enduring and damaging. Within eighteen months of its inauguration it was publicly canvassing its future as a Statutory Authority, citing as its reasons the lack of adequate, high-level professional administrators, and the inflexibility and inefficiency within the existing Department, as well as the lack of direct access to the Minister that was provided in the operational structure (*The Examiner* 9/5/1980: 1). A year later it was prepared to act, as a matter of urgency, on the proposals in a paper presented to the Council by Dineley, a TTCSS operative, on administrative changes for the Division. The changes mooted aimed at a strengthening of the TAFE operations at Equity House, the FE administrative headquarters, with a proposal to relocate all three Superintendents of FE there, as well as to clearly designate personnel as TAFE or otherwise. The TTF delegate was quick to seize on this issue as a further instance of attempting to set up a "department with the Department", which could be used later to support the TTCSS demands for implementation of the Kearney Report (Lee-Archer, 1981: 2). The fact that these proposals gained general support from the State Council did nothing to enhance its status amongst TTF members or indeed with the upper-echelons of the Department, and no doubt added to its problem in gaining community respect.

Where the Council did do work of merit it still generated controversy.

Its Certification and Accreditation Working Party under the chairmanship of the Southern Superintendent, McMahon, was charged with developing a new system of course accreditation for FE. Although the Working Party proposed a single Further Education Certificate, a recommendation with potentially high value in creating an integrated Division, it was nevertheless roundly criticised for the way it chose to define post Grade 10 education into academic and vocational streams, and for proposing the FE State Council as the awarding body. One matter that drew particular fire was expressed as follows:

We have protested against the recommendation of the CAWP Report that there be no change in present State Advisory Committees and TAFE accreditation, but that significant changes be implemented in HSC accreditation, by removing University representation (*TTF Agenda* 30/8/1981: 2)

State Advisory Committees operated to approve and accredit TAFE courses, and had attracted the attention of the TTF previously because of the belief that the approval of HSC-type courses with a vocational bias would have to be referred to such Committees. The fact that the Working Party had apparently not been prepared to dismantle these Advisory Committees was construed as TTCSS obstructionism. As well, the fact that the Working Party's chairman was viewed as a strong supporter of the Society helped destroy the proposal. The matter illustrates the irrationality that tended to characterise FE matters in 1981, because there was, in fact, quite wide-ranging support for restricting the University's traditional role in writing, approving and accrediting HSC courses through its presence on the various Schools Board of Tasmania committees. However, the perception of a TAFE advantage, however slight, was enough to fuel criticism and encourage obstruction.

Like the Regional Co-ordinating Committees, the agenda for the

Further Education Council suggested an indifference to the range of issues that dominated the Division's general operations. The *Annual Report* of 1980, for instance, reveals that there was no serious consideration of the operational and structural problems experienced by the Division (Kearney, 1980). Rather, the Council reported on its work in reviewing the Education Act, looking to the needs of women in FE, examining University entry requirements and considering the future of Mt Nelson College of Advanced Education. Where it did attempt to involve itself in issues of moment, it found that it lacked the necessary power to generate action. This was as much a function of its location within the organisational framework as in its lack of normative parameters. Its location to one side of the direct line of administrative control probably enhanced its own perception of its limited possibility in influencing the Division's operations. Even the Regional Co-ordinating Committees had more direct access to both the College's operations as well as to the Division's.

Where the FE Council did make some lasting contribution was in the matter of producing the guidelines for community college councils. However it still managed to take nearly two years to come up with a single set of such guidelines, which in any case was more notable for denying college councils any direct administrative decision-making role in the colleges' operations.

Certainly Alanvale Community College's operations were in no significant way affected by the FE Council's operations or existence. The latter's approval of the College Council's constitution was perhaps the most direct contact made between the College and the FE Council.



## The Further Education Conference

This inaugural conference was held between the 29th and 31st July, 1979 at the Shearwater Country Club near Devonport. As well as bringing key administrative personnel together for the first time, it was to provide an opportunity for those directly involved in the early development of community colleges to publicise their own thinking as well as listening to the ideas of others. In an opening address that tried hard to capture the spirit of co-operative endeavour that would be vital to the success of the Division, the Director of Further Education said:

... it would be an understatement to say that the response to the formation of the Division had been enthusiastic. The interest, willingness to contribute, desire to be involved and sheer hard work by so many members of the Division and associated Councils have been overwhelming and at times embarrassing.

(Leo, 1979: 4)

The contributions of many of the speakers at the conference did not seem to fully support these sentiments, however. Despite the fact that Further Education was the central theme, a key-note speaker, J.A. Phillips, in a speech entitled "TAFE in the 80's" made the comment that:

I continue to use the TAFE acronym not through any feeling of nostalgia or indeed perverseness, but rather because it best, I think, describes nationally that generia (sic) of post-secondary education with which we wish to concern ourselves.

(Phillips, 1979: 5)

Other speakers alluded to the differences between TAFE and secondary colleges, noting things like the lack of effort in TAFE colleges toward moral and character development, the nature of TAFE operations and so on. There were scarcely concealed warnings as well. The Principal of Alanvale, in commenting on the development of Alanvale Community College

suggested that the colleges were not being clearly informed of FE matters deriving from senior administrative level (Crawford, 1979: 3).

Nevertheless the Conference produced quite a large number of resolutions. In particular these included:

- (a) The creation of a Working Party to investigate certification, and some basic guidelines on how it should operate;
- (b) staff development programs for administrative procedures and managerial skills should be developed;
- (c) establishment of a committee to enquire into community needs;
- (d) the writing of an Annual Report to monitor progress and an evaluative report for 1982 for the Division.

There was also a range of recommendations which tentatively touched on some of the issues that were already sensitive. These included:

- (a) An endorsement of the notion of parity of esteem;
- (b) that regional working groups of teachers should meet regularly;
- (c) that the TTF and TTCSS should exchange speakers for discussions on matters of mutual concern;
- (d) and that a statement of philosophy should be provided by the Director.

(FE Conference, 1979)

There seems little doubt that the Conference had its successes. It generally avoided issues of controversy, and there seems to have been a spirit of general optimism at the end if the Conference recommendations are anything to go by. However, this should have been expected, given that the Conference delegates were, after all, by and large middle and senior level administrators in the Division. The consensus was, never-

theless, fragile. The fact that the attempted implementation of almost all of the recommendations actually created quite significant problems was confirmation of this fragility.

#### Alanvale Community College Review Seminar

The incipient problems encountered in attempting to forge agreements was further demonstrated when a combined Alanvale seminar for HSC and their future TAFE colleagues was held in December, 1979. The substance of the discussions was to establish common ground for combined operations which were to begin with the opening of the Fitting and Machining building the following year. The apparent success of the mid-year State Conference seems likely to have been the inspiration for this effort.

Nevertheless, the outcome of the seminar seemed to suggest that the whole notion of integration, even with the imminent establishment of the Alanvale Community College, was not one displaying any kind of common unity. The following three motions were forwarded to the Northern Regional Superintendent at the conclusion:

1. That the Administration clarify its position on integration and give a firm, written definition of the nature of this integration;
2. that integration be viewed as an evolutionary process brought about by community pressure;
3. that any process of integration must maintain the validity of current certification.

(Crawford, 11/12/1979)

The seminar essentially revealed tensions between HSC and TAFE teachers that were to endure and ultimately lead to a fracture. It brought into direct contact some of the key union protagonists - the

President of the TTCSS who was taking up the position of TAFE Vice-Principal, the Northern Vice-President of the TTF who was already a Vice-Principal and the future Chairman of the TTF Further Education Congress who was a Senior Master. The seminar recommendations implied that a hidden agenda had effectively restricted the attainment of the conference aims in particular the collaborative effort toward a new community college. The response is rather typical of kinds of obstruction commonly experienced in organisational mergers. Where there are differences between the merging elements in terms of professional values, common policies and procedures, organisational style and the like, resistance will be found (Feros and Lewis, 1979).

The fact that there was no planned effort to manage this kind of resistance to change suggests a significant weakness in management style. This also makes the subsequent teacher union antagonisms all the more plausible.<sup>3</sup>

#### THE TEACHER UNIONS

The following chapter documents the range of industrial issues that spelt the Division's demise. Those industrial issues were to command the attention of most of the Division's personnel for most of the time. They were championed by the two major unions, the Tasmanian Teachers Federation and the Tasmanian Technical Colleges Staff Society. The Division's ultimate failure has been variously attributed to the fact that these two bodies at no time displayed a willingness or ability to negotiate or openly discuss the issues. In this sense it is important to examine the characteristics of the two organisations as a means toward understanding why the Division failed to resolve the range of problems that confronted it.

## The Staff Society

Technical teachers had traditionally been represented by the TTF since the 1940's. However, the fact that the TTF's interests were mainly geared to the primary and secondary educational areas meant that the smaller groups, like technical teachers tended to be overlooked. Although maintaining direct representation on the TTF's supreme policy-making body, the TTF Council, they were swamped by their primary and secondary counterparts. The fact that technical education was regarded as something of a backwater, its teachers apart from their industrial training, under-educated and lacking in any kind of professional stature, completed the stereotype. The fact that they had generally not had their grievances made public helped them to remain a relatively unknown group which could be generally ignored.

The TTF in 1970 mounted a campaign for gaining a flow-on from a recent New South Wales teaching award that would significantly advantage State teachers. In mounting the case, the TTF chose not to argue for a full consideration of the award for technical teachers. Not surprisingly technical teachers began resigning from the TTF. The latter only began to register concern when these disaffected teachers made application to the Public Service Board for the registration of a new association to represent them. To the surprise of the TTF, on the second hearing, having had the first case rejected, the TTCSS was granted trade-union status.

The new Society had soon gained broad support from technical teachers, particularly as it began to win significant concessions; first parity with the New South Wales TAFE Award in 1971, later representation on various Department committees. This industrial success coincided

with a national surge in TAFE activity that was critically linked with the release of the *Kangan Report* (1974) and its clear specifications for funding and development of technical education. A one-time TTCSS President described it as a new-found pride in being a TAFE teacher. Certainly the post-Kangan outcomes involved an unprecedented growth in new capital works, with the total re-development of the Hobart Technical College and new colleges in Launceston, Devonport, Burnie and Queenstown, a significant expenditure on new, state-of-the-art technology in workshops and laboratories, and a concomitant growth in staff.

By the mid-1970's the TTCSS had not only securely established itself as the dominant force in shaping the emerging TAFE. It had begun to acquire a certain reputation for its methods, philosophy and trade-union expertise. In a TAFE submission to *The Committee of Enquiry into Post-Secondary Education* (1975) the anonymous author described the TTCSS as:

... the militant, reactionary group with limited educational horizons, preoccupied with the actions of Divisional management rather than with teaching and with industrial matters affecting the conditions of employment of its members.

(1975: 9)

Its industrial muscle began to be recognised when it mounted a campaign against the then Director of TAFE which contributed to his re-deployment in the Department. Although evidence is scanty, it seems likely that the Society's grievance was with the independence from it that was maintained by the Director, despite the pressure applied by it to have its own views heard. Indeed if one assumes that the author of the 1975 submission (above) was, in fact, the Director of the time, J. Evans, then this belief is confirmed. The submission stated that the

TTCSS:

... tends to intrude unduly in matters of administration which are not its legitimate concern through actions which bypass the Director of Technical Education and the Board of Technical Education.

(TAFE Submission, 1975: 10)

This style of industrial action was to be a characteristic of the TTCSS's industrial action through the life of the Division of Further Education. It was supported by a philosophy which stressed the strong bond between TAFE teaching and industry, with the inherent view that the educational endeavours were concerned almost exclusively with industrial training. During the life of the Division, the reluctance to abandon the TAFE Advisory Committees that governed course accreditation and approval is certain proof of this. Likewise, the TAFE College Councils were never really abandoned, and were to remain sources of support for the Staff Society's actions. The concern for maintaining this TAFE-industry link perhaps explains why the TTCSS was accused of being extremely defensive about the maintenance of the status quo in the face of the community college development.

The TTCSS's industrial prowess meant it could resist virtually all key changes posed by the emergence of the Division, but particularly in terms of conditions of service. Strategies involved delaying tactics, withdrawing members from committees, proposing new alternatives, filing minority reports, threatening legal action as well as constantly providing threats to key political and Divisional personnel. For some reason, or reasons, the latter appeared careful never to seriously confront the Society on these issues.

The fact that these actions generated a steady stream of criticism

from the popular press, College personnel, the TTF, the public and at times even their own members seemed to have the effect of consolidating their determination and maintaining, even enhancing, their cohesion. While the TTF ultimately divided, the TTCSS held firm. It was probably as much a function of its strength of leadership as its strong commitment to the notion of a separate, autonomous Division of TAFE that guaranteed it would hold together.

Perhaps *The Examiner* was correct when it noted that

The technical teachers are a close-knit, tightly controlled group who want their own empire run to their own rules with all that implies in better opportunities for promotion and perquisites.

(Everett, 21/9/1981: 7)

#### The Tasmanian Teachers Federation

The TTF grew out of earlier teacher associations following the development of the State teaching service in 1885. It continued to represent primary, secondary and technical teachers virtually unchallenged up until the late 1960's. In the last 15 years it has fragmented partially with the breakaway TTCSS and, more recently, Association of Tasmanian Further Education Staff. Its membership is derived from the primary and secondary teaching areas, and the composition of its Executive reflects a tendency toward primary-school domination.

The TTF's conservatism in Tasmania has been recognised by many writers. Selby-Smith (1980: 13) noted that it:

... has not shared the militant attitude, nor resorted to the open confrontation, which have been a feature of the operation of comparable organisations in the larger states.



Its record of industrial action includes a successful campaign to have an early Director of Education, W. Neil, removed in 1909, and a stop-work meeting during the 1960's. Otherwise it has chosen alternative strategies for effecting change, most of these being based on an enduring and harmonious relationship with the senior administration and, very frequently, the Minister of the day. This is undoubtedly a function of the small size of the Department allowing ready access, both formal and informal, to key personnel as well as being due to a very close link between TTF office-holding and subsequent senior education administration appointments. The criticism has often been made that the Federation acts more as an arm of the administration than as a trade union. The fact that the composition of its Executive shows a strong preference for candidates who hold senior positions, particularly the rank of primary principal, is well recognised, and probably confirms this trend. Its conservatism is matched by an abiding apathy amongst many of its rank and file evidenced by the fact that on occasions less than 50% of secondary school staff have voted at Executive elections.

With the advent of the community colleges and FE, the TTF was confronted for the first time with a sizeable range of industrial issues. Foremost of these was the fact that it was placed squarely in competition with the TTCSS for establishing equality in the Division for its members. Its traditional mode of operation stressing reasoned negotiation with the Department and the Government no longer was adequate against the more ruthless and industrially sophisticated TTCSS. The fact that the staff of the secondary college section of FE was relatively young, well educated and more politically aware put pressure on the TTF to achieve desired objectives. In this sense it was thrust, almost overnight, from playing the role of professional association to militant trade-

union. It found this extremely difficult to accomplish.

The plethora of industrial issues meant that by late 1978 the Federation had begun to restructure part of its operations in order to cope more effectively with FE matters. The Further Education Congress, with its own chairman, was created and met for the first time in December, 1978. Its brief was to formulate policy on the range of industrial issues. Its Chairman was ultimately invited to attend Executive meetings, later given full voting rights. At the same time the colleges moved to establish their own TTF branches, electing delegates to the Congress and providing a direct link between the central secretariat and the colleges. This, too, was a relatively new development, because the TTF had previously relied on district associations as the basis for their branches. The restructuring moves also led to the creation of a FE Action Committee, (later called the Strategy Committee, then the Executive Sub-Committee) based on single representation from each of the colleges as well as the Congress Chairman, and aimed at a compromise between providing a democratic forum in which to discuss FE matters, and a highly flexible strategic planning group to recommend appropriate action.

Despite the restructuring efforts and the ready involvement of secondary college members in the TTF's operations, tensions soon began to emerge. This was perhaps predictable as the Society's run of industrial "successes" generated strains within the Executive and Congress as members began seriously to question the perceived failure of the TTF to match these successes. By mid-1980 the TTCSS, as part of its longer term strategy, was openly attempting to recruit secondary college teachers, and was partially successful in gaining some twenty

members from Hellyer College. At the same time, the wider membership of the Federation began to complain about the time and effort being devoted to FE matters by the Executive and the TTF Councils.

By 1981 the internal stresses began seriously to interfere with the TTF's operations in Further Education. A one-day stop work meeting, although recognised as a success in terms of teacher support, drew increasing criticism of the Executive through its failure to take follow-up action, and in particular, its reluctance to prosecute three strike-breakers. This led, in mid-year, to the Congress Chairman's resignation, on the grounds that he lacked effective Executive support. At the September Council a motion of no-confidence in the Executive was narrowly rejected only when Executive members themselves voted on the motion. One primary school stalwart perhaps summed up the feelings of antipathy when he claimed that:

... Council was once again being subjected  
to an orchestrated attack on the Executive  
from a small band of members in the Federation.  
He appealed to delegates for unity to prevent  
a minority group gaining control.

(TTF, August, 1981: 16)

The TTF's secretariat came under increasing criticism, particularly over allegations of failing to act on Congress decisions. The perceived failure of the Federation to support a sacked teacher who had refused a transfer also generated criticism. The emergence of a Federation Reform Group which ran candidates in the October Executive elections with some success, was once again in response to the Executive's perceived ineffectiveness, lacklustre performance and continuing mistakes and oversights (Russell, 10/9/1981: 1).

The final blow came with a November Council decision to abolish

the FE Congress. That decision, coming at a time when the whole future of the Division was under a cloud, represented a cynical appeal to the broad mass of non-FE members who had grown heartily tired of the whole sorry business. At one stroke it guaranteed a breakaway by FE members, and indeed this possibility was openly canvassed by one of the prime architects of the Congress's demise, T. Hynes, when he asserted that:

There may be discontent, disillusionment  
even threats to leave the Federation  
expressed by some FE members if Congress  
is discontinued.

(1981: 2)

It is perhaps important to note the part played by Alanvale HSC staff in the operation of the TTF's various agencies to do with FE. The most influential of the several Congress Chairman, D. Hanlon, was a Senior Master in the College, and later went on to become foundation President of the Association of Tasmanian Further Education Staff (ATFES). The TTF's Northern Vice-President, E. Grey, was a Vice-Principal in the College. Other staff members were influential in shaping TTF policy, responses to public utterances and the like. While this might well have been a historical accident, it seems likely that Alanvale's role as the "crucible" for the community college experiment was important. It certainly meant that Alanvale retained a high level of political activism, perhaps as a function of maintaining a high level of information, so that staff knew what was happening in the Division and were in a better position to demand and take action. Certainly, Alanvale HSC staff were critical of other branches, particularly those in the Southern Colleges, who they perceived as ill-informed, non-supportive and unsympathetic to the unique problems being faced at Alanvale. The motion for disbanding FE that was put to the SRCC in mid-1981 certainly confirmed this view. The fact that two of the three Southern Colleges

continued to call themselves "Matriculation Colleges" was further proof that they were still detached from the realities of becoming community colleges. Indeed some of the items for discussion at Congress and Council are illustrative of this.

In September, 1981, the Rosny College Staff Association passed several motions indicating very limited support for industrial action. One of these expressed the following position:

That this Branch inform the Executive  
that it will not support, during the  
remainder of the year, any form of action  
which directly and adversely affects students.

(Rosny College Staff Association,  
21/9/1981: 1)

#### Association of Tasmanian Further Education Staff

The Further Education teachers who had been at the heart of the Federation Reform Group had developed into a cohesive, tightly-knit group by the last part of 1981. As it became evident that the FE Congress was likely to be disbanded, it became clear that the TTF could no longer shoulder the burden of FE matters, at least effectively. Two alternatives remained, either FE members could join the TTCSS or a new Association could be established. The latter was chosen, primarily because, by that stage, it was evident that the TTCSS's recruited HSC members were proving to be something of an embarrassment, as it moved to put pressure on the Government to disband joint TAFE and HSC operations.

ATFES first met formally on the 2nd December, 1981, with eight members and proceeded to lay the ground-work for a case to be put to the Public Service Board for formal registration as a service organisation under the Public Service Act. By February of the following year, its

membership had grown to 93 and its viability was now more clearly established. The case put before the Public Service Board was opposed by the TTCSS on the grounds that existing organisations could better represent HSC teachers. Interestingly, the TTF intervened in the hearing, as it was entitled, but did not formally oppose registration. This was perhaps a political oversight, but represented the broad sympathy of the then President, R. Butler, for the creation of a new organisation. In any case, the registration was successful, the Secretary of the Board noting that ATFES's

... interests would be in danger of being submerged, neglected or not given sufficient attention by the Society or by other service organisations.

(Clarke, 8/7/1982: 38)

Within days of the successful registration, the newly elected Liberal State Government had moved to disband the Division of Further Education. The fact that ATFES defied such a direct threat to its existence, and indeed continued to steadily recruit members suggests that the disillusionment with the TTF was deep and abiding. Indeed, by July 1983 ATFES claimed membership of 76% of secondary college teachers, a fact which appeared to concern the new TTF President, T. Hynes. In the event, he turned to the Federation's publicity organ, *The Tasmanian Teacher* to attack the new Association. Amongst other things he claimed that:

... the Tasmanian Teachers Federation gained for its members in the colleges conditions of service unequalled elsewhere in Australia. ... it hammered out strong, forward-thinking policies ... and throughout we remained united; we fought and resolved the bitter battles within the organisation and presented a united front to the world at large.

(Hynes, 1983: 2)

Unfortunately the rhetoric did not match the reality, as the continuing

existence of ATFES was to confirm.

## CONCLUSION

In its first two years of operation, the Division of Further Education functioned in a way that suggested its structural components were appropriate, adequate and would allow the delivery of the Community College concept and all that it promised educationally.

However, one by one these agencies acquired dysfunctional operational characteristics, so that the output progressively displayed distorted and less than optimum qualities. The reasons, although complex, seem to indicate a primary strengthening of the industrial operations of the respective teacher associations as a critical factor. While inadequate planning, and failure to anticipate the outcomes that commonly arise through organisational mergers were significant problems, there is the strong suggestion that these faults were progressively exploited by both unions. This exploitation manifested itself in an increasing preoccupation by HSC teachers with a struggle for conditions of service that were equitable with TAFE. Technical teachers, on the other hand, sought to explore such faults as key indicators of why community colleges would not work.

## CHAPTER 5

THE CONCEPT APPLIED – INDUSTRIAL ISSUES 1979-1982



To the question whether there will be much change next year as far as students are concerned the answer would be, probably not. The wider choice envisaged for students in the community colleges will depend on developments towards an integrated curriculum at state level and an organisation for facilitating combined courses than can be more easily developed under a single college administration.

(Walker, 1979: 3)

The Superintendent of Further Education, Mr K. J. Walker's words were to be more prophetic than perhaps he envisaged at the time, despite the broad optimism for Further Education's future that heralded its inception. After four years the very changes in curriculum and courses so vital to the success of the community colleges had not been made. The notion of single college administrations also failed to materialise as indeed did most of the features recognised as important for a fully integrated TAFE, HSC and Adult Education system. Events at the new Alanvale Community College served to highlight the range of problems that hindered this development.

The period 1979 to 1982 revealed a significant growth in industrial action on the part of the two major teacher associations. At the heart of the matter lay the issue of conditions of service, essentially the struggle by HSC teachers to obtain equity with technical teachers on these matters. The two bodies appeared to view Further Education somewhat differently. The Staff Society appeared to tentatively accept the notion of community colleges with the proviso that the gains they had already made industrially would not be altered. The Federation, however, progressively warmed to the concept as the opportunity for a significant improvement in conditions of service became apparent. The struggle for the same conditions as those enjoyed by TAFE teachers systematically thwarted

the piecemeal efforts made to unite the Division. It did, however, allow the TTF to acquire a new range of tactical skills appropriate for applying industrial pressure to the Division, the Department and the Government. Unfortunately its historical role as a professional association meant that most of its members outside of FE tired of the growing militancy demonstrated by an elite corp of HSC teachers, forcing an ultimate split. Indeed internal conflict within the Federation was a probable reason for its failure to be effective in the industrial negotiations sphere.

#### INDUSTRIAL ISSUES AT ALANVALE

In considering the range of issues that were significant to the likely success or otherwise of Alanvale Community College it is important to note the distinguishing factors that made the college unique. Alanvale was, in a sense, a crucible for the FE development. Its early planning had anticipated a college with integrated programs, staff and students. At its inauguration in 1980 it actually had TAFE staff on site in the form of the Fitting and Machining Department. Its HSC staff had been acquainted extensively with the ebb and flow of ideas from the earliest reports to the more recent deliberations in the Scott (1978) blueprint for community colleges. Its Alanvale College Staff Association had been active within the Federation on FE matters and its members had played a dominant role in arguing policy within the forums provided by the TTF. Several of its activists were to adopt important leadership roles as the Division got under way.

At the same time the TAFE staff were guaranteed strong representation with the appointment of the President of the Staff Society to a Vice-Principalship at the College. The choice of Fitting and

Machining as the inaugural technical department to go on site meant that a rather more traditional trade union perspective on industrial matters was likely, given the fact that most of the staff came from an industrial background.<sup>4</sup>

The appointment of an initial part-time Community Education Officer, initially at the behest of the Alanvale Parent-Executive, later under the aegis of Adult Education, provoked less concern. Indeed, even when staff employed by Adult Education resigned en masse from the TTF in 1980 and joined the Staff Society, the then full-time Alanvale Officer continued to enjoy a warm and cordial relationship with both HSC and TAFE staff. Unhappily this style of positive interaction seldom extended to general Federation and Society interrelationships.

By 1979 the industrial issues that were to dog the Division were being articulated and debated at Alanvale. An Alanvale College Staff Association meeting in July, 1979, listed "Hours of Duty" and "Tenure" as issues; later in the year were included "Class Sizes", and "Promotions Committee". Because of the significance of these matters essentially governing conditions of service, it is worth briefly outlining what transpired as they became the focus for debate and industrial action. To make the review more economical it is possible to break the range of issues down into the following:

1. Factors directly affecting classroom teaching. These are based on:
  - (a) size of classes;
  - (b) teaching hours of duty.
2. Factors affecting the contractual relationship with the employing authority, the Education Department. These included:
  - (a) Permanency in the Division based on a tenure agreement;

- (b) An appropriate FE Salary Award for the entire Division;
- (c) A suitable promotions system with an adequate appeal procedure;
- (d) The elimination of any practices deemed to disadvantage staff of the Division; for instance the "industrial experience clause".

3. Structural changes necessary for a united Division. These involved:

- (a) An appropriate administrative structure for the colleges;
- (b) An equitable system for funding the operations of the Division.

While these matters will be treated from the perspective offered by Alanvale Community College, it will be readily seen that there is considerable difficulty in isolating them from the wider perspective of the Division.

### Teaching Operations

During the 1970's both TAFE and HSC teachers had progressively acquired classroom teaching conditions that were the envy of the remainder of the teaching service. For teachers in secondary colleges, this meant a teaching load of three classes with a contact time of fifteen hours a week. For senior staff this was reduced to two classes and ten hours, with one class and five hours contact for vice-principals. Additional duties above formal teaching included a range of 'pastoral care' responsibilities (course advice, guidance and support activities), recreational supervision and administrative duties. Generally attendance lasted from 8.30a.m. until 4.00p.m., amounting to an average thirty-seven and a half hours on site per week. There were no clear restrictions on maximum class sizes, and these varied across different subject

departments and at different times of the year. While specialist language courses might operate classes with fewer than ten students, more popular subjects could have classes in the mid-thirties.

TAFE staff hours taught varied in terms of three teaching awards under which they could be employed. Trades Certificate teachers had a class-contact of twenty-two hours, General Studies teachers eighteen hours and Technician Award teachers taught fifteen hours per week. The Staff Society had also negotiated an agreement with the Department governing teaching duties, called Administrative Instruction 1/77. It clearly prescribed hours of duty, non-teaching duties and specified a minimum thirty hours on site per week. The Society had also achieved an understanding with the Department for maximum class sizes and procedures to be employed when prescribed limits were exceeded. While consideration for safety in workshop and laboratory situations lay behind these agreements, the rigidity with which they were observed across the TAFE teaching spectrum underscored the essentially industrial nature of the agreement.

HSC staff predictably, and perhaps not unreasonably, equated their teaching operations with those under the TAFE Technician's Award. TAFE teachers employed under this award were trained to degree or diploma standard, so shared similar professional backgrounds. There was a general belief that the subjects taught were similar, and that their career paths and aspirations were much the same.

The new Division's administrators viewed the matter differently, however. In late 1979 the Director proposed that teaching loads and times would be based on an equation with the General Studies conditions. (Leo, December, 1979: 1-2). It was to maintain this view, with one

short but damaging lapse, throughout the life of the Division.<sup>5</sup> The overt reason given was that the Tertiary Education Commission, for statistical purposes, recognised this, while a precedent had already been established with TAFE's operation of a number of HSC classes for some time previously. There were also clear economic reasons - the Technician Award Salary was better and an inbuilt industrial allowance made it significantly better than what the 350 HSC teachers then enjoyed.

While Alanvale HSC staff supported the equation with the Technicians Award from the earliest days that the Federation Congress considered it, the matter of maximum class sizes became much more of an issue. The Director of Further Education's edict of late 1979 (Leo, December 1979: 1-2) meant that eighteen hours would be the base-line, not so much for determining class-contact time, as for determining the payment of over-time (referred to as "excess-hours"). Technical Colleges had experienced an expansion in clientele through the 1970's which had not been matched by a concomitant growth in permanent staff. To guard against inordinate demands on existing teachers to cover additional classes, an excess-hours provision had been drawn up to guarantee payment for teaching over and above the normal hours. HSC teachers, on the other hand, had no such agreement, and indeed had not had the demand for such a one. Indeed the Department had continually reacted reasonably to requests for additional full-time staff.

Nevertheless, the Alanvale Staff Association saw it as being necessary to warn the Principal in late 1979 that it saw

... resolute pursuit of these aims as  
preferable to a surrender ... in order to  
save the face of an administration which

has, for four years, been only too obviously pretending to consult with us.

(Alanvale Staff Association, 14/12/1979: 1)

The aims were meant to achieve parity on hours of duty, class size and on-campus attendance with TAFE Technician Award teachers. The fact that the Fitting and Machining department, which was to begin operations in 1980, had staff mainly under the Trades Certificate, working on twenty-two hours, did appear not to influence the debate.

The consequences of the campaign for equity with TAFE on these matters continued through the life of the Division and was never satisfactorily resolved. However, in an unofficial sense, changes occurred. There was a gradual acceptance, in planning, for a maximum class-size, on average, of twenty-five students. By 1982 there were very few classes either at Alanvale or elsewhere in the Division over thirty in size. HSC teachers continued to teach fifteen hours, the thirty-hours on site provision had been accepted and excess hours, under some circumstances were being paid to HSC teachers. Despite this, the Federation maintained its earlier demands, while the Division resisted. Within the colleges, including Alanvale, there was never any attempt by the Federation at firm enforcement, particularly in relation to class sizes. By the end of 1981 the matter of class sizes had disappeared as a Congress agenda item.

#### Administrative Arrangements

The Division of Further Education began operations with, amongst other things, four different salary awards, no clear administrative structure for the new colleges, and an equally confused system for promoting senior staff. As with general teaching operations, there

were clear instances of HSC teachers being disadvantaged, as in the matter of tenure. Unlike the situation applying to classroom teaching, the administrative arrangements did directly affect the circumstances of staff, so that no maintenance of the status quo was possible. This generated the most serious and constant criticisms of the Division, and probably reveals the greatest degree of fragility in the whole planning process.

Problems began at the earliest stage. The Working Party on Further Education, while recognising the need for a single salary award still recommended that:

... the existing awards should continue as at present but should be reviewed by 1980 at the latest.

(Scott, 1978: 34)

Predictably teachers were quick to seize upon the fact that Technician Award technical teachers were earning an average eleven percent more than the equivalent four year trained graduate teacher. Even the General Studies Award was four percent greater. In the event it took until 1981 for the case for a single FE Award to be brought before the Public Service Board for a hearing. Evidence was provided by the Department, the Federation and the Staff Society. Because of the stringent requirements imposed by the Commonwealth Government at that time under a 'wage freeze', there were limited grounds for such a case succeeding. Essentially an increase in work-value as a result of the creation of the Division was the argument used. The case failed to impress the Commissioner, although agreement on a general award covering principals and vice-principals was obtained.

For Alanvale staff the implications were quite clearly that the



HSC and TAFE operations on site would remain effectively separate, despite the fact that with the not-too-distant prospect of Science and Engineering beginning operations, the need for rationalisation of resources could see Technician Award and Secondary Award teachers effectively working alongside each other. As well, the rejection of a single salary award had immense implications for a single administrative structure, promotional opportunities, hours of teaching - indeed for the whole concept of a Community College.

Perhaps no more vexed a question than the composition of the promotions and appeals body was to occur at any time within the Division's history. So important did the TTCSS regard the maintenance of the TAFE promotions system that it had managed to have incorporated into the *Further Education in Tasmania* (1978) Report a "Minority Report on Promotion Procedures from Representatives of Technical and Further Education", (1978: 39-40). It is instructive to note the words used in this Minority Report, for they confirm at once that there was a strong undercurrent of opposition to the notion of community colleges and that on fundamental issues basic to the control exercised by the TTCSS over aspects like promotion, they would be unrelenting, as well as expressing the need to retain the:

... existing TAFE Promotions and Certificate Committee to deal with all vacant positions which arise in TAFE institutions and/or TAFE specific positions which arise in other institutions.

(Scott, 1978: 40)

It also somewhat begrudgingly noted that

... this did not preclude the development of new Promotions and Certificates Committee arrangements for other staff in the new Division ...

(Ibid: 40)

It was thus very clear that at least certain influential TAFE personnel were going to continue clearly to differentiate between TAFE and other staff. This is certainly a curious contradiction of the concept of integration, and the fact that such a divisive minority report was allowed to remain in the final report also raised significant implications.

This set the pattern for subsequent negotiations on promotions and appeals. By mid 1979 the TTF had taken a delegation to the Premier, Doug Lowe, seeking a fair and equitable system. In 1980 the TTCSS took industrial action when the Director-General attempted to overcome the impasse. *The Examiner* in an article "Teachers' row has brewed too long" (Everett, 15/5/1980: 4), had picked up the dispute and opined that:

In the power struggle, each union wants the rules slanted so it gets control of the Promotions and Certificate Committee.

At the opening of the new Fitting and Machining building at Alanvale in March, 1980, Education Minister, Harry Holgate, while maintaining his 'optimism' and 'excitement' about the community college concept, indirectly acknowledged the problems surrounding the proposed promotion system, saying

... that the present changes within the Tasmanian education system would be disruptive and cause problems. He did not like the reputation of being a "hatchet-man" and said it was important that the State Government stood up to public controversy surrounding education changes in Tasmania ...

(Ritchie, 26/6/1980: 8)

Nevertheless his proposed solution, when it came, represented an extraordinarily clumsy operation, where a promotions committee would include TTF and TTCSS representatives but without voting or speaking

rights on matters respectively TAFE or HSC. In the context of the wider community college development it was seen as a further instance of the reluctance of the Government and senior educational administrators to effectively move to create a unified Division. The Alanvale Staff Association expressed its extreme dissatisfaction when it passed a motion at a branch meeting soon after which said:

In the event of a decision being made as to the composition of the Promotions Committee for Further Education which clearly discriminates against established Federation policy in relation to the HSC staff component of FE, then this College take industrial action after consultation with the TTF Executive.

(Alanvale Staff Association Minutes,  
1980: 1)

As it was, Alanvale HSC staff were to have cause for further grievance when the modified promotions committee nominated one of the HSC Vice-Principals who had earlier left the TTF to join the Staff Society, as a Deputy Principal in the new Launceston Community College. The decision to leave the TTF had rankled staff. This decision was now openly canvassed as a clear instance of the Division's administrators weakening in the face of consistently applied industrial pressure, as well as suggesting the Promotions and Certificate system was open to influence.

The matter of employment security generated a similar pattern of lengthy, disjointed and frequently inconsequential negotiations. Again, the issue revolved around a discrepancy between conditions enjoyed by TAFE but not automatically applied to HSC staff once the Division got under way. The Staff Society had successfully negotiated a system of employment tenure prior to the advent of FE. This meant that TAFE Staff could not be transferred from a position that they had been

appointed to, against their wishes. HSC Staff, on the other hand, had traditionally been open to transfer to anywhere in the State, at times at short notice, and without any grounds for complaint, given that the Department held the right of transfer as part of its employment contract. Again the Scott (1978) Working Party recommended that the principle of tenure apply equally across the Division. Again the Department and the new Division seemed reluctant.

While ultimately the Director of Further Education did agree to a tenure arrangement for HSC Staff, the fact that it took almost three years did not help dispel the frustration felt by those affected. By the end of 1979 the TTF had become increasingly militant in its demand for a satisfactory tenure agreement. A meeting of the FE Congress at that time passed a motion stating that

... it will not tolerate transfer of any teacher in FE outside the region or the Division against their will, and should instruct teachers to remain in their positions even if notification of transfer is received as from the 17/11/79.

(TTF, 17/11/1979: 1)

The militant tone displayed was probably more a function of the wide-ranging industrial problems, than of the tenure issue itself, because the reality was that very little movement of staff occurred within the secondary college system; it tended to recruit from the recent graduate population, and it was only on extremely rare occasions that teachers were transferred against their will into the primary and secondary system. Perhaps it was seen as a likely issue for a win, for branches moved to endorse the policy. A TTF branch meeting at Alanvale in early December, 1979, formally did this, as well as moving to set up a 'Disputes Committee'. The latter represented an attempt to avoid

individual teachers having to 'carry the can' in a conflict situation with the Principal and/or the Department. (Alanvale Staff Association, 6/12/79: 1).

The tenure issue provides ample evidence of the senior administration's reluctance to act on something that had attained broad agreement amongst all parties. The matter of tenure should and could have been resolved at the outset of the Division - to delay this by procrastinating in the way that occurred provided further ammunition for those opposed to the community college concept.

There were, as well, a range of other matters affecting the nature of the relationship between the Division and its staff. In particular the proliferation of tasks and duties, other than those directly connected with teaching, became a problem in the Division. At Alanvale, the Chairman of Congress, as well as the delegates entitled to attend both Congress meetings and the TTF's Action Committee, were spending increasing amounts of their own time in associated meetings. They demanded time release for such meetings to be held in College hours.

The issue seems to have been sparked by the widely-held belief that TTCSS members, including their Committee of Management members, operated under a much more laissez-faire system than their secondary college counterparts, whose professional activity tended to be constrained by a perceived need for the formal approval of the Principal and the Regional Office. Again, the issue was only resolved after the matter had been taken to the Education Minister on a number of occasions, and after protracted negotiations with Divisional administrators.

Similarly, constraints on the right of HSC teachers to apply for

jobs within the Division, and thus across into the TAFE area, became a focal point for dissent. The criteria of industrial experience was an integral part of the Technical Colleges Award, requiring three years of industrial or vocational experience for Technician and General Studies awards, and five years for the Trade Certificate Award. Although something of an anachronism, in that it was historically linked with the traditional apprenticeship system in guaranteeing that technical teachers had themselves experience in the trade in which they were to teach, it was seen as a vital agency of TAFE operations in this State. Although not overtly expressed, it was also a critical form of job protection in that it could effectively restrict the entry of teachers from the colleges with their 'superior' academic qualifications into the technical arena. Interestingly the TTF recognised that there were good reasons why the industrial experience prerequisite operated. (TTF, 21/3/79: 3).

Again, however, it was a problem not with the substance of the prerequisite, but with how it was applied. The process of appointing a third Vice-Principal to Alanvale in late 1979 highlighted this concern. Although the position had been clearly labelled "TAFE" in the advertisement, it still attracted a range of applicants from across the teaching service. Some of the applicants were secondary college teachers with wide experience, including in some instances, extensive industrial experience. When the appointment was announced it attracted widespread criticism from mainly the secondary college teachers, because the industrial experience clause had been perceived to have been applied selectively. The incumbent, at that time, was also the President of the TTCSS, so that the appointment was viewed as politically inspired. It probably represented the culmination of an earlier understanding

between the Division and the Society that the confirmation of Crawford's principalship of the College would be unopposed so long as a TAFE vice-principalship was to be forthcoming. (Walker, 1985). The fact that in 1980 the first TAFE department on the Alanvale site was to begin operations and was justifiably entitled to TAFE administrative representation was not widely canvassed. The fact that TAFE and HSC at Alanvale were still very clearly identified and labelled suggested that the origins of the candidate would not have made very much difference.

Other similar matters emerged. The question of suitable titles for administrative positions within the Division provoked controversy. When a Classification Committee was established under the chairmanship of the Southern Superintendent of FE to determine how positions should be titled (generally TAFE-specific or HSC-specific, with the exception of senior positions), it was generally criticised because of the perceived TAFE sympathies of the chairman. The fact that the chairman had a casting vote encouraged perhaps predictable speculation that decisions were less likely to be favourable for HSC staff.

### Structural Changes

Perhaps one of the best opportunities to produce clear and tangible evidence of the existence of the new community colleges would have been to provide a clear administrative structure for them. However, yet again, the decision-making problems that beset the Division meant that even Alanvale, with its comparatively long lead-time in planning as a community college, suffered delays in having such a structure developed and approved. One of the problems was that the Society from the outset maintained a policy that any such structure should retain the separate identity of TAFE.

The Division itself, over a period of three years, explored three administrative models at some length. As has been already noted a large proportion of the Northern Regional Co-ordinating Committee's first eighteen months of operation was devoted to the consideration of these matters. Ultimately, in November, 1981 the "Administrative Structure in Community Colleges" document was released (Mitchell, 1981). The document was remarkable for its brevity and its inconsequentiality, although the latter is partly explained by the failure of the Further Education Award to gain Public Service Board approval.

The proposed Alanvale Community College administrative structure recognised what had already been in existence for some time, a Principal (Class 11) and three Vice-Principals (Class 11) tagged TAFE and HSC respectively. The effect was that the Vice-Principal (TAFE) adopted an administrative role almost exclusively restricted to facilitating TAFE operations, while the HSC Vice-Principals supervised HSC. Administratively Alanvale had, by and large, avoided any notion of effective integration. The proposed administrative structure simply helped in the perpetuation of the existing TAFE and HSC divisions.

Similar problems occurred in relation to funding the new Division. Despite attempts to create an integrated operation for the disbursement of funds, including the separate identification of them for the Division from the 1979-80 budget, the traditional arrangements remained. This applied to Commonwealth funding, with a strict separation of Technical and Further Education Commission (TAFEC) and Australian Schools Commission resources, as well as to State Government funding. Even with the creation of a central body, the FE Recurrent Management Committee, to oversee the allocation of Federal funds, the bodies remained functionally separate.



The fact that the funding machinery did little to assist the integrated development of the Division was recognised even at the local college level. A Launceston Community College submission to the FE Data Base claimed that:

... the financial structures within the Division of FE have contributed to the restrained developed of community colleges.

(Hocking, 1981: 245)

At Alanvale, while these funding arrangements did not significantly affect the operations of the College, their influence was apparent. Although the Fitting and Machining building had been State funded the fact that a significant proportion of its equipment had been Federally-funded was used as grounds to restrict access to the facilities of community education programs, the argument used being that there were strict guidelines imposed by the Commonwealth on the use of such buildings and facilities. Otherwise the type of machinery used for planning and budgeting remained separate, with HSC staff meeting to apportion Schools Commission grants much as they had always done, and Technical staff doing much the same.

On one or two occasions there was direct conflict over funding. One of these involved a staff development effort, the "Administrative Training Program", endorsed by the first Further Education Conference (1979) and organised by the Southern Superintendent, Frank McMahon. The first stage of this was run successfully in 1980, and involved both HSC and TAFE teachers from around the State. It was funded by Technical In-Service Education Committee (TISEC) resources. A year later the second phase of the program ran into trouble when the Staff Society threatened a walk-out if any HSC participants appeared. Two applicants were invited from Alanvale, one an HSC teacher. The HSC teacher, when

warned of the consequences of attending, chose to withdraw. The official explanation ultimately offered suggested that it was an oversight and that no HSC staff should have been invited, particularly in the light of the tight constraints then being imposed on the use of TAFE funds for non-TAFE personnel. A similar episode occurred a year later when two Community College Principals were faced with a similar threat. The fact that the Society was running a campaign of non-co-operation with HSC at the time was perhaps the more valid reason.<sup>6</sup>

Interestingly, as a consequence of this funding impasse, HSC teachers, in 1981, were ultimately allocated a separate fund for their own Staff Development needs. Again, however, there was no direct attempt to create a unified financial resources system.

#### The General Studies Proposal

A proposal that surfaced in 1981 that could have had significance for Alanvale Community College's development involved re-designating the HSC section a General Studies Department. The document, although unsigned and undated, was attributed to two of the vice-principals. Its intention was to provide a focus for discussion on a possible solution to the problems that the HSC section appeared to be facing with a shrinking population. Titled "Convert/Alanvale HSC Section to a TAFE General Studies School", it claimed that:

It is obvious that in the very near future a General Studies Department will have to be developed at Alanvale Community College in order to directly meet the demands of the community through the provision of diverse General Studies courses, or indirectly through its links with other TAFE vocational departments within the College.

(Alanvale Community College, 1981: 2)

It went on to specify a range of clear educational benefits deriving from the re-structuring, particularly in relation to the expansion of curricula offerings consistent with the earliest notions of Alanvale as a community college. It also pointed out that such an arrangement would become the nucleus for integrated courses involving both HSC and Technical Departments. An additional paper titled "Alanvale Community College School of General Studies", again unsigned and undated, provided a detailed statement of the ramifications for senior staffing.

It seems likely that the proposal had support amongst some of the College's senior staff in both TAFE and HSC sections. However, despite its educational merits and implications for a true community college, it was totally rejected by HSC staff. In a letter to the Principal (then Acting-Superintendent of FE for the Northern Region) the Alanvale Staff Association stated that:

In view of TTF policy regarding HSC/General Studies and the possibility of industrial action over more immediate matters we wish to ask you to defer consideration of this matter.

(Russell and Morris, 3/7/1981: 1)

Placed in the context of the industrial campaign being mounted by the TTF, which was to culminate in a stop-work meeting a week later, the General Studies proposal was viewed as a direct attack on this campaign. To have accepted it would have represented a willingness to accept an HSC-General Studies equation, with concomitant agreement on hours of duty. Under different political circumstances, when sensitivities were less inflamed, the proposal might have been viewed entirely differently. In the event the proposal lapsed and was never seriously

raised again.

### Curriculum Development

The program involving Community Education courses was one of the only clear success stories in the development of a new curriculum for the Community College. The range of classes and activities grew steadily, particularly when a full-time permanent officer was appointed. Interestingly there was never controversy over these operations, despite the fact that the Adult Education Officer became nominally a Staff Society member. At the same time, courses were not subject to guidance, development or control by either HSC or TAFE staff. Indeed it was not until 1982 that a serious attempt was made to mount a program of evening HSC classes. Likewise, Fitting and Machining courses were primarily linked with the local demands of industry, rather than with any general community orientation.

The one attempt to seriously develop a truly integrated teaching program failed ignominiously. Described as an "Integrated (Transitional) HSC-TAFE Course", it proposed a committee consisting of subject-department heads to consider a course that would expose students to the opportunities provided by Further Education as well to make them aware of the possibilities open to them in the world of work. (Alanvale Community College, 1981: 2). The Committee's earliest meeting revealed an uneasy state of tension between TAFE and HSC members. The absence of the Principal who was at that stage seconded to the Regional Office exacerbated this, particularly since the Acting-Principal had joined the Staff Society earlier in the year. HSC members were thus already looking for a conspiracy when a document proposing the urgent establishment of a General Studies Department written by the Acting-Principal was made

available to them. The HSC staff now had the conspiracy they were inclined toward, namely that the Transition Course was more likely to be a "Trojan horse" for the establishment of a General Studies Department. As a result their Staff Association voted to withdraw from the Committee immediately and the initiative collapsed.

The failure of this initiative was very damaging both for the College and for Further Education state-wide. The compilation of an unauthorised (and unsigned) record of the Minutes of the Committee's meetings suggested in unmistakeable terms that the fault lay with HSC staff. This led to a detailed analysis of the purported Minutes by the HSC members, who concluded that:

The report is cast in the form of a slanted and curiously incomplete post-mortem on the rejection of ... proposals that a particular formula for Transition Education should be adopted for 1982. Explicitly, by implication and by omission, both the report and the Minutes strive to blacken the HSC staff at Alanvale. There is no mention of positive proposals by HSC staff ... nor of the fact or the manner of their rejection by non-HSC staff.

(Alanvale HSC Staff 1981: 1)

The fact that this was circulated quite widely did little to help improve the increasingly negative image the community college concept was acquiring. It was also important evidence for those already mounting the case that would culminate in the community college concept being abandoned. As well, it constituted a failure for the type of integrated teaching program, that would be critical for the concept to work. Sadly it was not isolated. The Principal's earlier initiatives toward establishing a range of vocationally-based courses became a victim of obstruction and indecision. The HSC staff at Alanvale were generally negative toward

a proposed Further Education Certificate (Kent, 1981). Tensions emerged even within the ranks of HSC teachers as the hardening political stance required continuing evidence of solidarity. By mid-1981 public association between HSC and TAFE staff was rare and subtly discouraged. Staff meetings involving the full staff complement ceased. Alanvale Community College was taking the road that would ultimately make it a separate TAFE and Secondary College.

### CONCLUSION

1981 had been a year of enduring crisis for the Division. Not only had the range of issues already discussed nagged at the operations of the Division, but increasingly adverse publicity began to appear, as well as unprecedented industrial action on the part of the TTF. The TTCSS also took direct action during the year.

In May 1980 *The Examiner* newspaper had run an article headed "Teachers row brewed long" (15/5/80: 4), which highlighted the perceived differences between TAFE and HSC teachers. This generated a range of letters from aggrieved proponents from either side that lasted through that year. Issues like a call by the TTCSS for a Royal Commission into the Division's structure and operations amplified the concerns that all was not well. Poorly timed statements like that of the State Council for Further Education calling for its own establishment as a statutory authority to head a separate Division of Further Education re-ignited TTF concerns already expressed about the formation of a second Department.

The TTF's decision to hold a stop-work meeting in July of that year also gave a clear indication as to the state of tension existing within the Division. Planning for a stop-work meeting was underway by

June, a "log of claims" had been drawn up and had been forwarded to the Minister, with the clear suggestion to him that time for negotiating was fast running out. The position was further clarified in a joint letter from the TTF President and the FE Congress Chairman headed "We have waited long enough". (TTF, 23/6/81: 1). As well as listing the range of grievances consistently canvassed, the letter went on to warn that:

... the years of persistent, conventional and reasoned negotiation have failed us, our only recourse is to resolve the above outstanding issues by taking a more industrial stance.

(Butler and Hanlon, 23/6/1981: 3)

This industrial stance was soon confirmed as a one-day stop-work meeting to be held at the TTF's headquarters in Hobart. Buses were to be provided to transport staff from around the state, ready-made motions were circulated, and the TTF made public a press release which explained that:

The stop-work is to demonstrate to the administration of the Education Department the strong dissatisfaction of teachers at the Department's failure to resolve long-standing administrative problems and glaring inequities within the Division of Further Education.

(Butler, 8/7/1981: 1)

While the stop-work meeting was hailed as a success, basically since it had gained almost full support from HSC teachers in the State, in the longer term it effectively gained little. For the next six months at least, haggling continued over the "log of claims" between the Federation, the Director of FE and the Minister, with very little being resolved. The Federation itself showed signs that it was experiencing attrition from the enduring industrial battles. The Chairman of the FE Congress, David Hanlon, resigned in August, 1981, on the grounds that the Federat-

ion's Executive had failed to take the appropriate action with which the stop-work meeting had empowered it (TTF, 31/8/81: 2).

When a series of articles appeared in *The Examiner* forecasting the impending collapse of the community college system, a widespread campaign began seeking a return to the pre-1979 system. The Staff Society led this campaign. It appeared to have strongly influenced *The Examiner* articles, since they expressed the key grievances that the Society had identified - the misuse of TAFE funds, the failure of integrated courses, the threat to TAFE initiatives and the general failure of the community college system (*The Examiner* 21/9/81: 1). The Southern Regional Co-ordinating Committee had earlier passed a motion recommending a reversion to the former Divisional structure (*SRCC Minutes* 31/7/81: 2). This proposal appeared to have extensive support in the south. However the matter of disbanding FE was given short shift in the north. A letter published in *The Examiner* and signed by the full Alanvale Staff Association executive stated their concern at the Southern Regional Co-ordinating Committee's recommendation, citing the fact that all the Northern Colleges had strongly supported Government policy on further education and that to countenance disbanding the colleges would represent:

... a serious breach of faith both with those staff who have already applied years of effort to implement policy and with the community whose taxes have established community college facilities.

(*The Examiner* 11/8/81: 4)

Apart from the fact that Alanvale staff had been at the forefront of the community college initiative for some five years and had, hence, a high stake in its development, the future of the HSC operations on that site were seen to be threatened by disintegration. The fact that



a TAFE General Studies department had been proposed on a number of occasions to take over the HSC operations was seen as sufficient notice of intent. The planning for the Science and Engineering facility on the site had also included speculation on the future utilisation of the HSC science laboratories by the new TAFE department. This had caused further concern to be expressed about the longer term intentions.

The Federation, under pressure from its Northern members, was led to produce a detailed statement of the matter titled "The Future of Further Education" (TTF, November 1981). In coming down firmly on the side of maintaining the Division, the statement claimed that a form of integration was, in fact, operating through the ongoing sharing of resources and facilities between High Schools, Colleges and Technical Colleges. The shaky optimism for the future is most apparent in the comments on "The Future":

The Department has appealed the Technical Colleges Award with a view to gaining a single salary scale and common administrative structure. If the appeal is successful it will represent a breakthrough in these areas. Our commitment to the Division has already been made. Shouldn't we hold to our original commitment for the sake of our students and the students of the future? At the same time we must continue to defend ourselves against the inroads and onslaughts against HSC teaching from incompatible elements and maintain a 'total care' philosophical framework of personal contact and support for students which has always been a cornerstone of secondary college education. Without the quality of education in the widest sense, which is being delivered by secondary colleges, the Division of Further Education will be the poorer.

(TTF, November 1981: 3)

The damage had, however, been done. Despite statements of support by both the Minister and the Director of Further Education late in 1981, they were seen as belated. For the months in 1982 leading up to the

installation of a new Liberal Government, rumours of impending scrapping of the Division were widespread. The Community Colleges continued to function in name only.

## CHAPTER 6

### THE CONCEPT ABANDONED

As I write this the greatest hazard of all would appear to be dying of suffocation as we are all herded into the geriatric environs of LCC. After seven years of existence Alanvale is under the beady eye of Mr Bingham, and we are in danger of becoming as dead as the Tassie tiger unless both students and staff win their fight for independence.

(Adams, 1982: 1)

The Liberal Party policy on the future of Further Education was released in May, 1982. It stated, amongst other things that the community college scheme would be abandoned in the event of the Liberals winning government. The reasons offered, at that time, amounted to assertions that community colleges 'just hadn't worked' and that all they had done was to 'build up and increase the bureaucracy in the Education Department' (Bingham, 5/5/82: 3). Significantly, even after assuming government, a full and detailed exposition of the reasons for dismantling the Division was at no stage provided. It still remains at least partially open to question as to why the Liberals decided to adopt this strategy, particularly since it opened them, at the time, to a sustained barrage of criticism from both educational practitioners and a much wider range of professional and community interest groups. This was perhaps more obvious in the north of the state, but there was nevertheless widespread concern that the policy had been sponsored by an effective lobbying group, with most indications being toward the Staff Society.

Upon assuming Government the new Minister for Education released a "Clarification of Government Education Policy" document (Bingham, 1982). This clarification served only to formally commit the Government to a separation of HSC and TAFE. The reasons given were only marginally less spurious than those offered in the original policy, suggesting that the

separation would facilitate teachers concentrating on what they did best and allow student needs to remain paramount by providing the opportunity for 'free accredited cross-flow in choice of subjects' (Bingham, 1982: 1).

The statement of clarification revealed a remarkable failure fully to grasp the direction the Division of Further Education had taken in its evolution, as well as the true nature of the problems it had encountered. The notion of separating the components while allowing the possibility for students to have access to the disparate organisations for a wide range of subjects suggests gross naivety. If the Division had failed to manage any effective integration of curricula offerings, certification and cross-course accreditation while administratively one, it was hardly likely to when separated. Recent history has confirmed this, with no sign of any such initiatives having taken place since the collapse of the Division.

The Ministerial statement went on to specify changes at the college level. The implications for Alanvale Community College were momentous. Basically it would cease operations as a community college from the beginning of 1984. A new Launceston College was to be located on the Launceston Community College site, which would take all HSC students in the Northern Region. Alanvale Technical College would subsequently offer TAFE programs for the Region. The only concession to the exigencies associated with effecting large scale change was that 'for a limited period beyond 1984' HSC classes might be offered through a campus of the Launceston College at Alanvale (Bingham, 1982: 3).

The statement also advised on a procedure for implementing

associated changes. This culminated in a Report on Administrative Implications of Government Education Policy (Leo, 1982) being released in September, 1982, which more clearly specified the arrangements, including those governing staff originally appointed to the Division. It in no way attempted to modify the Government's intention, despite the fact that it was produced by the Director of Further Education, Trevor Leo, who might have perhaps been justified in seeking to do this given that he was expected to be both executioner and victim.

The decision to abandon the Division was to acquire a degree of support from the Hughes (1982) Review of Efficiency and Effectiveness of the Education Department which gave it added credibility and acceptability. Hughes had been appointed as a consultant in November, 1981, by the then Labor Government Minister for Education, Terry Aulich, primarily to examine administration and support services of the Department with a view to recommending organisational changes where deemed appropriate. The value of the work done already by Hughes when the Liberal Government took office was recognised and presumably encouraged Bingham to support the completion of the Report. The Minister did, however, issue some new guidelines consistent with its proposed policy changes.

Hughes indicated that he was aware of the major problems facing the Division of FE, as well as the fact that the present Government intended to make changes and that he had been requested to 'take note' of the new Government's policies. Had he refused it is possible that the section dealing with the "Division of Technical and Further Education" would have been omitted from the Report. Hughes went on to recommend that the secondary colleges be allowed to operate with a high degree of

decentralised authority in an administrative arrangement that kept them separate from the Secondary and TAFE Divisions. At the same time he recommended that the technical component of the Division of FE be renamed TAFE and detailed comprehensive administrative arrangements. Interestingly he, like several of the earlier authors of reports, rejected the idea of a separate Department of TAFE, on the grounds that it would not meet the 'efficiency and effectiveness' criteria of the Report (Hughes, 1982: 301).

It is highly likely that the Hughes Report had quite significant consequences for legitimising the Government's proposals in relation to FE. Because it recommended an extensive range of changes to the administrative organisation of the Education Department, the fact that Further Education was only one aspect meant that it tended to lose the significance it would have retained if it had remained an isolated case. It may well have had the effect of neutralising agencies that could have, in such a context, provided strong opposition to dismantling the Division. It seems likely that HSC staff, particularly those at Alanvale had hoped that the Hughes Report would vindicate their claims for the maintenance of community colleges. The fact that it did not was viewed as a serious blow to the chances of retaining or reinvigorating the community colleges.

#### Response to the proposal to disband Further Education

The extensive criticism of the decision to abandon community colleges was both strongly localised in the north of the State and relatively shortlived. The fact that the most strident opposition came from Alanvale Community College's HSC Staff, clients and local community

is perhaps not surprising in that the future of its HSC operations were placed directly at risk. However, what is interesting is that there was no widespread debate arguing for the retention of the community college concept on the basis of the educational advantages used to justify their creation in the first place. Instead the argument degenerated into an exercise with the exclusive aim of convincing the Minister to retain the Alanvale HSC component in its then current location. Predictably the focus for this campaign remained with the Alanvale HSC Staff. Apart from the more general support offered by AFTES, whose senior executive members came from Alanvale anyway, and sporadic support from the TTF there was a somewhat surprising lack of support from elsewhere in the State, both for the retention of Alanvale HSC as well as for the Division and its Community colleges.

The arguments for retaining Alanvale may be summarised in the following way:

1. Alanvale's custom-designed HSC building and facilities would be inappropriate to TAFE demands, and could not be readily duplicated on the city site;
2. the Launceston College buildings were outdated (having been built in 1916 with only minor subsequent modification), with limited scope for redevelopment and extensive site limitations, imposing real restrictions on the capacity to adequately cater for expanded numbers;
3. there was significant community support for the retention of the HSC component;
4. the criteria imposed by the Ministerial proposal could be met while retaining the HSC presence; and



5. Alanvale retained a number of advantages peculiar to it, including exclusive provision by design for physically handicapped students.

All of these were articulated extensively and with compelling vigour, by an impressive range of supporters in a wide variety of venues. Alanvale HSC staff, perhaps not surprisingly, led the way.

Before the Minister's 'clarification statement' (Bingham, 8/7/82) had been released, a draft statement had been written identifying the range of issues that would be subsequently voiced (Alanvale HSC Staff, 1982). The statement took the rather unusual step of entirely rejecting any redevelopment of the central city LCC site, in favour of a new community college in Launceston's southern suburbs, while of course retaining Alanvale to service the northern suburbs. Given the range of problems currently being experienced with the redevelopment of the LCC site, the proposal has as much merit now as it did then.

A subsequent working paper "Rationale for the retention HSC at Alanvale" (Alanvale HSC Staff, 1982) provided a detailed justification, this time citing an extensive range of educational factors in support. In particular it specified the precise advantages of the various physical facilities, in particular the specialist science laboratories, language teaching laboratories, music area (which had only ever been occasionally used) and the resources and media centre. It also argued that the 'preponderance of effort' was directed at HSC teaching, noting that, on the basis of "equivalent full-time students, HSC had 250, while TAFE had 68, and that in terms of average student contacts per week per teacher, HSC maintained 214 while TAFE maintained 131. (Alanvale HSC Staff, 1982: 3). The rationale, by any standard, was meticulous in its detailed preparation

and accumulated evidence. It was never seriously matched by the Staff Society's counter-claims, nor convincingly dismissed by the Minister for Education. Indeed Bingham, following a visit to the College on 30th July, was prepared to alter Government policy if the unions involved would guarantee they would work together (*The Examiner* 31/7/82: 3). While this guarantee was never realised, by early October continuation of classes at Alanvale was to remain indefinitely (*The Examiner* 8/10/82: 4). That agreement appears to hold true still in 1985.

Against a background of mounting support, the HSC Staff continued to refine their case, progressively adapting the arguments used to a position that ostensibly supported Government policy yet retained the HSC presence. Ultimately two "options" were proposed. Option A envisaged Alanvale College operating as an HSC college, providing annexe facilities for Launceston Technical College (Alanvale Staff, 12th July, 1982: 4). Option B proposed a 'shared-site' solution similar to that planned to operate for the Burnie Community College rationalisation (Ibid: 5-8). In supporting the case the staff submission noted that adoption of either of the options would entail:

No change to or disruption of present HSC and TAFE programs ... delivery of programs could continue uninterrupted. Only administrative structures have changed.

(Alanvale HSC Staff, 1982: 7)

The irony in this was that what was being argued for was, in reality, a confirmation of what had been in operation at Alanvale since the first TAFE facility had begun work in 1980.

An examination of the extensive support in the months after the Minister's statement of 12th July, reveals that the concern for community colleges per se was rapidly replaced by concern for Alanvale

HSC - in effect the retention of Alanvale Matriculation College. The Federation's earliest response referred to the widely accepted philosophy that lay behind the development of community colleges which the Minister appeared to be totally ignoring (*The Examiner* 15/7/82: 3). On the same day, however, ATFES focussed attention on the consequences for Alanvale (Ibid: 3) and a detailed case for preserving Alanvale's HSC component was published by students (Adams, 15/7/82: 5). This pattern was well established within a fortnight, with 'letters to the editor' in the local newspaper, *The Examiner* focussing on the superiority of Alanvale's buildings and facilities, its specialist programs in languages and its 'excellent HSC results' (Crawford, 20/7/82: 5). Support came from across the community spectrum, including the Tasmanian Council of State School Parents Organisation, the Warden of George Town, the Launceston Chamber of Commerce, the Chairman of the Alanvale Community College Council and even from staff and students of the Launceston Community College. Somewhat surprisingly, the new opposition in the State Government seemed unenthusiastic about providing any kind of strong criticism or condemnation of the abandonment of community colleges. The fact that the previous Minister for Education, Terry Aulich, actually lost his parliamentary seat probably contributed to this. Andrew Lohrey, the new Opposition spokesman on education, claimed it was a 'bad educational decision' and that the new Government was showing scant regard for 'the quality of education students would receive' (Lohrey, 17/7/82: 4). Former Premier Holgate, perhaps one of the principal architects of community colleges, claimed that the decision was an act of 'political revenge' for a disproportionate shift in educational funding to the north of the State while he was Education Minister (Holgate, 28/7/82: 1).

Against this sustained campaign of support for at least the

retention of Alanvale's HSC component, if not for community colleges, instances of justification for the decision were less numerous. The Staff Society in backing the change claimed that the original decision was based on 'unsound educational principles', that the level of co-operation had deteriorated between the disparate elements since the start of the Division, and that

critical reviews of the community college concept in other countries ... led to their dismantling. The Government's decision to do the same is based on sound educational principles.

(Bond, 16/7/82: 2)

When the Minister looked as though he might weaken and reverse the decision to separate the TAFE, HSC and Adult Education components, there was, however, a flurry of activity. By August TAFE teachers and the Staff Society were consistently putting forward their views in the columns of both *The Examiner* and its southern counterpart, *The Mercury*. Typical were claims that HSC and TAFE had never worked together, that there had been no real educational developments during the life of the Division, and that TAFE was in a better position to exclusively offer all that the community colleges promised (Warring, 3/8/82: 4, Broadhurst, 3/8/82: 6). Several correspondents referred to community colleges as 'a blunder' and 'a disaster', that the concept was generally perceived as a failure and that 'students had generally not received any benefits' (Heather, 10/8/82: 7). Interestingly there was not the same degree of focus on the consequences for Alanvale HSC as critics of the scheme had attained.

Despite the spirited campaign waged in the newspapers, at public meetings and even in the Legislative Council, the Minister confirmed

the Government's intentions to separate TAFE and HSC in October, 1982. While Alanvale's HSC operations were guaranteed a limited future, they were to operate under the administrative arrangements of an Annexe of the Launceston Community College. At the same time a significant upgrading of the latter buildings was promised, so that it would be the exclusive HSC facility in Launceston. The situation then envisaged remains, largely unaltered, today. Alanvale retains an HSC presence on the site, with a growing student population. TAFE facilities have proliferated with the completion of a Science and Engineering and Electrical Trades buildings. The Government's policy of separation means that, while the infrastructure for the original community college remains, the operational components are further apart than ever.

#### WHY THE CONCEPT WAS ABANDONED

By tracing the historical development of the Community College concept, with particular reference to Alanvale, it is possible to identify a number of key contributing factors which help explain the abandonment of the concept. The value of doing so is to provide tangible evidence of the likely problems to be encountered in managing large-scale organisational change in education. The data accumulated and ordered as a result of this study allows a number of generalisations to be established that have implications for educational planning and policy development.

#### A Lack of Commitment to the Community College Concept

There is a wealth of evidence to suggest that those directly involved in the development of the community colleges, as Alanvale Staff were, maintained a degree of scepticism and apprehension about the

planning. The fact is that occasions that could have provided useful opportunities for expression of open support did not confirm this. The seminars at Alanvale involved with its Community College planning are instances of this. The fact that industrial issues replaced educational issues as matters of concern supports this view, as indeed does the response to the Liberal Government's decision to dismantle the Division where concern for the maintenance of community colleges was significantly replaced by exclusive concern for the maintenance of Alanvale's HSC function.

The reasons for this lack of commitment are less easy to identify, and are much more likely to be part of a complex attitudinal set on the part of people involved. In this sense there is a real risk of oversimplification if single issues are extracted. Nevertheless it seems that HSC Staff were reluctant to allow any change that would threaten the élitist tradition that the Matriculation Colleges had established and maintained. Bailey (1982) in attributing cause for the failure also identified this, noting that HSC teachers saw:

... academia and the teaching of an  
educational élite of students as their  
main task.

(Bailey, 1982: 6)

Bailey (1981) identified the 'fear of subordination to TAFE' and the perceived limits to providing the type of education for which HSC teachers were trained as problems (Hocking, Burns and Hoult, 1982: 217-218). Corson (1986: 17) recognised that the HSC teachers were regarded with 'some pride and high esteem' and the notion of 'going down the drain with TAFE' was viewed as anathema by some senior administrators in the Education Department.

There was also a general tendency to regard Technical College Staff in negative terms. While this may have partly derived from the TTCSS's formation in the 1970's, it was also undoubtedly a function of the perceived importance of academic education in the 1960's and 70's. Technical education had been viewed as 'marginal' and 'second-choice'; technical teachers were ascribed the same attributes.

Technical Staff revealed a similar lack of commitment. Much was made of TAFE's links with industry, with the constant repetition of the importance of a vocational curriculum 'so vital to the occupational and industrial needs' of society (Hocking, Burns and Houlst, 1982: 4). The role of the Staff Society in championing this perception was paramount in maintaining a clear and separate identity for TAFE within the Community College concept. It was fuelled, as well, by the national trends that a range of significant educational enquiries had generated, with the rapid professionalisation of technical teachers a particular and important outcome. This lack of commitment was also probably exacerbated by the Staff Society's own concerns about losing control of the industrial machinery, the Promotions and Appeals Committee in particular. Bailey (1982) also claimed that TAFE teachers were sensitive to their programs and courses not matching up to the new demands that community colleges would impose.

There is also the possibility that some senior administrators within the Department were not fully committed, or that this commitment was not clearly apparent (Corson, 1986: 17). The weak and vacillating industrial relations style used raised doubts about this. Glib and trite ministerial assertions did little to confirm support. As well, the matter of commitment bias became a problem. For instance the

Alanvale Community College's Principal had a career strongly rooted in secondary schools and matriculation colleges. For TAFE Staff there was a commonly expressed view that he would be less likely to understand TAFE's unique qualities because of this type of career back-ground.

Perhaps the ultimate confirmation comes from the fact that when serious operational problems emerged in the Division, the conflict generated a ready abandonment of the Community College concept by virtually all parties, and an equally ready retreat to the traditional organisational enclaves of TAFE and HSC.

#### An Inappropriate Change Strategy

It seems likely that the preferred method of implementation of Government policy favouring an evolutionary approach was inappropriate. While this approach may have been adequately suited to the development of an integrated curriculum, it was clearly inappropriate for the industrial matters and issues associated with conditions of service. By allowing a situation to emerge where staff recruited into a common educational initiative were expected to accept different conditions of employment displays remarkable naivety in industrial relations matters.

The TTF's 'log of claims' of 1981 provides compelling evidence that the evolutionary approach had succeeded only in generating a sizeable clustering of grievances. The reluctance of the Minister, Director-General and Director of Further Education to either anticipate this process or adopt rapid strategies for the resolution of problems suggests a lack of sensitivity to the concerns of the Division's personnel. By allowing these grievances to mount, however unintentional,



the consequence was the proliferation of significantly dysfunctional agencies, powerful enough, as it turned out, to destroy the Division.

Quite clearly there were serious faults in planning for the Division. This has been recognised by Hocking, Burns and Hoult (1982) as insufficient planning and too short a time scale for implementation, compounded by a lack of common understanding of the term "community college". Indeed the only blue-print for planning came from the *Further Education in Tasmania* (1978) recommendations. These were couched in general terms and really reflected policy direction rather than a detailed planning schedule Corson (1986: 15) in recognising this blue-print function, also suggests that the failure to effectively communicate what it entailed contributed to the problems experienced.

Interestingly, however, the Further Education Conference of 1979 perhaps came the closest to a planning process that appeared to work. By at least bringing senior officers and administrators into a collaborative arrangement, a program of action covering, for instance, a common course accreditation and award system was established which lasted beyond the life of the Conference.

The adoption of a collaborative strategy for effecting change, while being widely recognised as an effective strategy in the scholarly literature on leadership, was never seriously adopted at a local level. Perhaps Alanvale's future might have been more certain if senior administrators had been constantly brought together on common tasks. At least it might have served to blur the clear boundaries between TAFE and HSC operations, thereby creating a more appropriate climate for implementing changes.

## Political Dysfunction

The community college concept suffered in its attempted implementation because the agencies critical for its success became increasingly distracted by the politicisation of the Division. The fact that both the Staff Society and the Teachers Federation shifted the focus of effort from the implementation of an educational policy to the pursuit of a range of industrial matters is significant. The consequences for the Government and the Education Department of failing to anticipate this and then to respond appropriately led to the ultimate breakdown.

Because the earliest decisions to go ahead with community colleges were largely determined by political agencies, there was always a constant external force sensed and recognised. This differed sharply from other efforts at change in the Education Department which remained essentially in-house, where decisions were made by educational practitioners. Once a clear link had been established with the political bodies, it became common to appeal to, or negotiate with, them. The TTF led a delegation to the Premier in the first year of the Division's operations over the matter of a promotions system. The Staff Society had a significant falling out with Education Minister Holgate over his accusation of 'political blackmail'. This type of pattern favouring constant interaction with the political apparatus rather than with key Education Department personnel was perhaps the most serious element of operational dysfunction in the Division. The ultimate breakdown was to occur when a political decision, based on political strategy, was used by the Liberal Government to terminate the Division.

There were some attempts by Education Ministers to distance

themselves from the problems experienced by the Division. However, this was often only temporary.

At a local level this meant that there was general reluctance to act on issues as one would normally expect an organisation to do. Thus Alanvale Community College's development was consistently hampered by the need to take account of outside political agencies and their views. The collapse of the integrated Transition Education program was due to the political climate of the time. The General Studies proposal could never be seriously addressed because it was seen as a threat to the industrial campaign for equation between HSC and Technician-level teachers. At least one SM, the writer, had to curtain staffroom windows because staff observation of discussions between him and a TAFE teacher (incidentally senior in the operations of the Staff Society) was viewed as politically insensitive. In other words, the routine operations of the College were seriously impeded by the intrusion of political exigencies.

### Mergers

Despite the fact that there is an extensive literature on the consequences and characteristics of organisational mergers, this aspect of the planning for the new colleges was apparently ignored. Alanvale Community College provides a graphic instance of the range of problems generated when dissimilar organisations are merged.

It seems likely that the choice of placing the Fitting and Machining department on site as the first stage of the integrated development was ill-advised. Fitting and Machining Staff were strongly representative of the blue-collar tradition in technical education.

They came from trade backgrounds, with comparatively limited professional education. Their educational philosophy tended to stress a practical and utilitarian view of education, where vocational training was paramount. Their clientele were strongly represented by apprentice and industrial re-training groups. Even attitudes toward discipline and 'pastoral care' were significantly different from the HSC colleagues.

By contrast, the secondary college teachers were professionally trained educators, with little knowledge of, or sympathy for the specific demands of industry. As a result there was simply limited common ground for serious and meaningful interaction. They spoke a different language, their educational philosophies differed. Haas and Drabek (1973) identify this as a form of normative incompatibility, where the two groups differ over the norms governing their interrelationship, their perception of the status of members, what constitutes deviant activity and even to the point where clear differences exist over the nature of routine tasks.

While these differences constituted a serious limitation for effective interpersonal relations, there were equally serious problems at an organisational level. TAFE colleges and secondary colleges differed in terms of organisational structure, procedures, spans of control, communication channels and the like. It is likely that management styles differed, with secondary college principals adopting a much more deliberate supervisory role than their TAFE colleagues. TAFE colleges tended to consist of a number of fairly autonomous schools, with the heads of schools showing much greater functional authority than the college principal.

Given the range of organisational and structural differences,

then some serious effort should have been made toward accounting for this in the planning. This was not done, and when the benefits accruing from such a merger were not clearly communicated, any kind of effective integration was unlikely to occur. Put bluntly, the differences between HSC and TAFE Staff were too great for an ad hoc, evolutionary method of organisational merger to occur.

### Power Strategies and Change

There is a range of compelling evidence to suggest that the Staff Society was much more effective at selectively influencing those responsible for the Division's operations. Corson (1985) identifies the industrial tactics used by the Society, its industrial cohesion and its ability directly to control its own members as significant contributors to this inherent power. At the same time it was relatively small so that decision-making was less hindered by the constraints that a larger organisation like the TTF experienced. As well it possessed mastery of a range of negotiating skills that guaranteed that its voice would be heard and taken into account on all issues it considered important. Evidence of this can be seen in its having a minority report included on 'Promotions and Appeals' in the Further Education in Tasmania document.

Its greatest success, however, was directly to influence the Liberal Party to adopt a policy to dismantle the significant educational development that community colleges represented. The reasons as to why the Liberals were persuaded is still open to argument. It might partly have reflected the view that community colleges were a monument to Harry Holgate's Labor educational thinking. There is evidence to suggest financial constraints associated with a single salary award

were seen as serious problems by the Liberal Government (Corson, 1986: 23). Whatever the reasons, the fact that they were persuaded represents a remarkable feat, given the effort that had gone into the Division of Further Education up to that point.

What is even more striking is that the Liberals did not extensively articulate any educational reasons for the decision. Perhaps it is an indictment of Liberal Party thinking on educational matters, that a policy development that had enjoyed wide support internationally for its potential to address the educational requirements of the 1980's, should be so unquestioningly abandoned. Interestingly the Staff Society itself never really provided any extensive justification for its action, beyond the most obvious relating to TAFE's perceived disadvantage through being a party to the community college concept. Nevertheless it appeared to retain its influence when Bingham looked for a time as though he would renege on the agreement. His ultimate determination to abandon the colleges, however, confirmed yet again that a powerful source of influence was at work.

#### CONCLUSION

In 1985 Alanvale continues to operate in much the same way as it has throughout its existence. The HSC section operates as a campus of the central Launceston College, while the TAFE section is administered from the original Launceston Technical College. The administrative arrangements were originally designed as interim measures pending the re-location of the HSC section on the central site. This has not occurred because of delays in refurbishing the latter, so that the HSC section remains, perhaps indefinitely.

The political decision to terminate the Division of Further Education has, in many ways, backfired. The former Minister for Education, Max Bingham, has retired from parliament to return to his former career in law. As a result, the principal architect of the scheme to scrap the community colleges has left behind a legacy which is proving to be a costly, somewhat controversial, and largely incomplete operation. The HSC student population at Alanvale exceeded 400 in 1985, which indicates the section's continuing viability. Both the Federation and ATFES maintain support for the retention of the HSC component at Alanvale. In this ATFES, for instance, has mounted campaigns for the replacement of senior staff when vacancies arise and for an Acting Principal (Hanlon, 1984: 4).

Mounting problems have occurred over the actual College's operations. The relocation of the TAFE administrative headquarters has been restricted by the HSC presence. HSC operations are affected by management problems associated with administering two campuses. The uncertainty regarding the ultimate fate of the HSC section seems likely to be affecting staff morale and, indeed, the organisational climate of the College. The Launceston College re-development is not only far behind schedule, but appears to be already inadequate for the numbers of students anticipated.<sup>7</sup>

Against this, the fact remains that Alanvale retains the potential for re-deployment in the direction of TAFE-HSC co-operation. This derives from the existing reality of the buildings and educational facilities established for the community college, and still essentially intact. A reorganisation of administrative structure is, at least superficially, all that is required. While the original community college concept

probably remains too politically sensitive to be revived, the idea of co-operation between HSC and TAFE is perhaps not so. The fact that already a number of such joint initiatives are occurring across Australia is a clear indication that this is an emerging trend that Tasmania may well become involved in at some point in the not too distant future (Jones and Krzemionka, 1985). Alanvale would be ideally poised to lead the way in this type of joint endeavour.



## NOTES

1. Alanvale's tradition of academic excellence that emerged early in its operations may have been at least partly inspired by Countesthorpe's style of operations. Interestingly, there was no equivalent TAFE operation at Countesthorpe, which raises the question of the appropriateness of it as a model for Alanvale's development as a community college.
2. Walker (1985) suggests that the situation in the south of the State was unique. TAFE was in the process of a massive re-building program, that would commit it to a central city site; the Tasman building. The opportunity for community college development was simply not an issue. This view was ultimately shared by the three secondary colleges when the problems being experienced by the Division became overwhelming. The SRCC motion was thus, in part, an expression of the perceived irrelevance of integrated TAFE-HSC-Adult Education operations in Hobart.
3. The fact that at no point in the planning for community colleges was there any attempt to review the theory and research on organisational mergers seems a strange omission. Such theory has identified a wide range of intervening variables that contingencies should be planned for in any merging of existing, separate organisations.
4. TAFE departments also tended to be more strongly oriented toward their own operations, so that it was a problem to generate any kind of corporate thinking in the community colleges. Increasing

enrolments in a TAFE department could guarantee job promotion, in some instances to positions higher than college deputy principals. Such TAFE departments were, in effect, subschools where classrooms, equipment, programs, in-service training and the like were carefully maintained. Staff seldom ventured out of their department's building for full college staff meetings, school activities or routine events like morning and afternoon tea. (Walker, 1985; Hocking, Burns and Houlst, 1982: 49).

5. The TTF's campaign for an equation with the Technician award seemed to have been finally successful when, in December 1980, the Director of Further Education agreed to a:

... compulsory classroom teaching load  
for the calculation of excess hours for  
SMs ... [of] ... 10 hours per week; for  
teachers (HSC) 15 hours per week

(Leo, 1980: 1)

However early the following year the decision was effectively reversed when Administrative Instruction 1/81, an industrial agreement derived from an earlier TAFE Instruction, specified 12 and 18 hours respectively. The decision was demoralising for HSC staff, particularly since it seemed highly likely that the Staff Society had put political pressure on the Minister, threatening an industrial campaign for a reduction in hours for both their General Studies and trade certificate teachers. The anticipated economic costs, as well as the likely industrial tactics that the Society would use probably account for the reversal.

6. Both instances were perceived by HSC teachers as administrative

backdowns resulting from Staff Society threats.

7. A Policy Discussion Paper on *The Future of Secondary Colleges* (1985), indirectly recognised the anticipated problems of the central city site when it recommended that the Department 'undertake a feasibility study for a second college in the Launceston area', while retaining the Alanvale HSC campus 'until at least 1990' or until the planning for a second college is underway. (1985: 38).

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