TAFE today – a review of the role of TAFE and its closer ties with University

Presentation to the Innovative Research Universities Staff Forum

Murdoch University, Perth, 17 July, 2009

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Introduction

Thank you for the invitation to contribute to this forum, it is a pleasure to be participating.

As some of you may be aware, TAFE Directors Australia, or TDA as I shall refer to it from here, is the peak body representing Australia’s 54 TAFE Institutes and the five TAFE Divisions of the dual sector universities.

In the light of the Australian Government's educational policies and targets and its response to the recommendations of the Bradley Review of Higher Education, universities and TAFE Institutes are being challenged to re-consider their respective roles and relationships.

TDA supports the overarching vision of the Bradley Review for 'a broad tertiary education and training sector [which establishes] the place of higher education in the broader tertiary education sector especially in building an integrated relationship with vocational education and training.' (Bradley, 2008, p.205) However, this vision notwithstanding, the Bradley Report did not adequately recognise the complexity of the Australian VET sector, nor did it consider the special role of TAFE as the public provider of VET, or provide much guidance regarding the mechanics of how all this might be achieved.

Achieving the vision will require both universities and TAFE institutes to fashion new and more transparent relationships whilst consolidating and building further on their distinctive but complimentary missions. This ideal was reflected in the Deputy Prime Minister's comments in March this year. She said

   two great systems of education, equal in value, driven by separate missions but with a common purpose of preparing Australia for a new age of human capital development.1

It is in this context that this paper will:

• consider the distinctive contribution of TAFE to the broader and more connected tertiary education sector envisaged by Australian governments' ambitious goals and targets for education

• explore possibilities for strengthening and maturing the connections between TAFE Institutes and universities.

1 Speech by the Hon Julia Gillard MP, Big Skills Conference, Sydney 5 March 2009
Goals and Targets for Australian Education

Based on the Bradley Review's recommendations, the Australian government's targets for higher education are

- for the proportion of 25-34 year olds with at least a bachelor level qualification to increase from an average base of 32% to 40% by 2025 and

- for the proportion of higher education students from low SES backgrounds to increase from an average base of 16% to 20% by 2020.

In announcing these targets the Deputy Prime Minister emphasised that they needed to be understood as part of the overall set of goals and the 2020 targets that have been agreed by COAG for Australian post secondary education:

- 90% of school aged students completing a senior secondary school certificate
- halving the proportion of working aged Australians without Certificate III level qualifications
- doubling the number of people with VET Diploma qualifications; as well as
- significantly increasing adult literacy and numeracy levels.

Clearly these goals are being driven by an economic imperative. The generation and dissemination of knowledge throughout the workforce is fundamental for the Australian economy and society to keep pace with technological change, climate change, global competition and recovery from the current global financial crisis.

There are also important equity implications – collectively the targets anticipate some form of engagement in post school education occurring at least once in the life of every adult.

Achieving these targets will require both TAFE and universities to substantially improve completion rates, significantly increase participation from equity groups and actively facilitate the movement of students, staff and knowledge between our two sectors.

Over the past two decades or so, relationships across the sectors have expanded to include a growing number of public and private providers both in the higher and vocational education and training (VET) sectors – although the number in the VET sector is considerably larger and more diverse.

On the whole however, higher education and VET have been largely regarded as two quite separate education systems, with different policy, funding, pedagogical, curriculum and regulatory approaches.

Links between the sectors might have been seen as desirable, but not in any way essential to achieve their respective missions, or to satisfy the education and career aspirations of their individual students.

Expanded and improved university-TAFE relationships have now become a central priority for both sectors. However, this must be pursued and achieved by recognising
and strengthening, rather than blurring or abandoning, the distinctive and different mission and role of TAFE.

A new balance of academic and applied learning for mature-aged students along with new and more flexible pathways will be necessary to achieve government goals for education - a new tertiary sector. TAFE institutes are ideally placed to complement, not compete with, universities in achieving this balance. The focus of universities on research and higher level program delivery can be complemented by TAFE’s own course profile, its emphasis on responsiveness to industry in large part a daily or weekly event with work placements under competency Training Packages, and its workforce development needs and to the different learning needs of people from different backgrounds.

Distinctive characteristics and mission of TAFE

So what are the characteristics of TAFE Institutes that define its distinctive mission? In this regard I should emphasise the importance of clearly distinguishing between TAFE and the Vocational Education and Training (VET) sector.

Firstly, the size and profile of its student constituency illustrates the important role of TAFE in supporting the Government’s education and skilling agenda.

One in two firms and over 1.67 students access the VET system annually. Australia’s TAFE network enrols over 1.3 million of these students each year, representing more than a 78% market share of the nation’s publicly funded VET sector. Taken with TAFE contracted corporate and private short course enrolments, some 2M Australians see or have contact with TAFE Institutes each year.

TAFE institutes themselves vary in size and orientation enormously; from community based institutions primarily serving their local communities to large institutes with numerous campuses engaged in domestic and international markets, some providing tailored Year 11 and 12 programs, some operating within dual sector universities, some offering degrees under licence and some awarding their own accredited degrees and other higher education qualifications.

Fifteen of the seventeen qualifications listed on the Australian Qualifications Framework (AQF) are offered somewhere within the Australian TAFE network, spanning programs across all three sectors of education including higher education up to Bachelors degree level.
This makes TAFE perhaps the most multi-sectoral of Australia's public education institutions. However I recognise that a number of universities also offer programs from the VET sector as well as senior secondary equivalents.

Rather than sectoral specificity of their qualifications, often the differences between universities and TAFE are identified as those of the funding mechanisms, governance, regulation and multiplicity of different accountability and reporting obligations that surround each sector. Directors of TAFE Divisions in the dual sector universities are certainly conscious of the workload, and the anomalies and duplication involved in two different reporting and regulatory systems.

Overcoming these differences would no doubt facilitate efficient resource management and smoother student movement between courses. Certainly this is the view of many TAFE and higher education managers in the dual sector universities.

Characteristics of TAFE students.

A more important distinction is the differences between the student profiles of TAFEs and universities:

- While the majority of university entrants are school leavers, TAFE students are characterized by a much wider range of ages and are in different stages of their careers and have different educational requirements.
• The average age of a TAFE student in 2007 was 31.4 years\(^2\) whereas the average age of a university bachelor student was under 21 years.\(^3\)

• Despite surprisingly common misconceptions, not all TAFE students are apprentices. Less than 30% of Australian VET students are apprentices and trainees who study as part of their contracts of training with employers.\(^4\)

### Table 1 VET Students by Qualification level

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<tr>
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<th>2007</th>
<th>2008</th>
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<td></td>
<td>('000)</td>
<td>('000)</td>
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<tr>
<td>AQF qualifications</td>
<td></td>
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</tr>
<tr>
<td>Diploma or higher</td>
<td>166.0</td>
<td>171.2</td>
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<td>Certificate IV</td>
<td>188.7</td>
<td>189.2</td>
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<tr>
<td>Certificate III</td>
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<td>Certificate II</td>
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<tr>
<td>Certificate I</td>
<td>100.1</td>
<td>91.4</td>
</tr>
<tr>
<td>Sub-Total AQF</td>
<td>1213.1</td>
<td>1257.5</td>
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<tr>
<td>Non-AQF qualifications</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other recognised courses</td>
<td>251.1</td>
<td>228.7</td>
</tr>
<tr>
<td>Non-award courses</td>
<td>87.4</td>
<td>94.9</td>
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<tr>
<td>Subject only—no qualification</td>
<td>113.4</td>
<td>115.4</td>
</tr>
<tr>
<td>Sub-total non AQF</td>
<td>451.9</td>
<td>439.0</td>
</tr>
</tbody>
</table>

Source: NCVER, Students and Courses 2008, Table 4.

Another misconception is that TAFE students are undertaking courses and qualifications required by or directly related to their current employment. In fact fewer than 20% give this as the main reason for studying.\(^5\)

• Over 20% VET students are jobseekers and in the current economic climate this figure is likely to rise. Only 5.5% identified the main reason for undertaking VET studies was to get into another course of study.

Research has demonstrated that TAFE significantly outperforms the higher education sector in terms of disadvantaged students accessing post-secondary education.\(^6\)

### Table 2


\(^3\) DEEWR, Selected Higher Education Statistics

\(^4\) NCVER, Students and Courses, 2008, Table 6. Apprentices and trainees comprise 27% of 2008 students but 36% of those in AQF qualifications; 80% of Cert. III students are apprentices; Cert. III apprentices account for 89% of all apprentices and trainees.

\(^5\) NCVER Graduate Satisfaction Outcomes, December 2007.

In particular, there is a high representation of students from low socio economic areas in vocational education and training. This is partly driven by the relatively high participation by students from regions outside capital cities, which on average tend to be lower socio economic areas where TAFE has the greater footprint. The same research shows that people from low socio economic areas tend to undertake lower level qualifications.  

Students from these regions often experience difficulty at school and have requirements for literacy and numeracy support that would prevent their direct admission to university. TAFE has developed expertise in engaging with these students, especially those from indigenous backgrounds.

Given this, TAFE Institutes are uniquely placed to contribute to raising participation of disadvantaged students and unlike, private training, play a critical role in responding to the lifelong learning aspirations and needs of a growing Australian population.

Intersectoral Patterns of Student Movement

It is difficult to compare the reciprocal flows of students between TAFE Institutes and university because of the differences in the national data collections for each sector.

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Recent reports from the National Centre for Vocational Education Research (NCVER) confirm that the flow of students between TAFE and university occurs much more equally in both directions than has commonly been assumed.

In 2007 domestic students admitted to higher education on the basis of TAFE studies accounted for 9.6% of commencing students and that 7.1% of VET total enrolments in 2007 were university graduates.

Patterns of Movement – TAFE to HE

- The number of undergraduate university commencers reporting a VET award as their highest qualification is 16% and increasing but only about 10% are admitted on the basis of their VET qualification
- VET graduates tend to enrol in higher education in the same or similar field of study
- 32% of VET diploma students under the age of 25 subsequently undertake enroll in bachelor degrees or higher qualifications, while for those 25 years or older the flow is only 14%; There is a fairly even spread of demand across all fields other than accounting and commerce where the demand is higher.

Patterns of Movement – HE to VET

- The 2007 proportion of VET students with a university degree is smaller at 10%. But the VET system enrols many more students, so the total numbers of VET students with a university degree is greater than the number of commencing university students admitted on the basis of their VET qualification.
- University graduates tend to enrol in VET in different fields of study from their first qualification or to acquire a specific skill rather than a complete second or subsequent qualification.

Caution is necessary in interpreting or relying on these data for several reasons.

a. The data are drawn from national statistical collections which do not adequately account for students moving between private VET and higher education providers.

b. The data reflect the movement of only those students and graduates who successfully negotiate current sectoral boundaries. This may or may not be a

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9 DEEWR Higher Education Statistic, 2007; NCVER, Students and Courses 2007
11 David Curtis, Student Transfer; At a Glance, Commonwealth of Australia, 2009, NCVER, Adelaide
reliable indicator of the patterns of demand or movement which would occur in a more seamless, flexible and open tertiary system.

c. Considerable variation from these national averages is to be expected because of

- the different policies of state-based TAFE administrations

- differences between universities in admission and credit transfer practices.

d. There is a significant lack of systematic longitudinal information on the retention in, and outcomes of, students enrolled in second and subsequent qualifications across sectors.

TDA is of the view that there is a pressing need to further synchronise national higher education and VET statistical collections in order to allow for more effective monitoring of the considerable further expenditure and effort that is planned with the aim of improving intersectoral pathways. A useful first step towards this would be the expedited implementation of Recommendation 46 of the Bradley Review, including the expanded role of the NCVER in strengthening the compatibility between the VET and higher education statistical collections.

**Applied knowledge and competency based education and training**

The widespread but erroneous assumption that the only movement of students is ‘upwards’ from TAFE to university may explain recent comments by some university leaders who have advocated varieties of ‘hub and spokes’ or community college models as the basis for university – TAFE relationships in the new Australian tertiary environment.

These models might be appropriate in a few, highly specific situations. However as a systemic solution, TDA believes it is undesirable because it conceives of TAFE as principally as a ‘feeder’ to universities and ignores the diverse role and characteristics of vocational knowledge and the teaching and learning practices of TAFE.

These are fundamentally different from universities and equally - if not more vital - to enhancing the education and skill levels of Australia’s working aged population.

One of the most distinguishing features of the Australian VET system is its core mission of meeting the skill needs of industry and its applied or ‘practice based’ approach to learning and assessment. TAFE prides itself on being the major provider in a national industry-led system that has been benchmarked across many OECD countries and is highly regarded across our region.

VET qualifications certify students against real skills and standards endorsed by industry for specific occupations. For this reason, Skills Australia has recently advised caution in moving from an industry-led, purchasing model of resource allocation in VET to the student demand driven approach which will be applied in the university system.12

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However here too, it is necessary to dispel a few myths and misconceptions. Despite some of the problems identified with national training packages, there is nothing inherent in the design of VET qualifications that prevents us from improving connections between the knowledge and merit based approach of universities and the competency based approach of VET.

- Competency based education does not necessarily disregard the knowledge base required for sustained professional performance. This is evident in the way students learn and the forms of assessment used in the majority of TAFE Institutes.

- Competency based education does not preclude graded assessment. Grades are awarded on the basis of criteria which are external and independent of the achievement of individuals relative to that of a particular cohort of students. Many university faculties are also now moving to this form of grading as a more reliable and valid measure of individual capability and achievement.

I do acknowledge that the development of cognitive and personal attributes can sometimes become hidden in the way VET qualifications are documented. TDA has recently provided feedback to the National Quality Council on the need to report more clearly on the cognitive and conceptual skills of students and graduates of VET qualifications. This is consistent with the growing perceptions among of TAFE students, employers and graduates.

But this does not negate the obvious - that, in a knowledge economy, the traditional practice of locating theoretical knowledge in universities and practical knowledge in TAFE is no longer defensible or sustainable.

Speaking at the Big Skills Conference earlier this year, John Buchanan, head of the University of Sydney’s Workplace Research Centre, proposed a series of solutions to the skill challenges of sustainability and social inclusion. In meeting these challenges, he strongly emphasised the importance of the fusion of thinking and doing to meet what he described as the need for ‘practical intellectuals’.13

Thus ‘manu et mente’, - by hand and mind – remains as relevant today as when was it first adopted as the original motto of (what was probably) Australia’s first government technical college.

Building better pathways in a broader tertiary sector

In March this year, the Deputy Prime Minister challenged the VET sector. Foremost, Minister Gillard reached out to Australian education to fundamentally rethink separate systems and institutions, ---

- with the purpose to create better connected learning for millions of individual students – one that developed easier pathways for students –

13 John Buchanan, Speech to the Big Skills Conference, Sydney 5 March 2009
- one that moves beyond individual agreement and recognition to systemic reform.\textsuperscript{14}

TDA is of the view that greater social mobility is achieved through education and training programs that have multiple modes and points of entry and transfer. While we acknowledge the Bradley Review's observation that VET should not be seen primarily as a pathway to universities, TDA therefore emphasises the considerable scope for strengthening these pathways.

There are currently a multiple array of individual credit arrangements currently in place - some excellent models of collaboration but others not necessarily conducive to students with TAFE qualifications upgrading to degree level qualifications.

The most common arrangements involve the granting of credit or advanced standing for TAFE graduates enrolling in universities.

- West Coast TAFE students who complete the Diploma of Information Technology receive credit for their studies and can enter directly into second year of a Bachelor of Science at Edith Cowan University.

- TAFE NSW and the University of Newcastle have negotiated an agreement for an articulation arrangement from the Advanced Diploma of Product Design into the Bachelor of Industrial Design.

- Credit transfer arrangements cover approximately 50 separate vocational qualifications into relevant Swinburne University of Technology bachelor awards in disciplines including business, accounting, finance and human services, liberal arts, environmental management, hospitality, tourism, IT and multimedia, laboratory operations, sport and recreation and applied languages.

- Deakin University in Victoria provides pathways for students into higher education from across education sectors and in collaboration with three TAFE institutes is offering a two year Associate Degree leading to employment or further study for people underrepresented in higher education.

While these and many other similar articulation arrangements have been effective in strengthening pathways across VET and higher education, they are resource intensive, often difficult to negotiate and despite being negotiated and agreed at an institution level, are often not always honoured at a faculty level. Added to this the record from some universities of promoting credit transfer for TAFE students has been poor.

National Qualifications and Quality Assurance in a broader tertiary sector.

When the Australian Qualifications Framework (AQF) was first established in 1995, it promised the possibility of transparent and easily accessible pathways and cross sector linkages for schools, VET and higher education. At the time we thought the boundaries of qualifications across these three sectors were fairly clear and the common framework promised opportunities for cross sector collaboration and cooperation.

\textsuperscript{14} Speech by the Hon Julia Gillard MP, Big Skills Conference, Sydney 5 March 2009
Despite this promise, cross sector collaboration continues to be problematic. In a recent TDA member consultation, several TAFE Directors expressed how they felt about negotiating credit arrangements with universities in terms of ‘you never feel like an equal partner’ to feeling like the ‘poor cousin’; it being like a ‘master/servant relationship’; and even ‘academic snobbery is alive and well’.

These, together with the significant but unfunded costs incurred by TAFE institutes in establishing and maintaining appropriate and useful articulation arrangements is often cited as a key driver for TAFE institutes offering higher qualifications in their own right.

The introduction of Associate Degrees and Vocational Graduate Certificates and Diplomas to the AQF were in part a response to the need for higher order applied skills but there was much debate about who owned these new qualifications and the space is still highly contested.

While some TAFE Institutes are now offering degrees and associate degrees - some delivered on their own behalf and others under license and quality assured by universities – TDA believes these arrangements will augment rather than replace or supersede the need for better and more articulation across the sectors.

TDA welcomes the work being undertaken by the AQF Council strengthening the role of the AQF in developing and assuring credit and recognition systems and pathways. However, there is a need to ensure that this strengthening process does not lead to a broader tertiary sector with major deficiencies in quality assurance.

TDA contends that there would be dangers in simply including all 4,500 currently registered VET providers based solely on their existing scope of registration, given the very wide range in mission and capability that exists among them. Reputation and performance are also relevant. This is the rationale for the different national protocols which apply to different institutional categories in the higher education sector. It is of noteworthy concern to TDA that no similar arrangements have been planned for the VET sector. Given the greater degree of competition and, arguably, of complexity in the VET sector, there is a compelling case for the benefits that will follow from distinguishing between providers of different scope, breadth and capability and in adopting this as a basis for different levels of provider autonomy and accountability.

If all 4,500 Registered Training Organisations (RTOs) are included indiscriminately in a new the One Tertiary sector, it is likely that universities will in practice dissociate themselves the process of change, since important differences in the scope, quality and capability of different RTOs will remain less than transparent.

National protocols are required for the whole of the new tertiary sector which clearly define its scope and differentiate between the component parts in a similar way to what currently applies only in Higher Education. Redefined and expanded national protocols should be designed to clarify the vision and delineate the distinctions within and between different components of the proposed tertiary sector.
TDA has expressed this view to the Deputy Prime Minister and, with her encouragement, has established a working party with Universities Australia to formulate an agreed position.

The Need for Direct Institutional Collaboration

However, while national frameworks, protocols and regulatory provisions can facilitate the development of a broader and more seamless tertiary sector; they cannot deliver the vision. This will depend on universities and TAFE institutes working as equal partners and engaging in productive collaboration across our different pedagogical and institutional cultures to achieve a multi-faceted connectivity.

Clearly, the priority must be in improving student pathways. I have noted earlier that competency based education and the adoption of national training packages has often been regarded as a major barrier to negotiating credit arrangements with universities for many years. TAFE institutes have put in place a range of measures to address this issue.

However there are also other areas where greater collaboration could vastly improve the quality of education provided to all students in both the current HE and VET sectors and which would also enhance the value of tertiary education to industry and the community.

Improving and aligning pedagogies

In this regard, I want to emphasise the teaching and learning expertise of TAFE staff. More specifically, TAFE Directors have emphasised the strength of TAFE in addressing the higher education preparatory and transitional needs of students from a variety of educational backgrounds. The most obvious example of this is the reliance of a number of universities on TAFE to provide the IELTS tuition that international students require for university admission. TAFE has a record second to none in providing high quality and effective programs in language, literacy, numeracy and study skills including those required for academic purposes. By contrast many university academic skills support programs have been based on a deficit model and have met with, at best, moderate and variable success.

Workforce development, research and innovation

While strengthening pathways for individuals across the sectors is a high priority at least in the short term, there are other areas of collaboration between TAFE and universities that should be explored.

A key area of opportunity is business innovation.

As TAFE Institutes respond to the need to upskill the existing workforce, increasingly TAFE clients are not confined individuals, but have expanded to include enterprises, workplaces and work teams both in Australia and abroad. To meet the needs of these clients, TAFE is increasingly designing and delivering strategic and integrated workforce development programs. Recent research by TDA and by TAFE NSW has demonstrated
the ways in which these strategies can lift productivity and competitiveness of enterprises.\footnote{15 TAFE Directors Australia, \textit{TAFE Australia – Driving an Innovation Agenda}, A snapshot report, Sydney, 17 April 2008; Mitchell, J., 2008. \textit{Improving the bottom line - why industry values partnerships with TAFE NSW}, NSW Department of Education and Training. A summary of the report can be found at: https://www.tafensw.edu.au/employerservices/national/docs/The_Bottom_LineWhy_Industry_Values_TAFE_NSW.pdf}

In some cases these workforce development initiatives have been combined with research input from university staff and post graduate students, leading to an exponential increase in both innovative products and processes.

On the basis of this evidence, TDA has submitted a case to the Australian Minister for Innovation, Senator the Hon. Kim Carr, for funding support for innovative TAFE – business collaborative projects.

I want to emphasise these initiatives because there is still too sharp a divide between the national system for research and innovation and its adaptation and application to real workplaces and workforce practices.

I suggest this is another area where we need greater collaboration across universities and TAFE particularly in the areas of green jobs and green skills.

\textbf{Structural adjustment}

While the changes suggested here might seem to be largely ones of degree rather than substance, there is no doubt that to achieve them will require significant cultural and structural change in both universities and TAFE.

The Bradley Review recognizes this with the recommendation for funds for universities to assist them in adjusting to a more demand driven system.

TDA believes there is an equally strong case for structural adjustment assistance to TAFE – and that this should be extended to TAFE Institutes as part of the Budget in May 2009.

Primarily this would provide the resources which allow TAFE Institutes to continue to meet industry and government priorities, but also collaborate as full partners with universities in building a more coherent Australian tertiary education system.

\textbf{Conclusion}

I suggest we are all seeking common broad goals – meeting the demand for higher skills as knowledge impacts across our economy and society – VET and higher education are both critical for future growth and sustainability in the context of the current global financial crisis.
The Deputy Prime Minister in her response to the Bradley Review endorsed separate missions of equal value for higher education and VET but within a common purpose of preparing Australia for a new age of human capital development.

The debate has now moved well beyond whether TAFE should be a feeder for universities. It is time we moved beyond the ‘poor cousin’ relationship between TAFE Institutes and universities into achieving meaningful and productive partnerships – partnerships that deliver real outcomes for institutions and students across the sectors. TDA welcomes the vision for TAFE to be an equal partner in the national reforms to the tertiary education sector in Australia.

TDA supports the need for an integrated and diverse tertiary sector that thrives on cooperation and collaboration while recognising and encouraging the different strengths of different institutions and sectors. Australian governments have set ambitious targets for strengthening human capital to ensure our country’s future economic, social and environmental sustainability.

TDA welcomes the opportunity to work more closely across a range of interests in the university sector to achieve these targets and enhance pathways and life long learning opportunities for all Australians.