

CHAPTER FOUR

HIBERNATION 1938-1963

Introduction

The depression, which forced the Queensland State government to reduce technical education funding, peaked in the mid 1930s, and Queensland's economy slowly recovered, led by an expanding rural sector. The Labor Party eased unemployment by spending more on public works, and by providing work relief and youth schemes, especially in country areas. As industry started to improve, technical college enrolments returned to their pre-depression levels and their funding, reduced during the depression, was restored to meet this enrolment demand. As there was also a crucial need to replace worn out and outdated equipment within colleges, much of this 'extra' funding was consequently used merely to 'catch-up'.¹

Before the war pressure for reform in technical education had come from leading industrialists who had a particular stake in the advancement of Australian industry and who did not wish to be reliant on imported skills. This had been the pattern for generations but the war caused a qualitative change in industrial development in Australia. There was now a drive towards industrial self-sufficiency with new industries, new processes, and new products. Industry diversified and Australia no longer expected Britain to supply skilled workers.

1 *Brisbane Courier*, 12 October 1932, p.3.; A/16275, *QSA.*; 62nd RPQ for 1937, p.49.; K.S. Cunningham, G.A. McIntyre, and W.C. Radford, *Review of Education in Australia, 1938*, Melbourne University Press, Melbourne, 1939, p.120.

During the war technical colleges had been well to the fore in helping the war effort and student numbers had almost doubled with the influx of returned soldiers in the immediate post-war years. Nevertheless, technical colleges not only lacked the prestige of universities but also their level of finance, buildings and accommodation. Amenities for students and staff, libraries, and technical facilities compared most unfavourably with those in universities.

For a time the Commonwealth government injected money into technical colleges to train returned soldiers, and to service other re-training and rehabilitation schemes. These funds enabled technical colleges to cope with the increased enrolments, although commonly their buildings and administration systems had changed little since World War I.

Before the 1960s technical colleges were the 'poor relations' within the tertiary system. For most students study at a technical college was aimed at gaining a job. Technical College was a place to gain admission to a vocation – a 'meal ticket' and little else. The emphasis was on technical, strictly vocational courses of study. Students had little time to 'waste' on humanities or subjects not directly related to their intended occupations. There were two groups of students – trade, and diploma and certificate. Trade students were apprentices obliged to attend technical college as part of their apprenticeship training. Diploma and certificate students undertook studies in such areas as food science, engineering, architecture, art, chemistry, physics, and applied science.

This chapter takes Queensland technical education from 1938 to 1963. Initially it was a period of trepidation, followed by some stimulation but was mostly one of hibernation. In November 1938, Leonard Canton Morris², 'protector' of technical education, died leaving behind a disheartened Technical Education Branch. This, with concentration on the war, caused it to suffer from lack of leadership. There is discussion on the 'take-over' of colleges, and observation of technical education in other States. The effects of World War II, and Commonwealth involvement in technical education are addressed, as are rehabilitation schemes, and some effects of the post-war period. These are followed by discussion on Technical Correspondence School, and effects of changes in Government policies. Diploma course rivalry, apprenticeship training and staffing are then examined. The chapter closes with a summary, reiteration of critical points, and an analysis of the development of technical education in Queensland during the period.

2 Director of Technical Education 1909-1938.; see also Appendix 2 - Details on Other Selected People.

Background

In 1909 Morris was appointed as the first Director of Queensland Technical Education and held this position until his death. He was a strong supporter of technical education and had furthered its cause whenever the opportunity arose. His death caused a hiatus in the State's technical education system and not until 1944 was his position officially filled.

On Morris's death Robert McLean Riddell³, Assistant Chief Inspector, was promoted to Chief Inspector of Education and John Hill⁴, Inspector of Technical Colleges since 1923, became Assistant Chief Inspector with supervision of technical education just one of his many duties. Hill's previous position was not filled for sixteen years. Consequently, during the critical period of World War II, when strong leadership was needed, Queensland technical education was sorely lacking that quality.

Exacerbating the problem of a lack of cohesion and coordinated leadership in technical education after Morris died, was inspection of technical colleges. From 1938 to 1954, technical colleges were inspected by Education Department inspectors who commonly lacked knowledge of technical education needs.

The Colleges

In 1938 the Technical Education Branch officially controlled technical classes in eight state centres, while there were four other centres under committee control. By 1963, fourteen centres were under State control, and only one was still under committee control, and even this was taken-over only two years later. This event was the final implementation of the policy of taking over colleges, allowed by the *Technical Instruction Act Amendment Act of 1918*. On the other hand, the joint facility policy, which combined high schools with technical colleges, finally lost its attractiveness for

3 see Appendix 2 – Details on Other Selected People.

4 see Appendix 2.

Technical Education and in 1962 Mackay, Rockhampton and Toowoomba Technical Colleges became entities separate from their respective High Schools.

During this period four new centres had started technical education classes, one existing centre was closed, and two committee-controlled centres were taken-over by the State. The take-over of Maryborough Technical College in 1943 was the first since that of Mount Morgan in 1929. The next 'takeover' did not occur until 1951 when Ipswich Technical College was taken over. George Devries⁵ told the final college committee meeting that he hoped they would continue their involvement but as elsewhere, once they had lost control, committee members quickly lost interest in college affairs.⁶

Central Technical College, Queensland's largest,⁷ held up as a model for others and referred to occasionally as the 'Working Man's University', continued to develop along lines similar to the polytechnic institutions in Great Britain. By 1956 it was supplying the annual examinations for most technical colleges throughout the State. In 1947 Industrial High School left the Central Technical College complex, followed in 1962 by Domestic Science High School and Commercial High School.⁸

Effects of World War II

In 1939, just as it was shaking off the effects of the depression, Australia was beset by another world war and the States increasingly tailored their economies to the war effort. After England declared war on Germany, Australia imitated the 'Mother Country' on 3 September 1939. Technical education quickly gained enhanced importance as Australia decided to become as self-contained as possible in manufacturing armaments.

5 Minister for Education 1950-1956.; see also Appendix 1 - Details on Selected Politicians.

6 P.E. Hack, 'The Ipswich Technical College - Sixty Years of Local Control', typescript, 1956, pp.16-19.

7 5,500 students in 1937.

8 Thomas Wilson (Minister for Education, 1925-1929), *Brisbane Courier*, 19 June 1928, p.15.; *The Courier-Mail*, 17 July 1937, p.13.; R.A. Wearne, Principal of Central Technical College, in *Brisbane Courier*, 4 March 1927, p.9.; 81st RPQ for 1956, p.25.

In 1940 Australia produced her first aeroplane engine as the start of plans for large scale aircraft production. This, and the expansion in munitions manufacturing, represented a development of precision engineering of great significance to the future of technical education. Queensland technical education however, failed to benefit as much as in other states as Queensland lacked a 'core' manufacturing industry.

Although manufacturing declined in seventeen of twenty-five State regional areas from 1943 to 1944, Brisbane's secondary industries expanded. There were 9,000 more factory workers in Queensland; two-thirds of these were in Brisbane, mostly in industrial metals and machinery production. Nevertheless, these figures can mislead as post-war the value of Queensland manufacturing was still less than that of primary production.

During the war, when the number of manufacturing plants in Queensland should have increased, only one munitions factory - at Rocklea - was established compared with twenty-two in New South Wales, twelve in Victoria and nine in South Australia. For little more than twelve months it produced military projectiles and at the end of 1943 was taken over for American aircraft repairs. The only other significant war-time industrial activity in Queensland was ship building. Most of Queensland's war effort concentrated on constructing roads and aerodromes outside Brisbane.⁹

World War II posed problems for Labor's agrarian policies. During these disruptive years, the rural labour force was depleted, and large numbers of people were evacuated to the south of the state. Between 1939 and 1942 for example, Townsville's civilian population declined by 25%.

After the War

The post-war Labor government attempted to stimulate secondary industry but failed. They even created a Division of Secondary Industries to promote industrial development but, as its main concern was with decentralisation, primary processing factories received most benefit and these constituted 37% of the state's total. Consequently, most of the money went outside the capital, ' . . . a large proportion of it to non-manufacturers, and virtually none to "competitive industries" of which

9 Queensland Main Roads Commission, *The History of the Queensland Main Roads Commission during World War II, 1939-45*, Brisbane, Queensland Government Printer, 1950, passim.

Queensland had the greatest need.’¹⁰ Within Brisbane manufacturing was hampered by the excessive sprawl of the city, poor public transport to the Rocklea industrial site and high power costs.

From June 1932 to August 1957 Labor State Governments controlled Queensland. The Labor Party had a strong rural base and consequently emphasised rural policies. When they lost government in 1957, a Country-Liberal coalition took over, but it too emphasised rural policies. The rural population however, continued to decline. This new Government also encouraged the investment of private capital in industrialisation, especially that associated with mineral extraction. It did however, attach somewhat greater importance to education.¹¹

Because of long-term concentration on the rural sector by successive State governments, Queensland suffered a degree of educational neglect for more than half the 20th century. With education receiving a low priority the state spent less per capita on education than other states and not until the 1950s was the accumulated negligence acknowledged. There was then an accelerated program to expand the education system; but ‘catch up’ was generally at the expense of quality with technical education, then at the bottom of the system, seeing little improvement.

Courses for Youth

During the depression reduction of youth unemployment had high priority and many schemes were tried throughout Australia. Queensland technical colleges adopted at least two of these schemes, but neither was particularly successful.

One, a free vocational training scheme devised jointly by the Education Department and the Department of Labour, started in 1931 but ceased 10 years later. It had never been as attractive as anticipated and even in September 1934, when it was at its most popular, only 3,200 young people had participated. By 1939 this scheme had only 111 students throughout Queensland.¹²

10 K. Wiltshire, ‘Manufacturing’, in Hughes, H., Murphy, D.J. and Joyce, R.B., *Labor in Power*, p.37.

11 W.R. Johnston, *The Call of the Land. A History of Queensland to the Present Day*, Jacaranda, Brisbane, 1982, pp.165, 167, 170, 174-175.; *The Sunday Mail*, 14 August 1951, p.6.

12 A/16275, QSA.; A/16279, QSA.; Letter dated 2 January 1933, A/16273, QSA.; 58th RPQ for 1933, p.50.

Another scheme consisted of pre-vocational classes at Central Technical College. Those who took advantage attended the same day classes as apprentices. Some were successful in obtaining apprenticeships, and some were even given exemption from attending first-year apprenticeship classes. These pre-vocational classes ceased in 1939 and not until 1977, following the *Anderson Report*, did a similar scheme re-emerge.¹³

Technical Education in Other States

The late 1930s saw a new urgency to expand technical education in Australia. This urgency increased even more when war started in September 1939. Early the following year the first Australian aircraft engine was produced presaging development of Australian precision engineering, and consequently was of great significance to secondary industry.

There was now great demand for skilled workers as many aircraft factories had been established and enormous expansion was happening in the armaments industry. These developments accelerated the growing demand for technical training, and State technical education systems were stretched to accommodate students.

Technical education by correspondence was active in all states, and a section of the Commonwealth Industrial Training Division acted for many years as a coordinating and information centre. This centre kept State technical correspondence agencies abreast of developments, arranged for interchange of courses, and enrolment of students in courses not available in their own state. A particularly positive example of joint action during this period was the establishment of a Commonwealth-State Apprenticeship Inquiry into apprenticeships throughout Australia. The committee's report, the *Wright Report*, was presented in 1954.

In New South Wales in 1949, the *Technical Education and New South Wales University of Technology Act* created a Technical Education Department with a Director responsible to the Minister for Education. Before that, technical education was managed by the Education Department's Technical Education Branch with the Director being responsible to the Director-General of Education.

Technical education grew considerably in the decade before 1949, due particularly to effort put into servicing the Commonwealth Technical Training Scheme, and the Commonwealth Reconstruction Training Scheme. In turn, this growth led to the community and, in particular, the government increasingly recognising the importance of technical education.¹⁴

This did not however, lead to an increase in status for technical education in New South Wales as, in 1951, twenty Diploma courses were transferred from technical colleges and given to the University of Technology. Technical colleges lost more than 3,500 students in addition to their lecturers and support staff. In 1955 the same University established a faculty of Commerce and simply took the Diploma of Accounting from technical colleges, removing another 371 students.¹⁵

Daytime training of apprentices was introduced to most trade courses during 1944 and 1945, with a full day's attendance each fortnight and one evening class each week. An immediate result was that where technical colleges had been sharing accommodation with primary or secondary schools, apprentices could no longer use the same workshops and classrooms as school students.¹⁶

Before 1940 technical schools in Victoria operated under the Education Department. In that year, six of the smaller 'council-controlled' schools elected to become Departmental schools. Junior technical schools developed with senior schools, and from 1939 the junior technical school course was included in the curriculum of several country high schools. In many areas, junior technical and trade sections of these high schools formed the basis of new technical schools.

Many factors had helped the Victorian technical education system to expand. These included vocational training for returned soldiers after World War I, implementation of the Apprenticeship Act of 1928, expansion of full-time diploma courses, technician training and the junior school system, establishment of single-trade schools during World War II, and implementation of both the Commonwealth Technical Training Scheme, and the Commonwealth Reconstruction Training Scheme.¹⁷

14 ACER, *Review of Education in Australia, 1939*, Melbourne University Press, Melbourne, 1948, pp.277-279.; ACER, *Review of Education in Australia, 1955-1962*, Melbourne, ACER, 1964, pp.172-173.

15 R. McDonnell, W. Radford and P. Staurengi, *Review of Education in Australia 1948-1954*, Melbourne, ACER, 1956, pp.225-226.; ACER, 1939, op. cit., pp.317.; J.S. Fraser, "Ten Years Development", in *Technology*, Vol.4, N^o 2., July 1959, pp.39-47, 55.

16 McDonnell, et al., op. cit., p.295.

17 *ibid.* p.297.

In South Australia before World War II the only Technical High School managed solely by the Technical Branch was that in Whyalla. During the war however, single-trade schools were developed in Adelaide, and in 1940 a new School of Mines was being built while Adelaide Technical College was extended. Technical classes were normally conducted at Technical Schools associated with the local high school while Apprentice training was conducted at trade colleges. These were separate organisational entities and as adult trade classes were introduced, they became separate trade schools. In 1954 technical education was controlled by the Education Department's Technical Branch. This was directed by the Superintendent of Technical Schools who was responsible to the Director of Education.¹⁸

Tasmanian technical education at this time consisted of three types of schools: Technical High Schools operated by the secondary system, Technical Colleges for tertiary technical education, and Schools of Mines. In 1955 technical education was controlled by the Education Department's Technical Branch. This was directed by the Superintendent of Technical Education, and by the Superintendent of High Schools. Together, these two positions were responsible to the Director of Education.¹⁹

In Western Australia in 1940 a new building was built at Perth Technical School, a new Domestic Science and Women's Craft Centre was built, and Fremantle Technical School was extended. In 1953, technical education in Western Australia was controlled by the Education Department's Technical Education Division. The head of the branch, the Divisional Superintendent, was responsible to the Director of Education. High Schools, Schools of Agriculture and Perth Junior Technical High School were managed by the Secondary Schools Branch. Senior technical schools and colleges were managed by the Technical Division.²⁰

18 K.S. Cunningham and J.J. Pratt, *Review of Education in Australia, 1939*, Melbourne University Press, Melbourne, 1940, p.60.; McDonnell, et al., op. cit., pp.321-323.

19 McDonnell, et al. op. cit., pp.326-327.

20 Cunningham and Pratt, loc. cit.; McDonnell, et al., op. cit., pp.330-333.

During the War

Well before the outbreak of war, Australia realised that it could not rely on overseas munitions supplies to equip the defence forces. It needed to become self-supporting as rapidly as possible which meant that many thousands of skilled people were needed. Throughout Australia technical education took up the training task. Queensland willingly undertook to do its share and the State Government purchased every suitable machine tool available, allowing Central Technical College to duplicate its machine shop.

From the outbreak of World War II in September 1939 there was enormous expansion of industrial activity in Australia and the nation went onto a total war footing in December 1941 when Japan also entered the War. Every able-bodied person had to register for either military service or essential services employment, and the Commonwealth created the Manpower Commission to fully utilise the work-force. Large numbers of skilled people were hard to find however, and technical colleges therefore, were tasked with transforming thousands of civilians into competent tradespersons. These people were needed to work in aircraft and munitions factories, and technical branches of the Australian and American armed forces. Many were later to carry their skills over to peacetime private enterprise.

During the war, state technical colleges were very busy. Qualified staff were at a premium as many had enlisted concurrently with their colleges enrolling thousands of new students. But unlike in southern states, technical education in Queensland benefited very little from the war.

The war had many strange effects. By early 1940 many documents issued by the Technical Education Branch exhibited the effects of a war-induced shortage of paper. The Branch used the back of old test and examination papers, and even the back of students' answer sheets for letters and documents.²¹

The Education Department reorganised and appointed new Directors of technical, primary and secondary education on 1 January 1944. They had equal salaries and reported directly to the Director-General of Education. Clive Evans²²

21 for examples, see Document 45153 and others, A/16278, QSA.

22 Principal of Ipswich High School and Technical College 1933-1943.; Director of Technical Education 1944-1963.; see also Appendix 2 - Details on Other Selected People.

became Director of Technical Education, filling the leadership vacuum which had existed since Morris's death in 1938.

Commonwealth Interest in Technical Education

In 1937 the Commonwealth and States started a series of meetings on youth unemployment problems and, as a result, in 1939 the Commonwealth initiated a Federal Youth Training Scheme (FYTS). This scheme supplied gave vocational training for young people who had not gained permanent employment during the depression. In Queensland, the Board of Juvenile Employment, with John Hill as Chairman, was responsible for the scheme.²³

The board found no shortage of skilled labour so those registered for the scheme had three options. Those with a Junior pass could complete a year's commercial course to bring them to the Intermediate standard of the Accountancy Institute examinations. Others had a choice of a one-year course in practical farming at Queensland Agricultural College, or a three-month course in Mining and Scientific Prospecting at Charters Towers School of Mines. Technical colleges conducted these courses and the scheme ceased in June 1940.²⁴

Although the Commonwealth was not responsible for State technical education it set up an Industrial Training Division in 1941 within the Commonwealth Department of Labour and National Service. This organisation was responsible for the Commonwealth Technical Training Scheme during the war, for the post-war Commonwealth Reconstruction Training Scheme, and for technical training for Commonwealth apprentices, technicians, and supervisors in the Postmaster-General's Department, Trans-Australia Airlines, and the defence forces. It also included help for government agencies and industry to develop and introduce industrial and vocational training schemes.

Technical education in Australia lacked a formal system of coordination, but the Australian Education Council had set up a sub-committee comprising the Director of the Industrial Training Division and Technical Education representatives from each State. It normally met every two years, pooled information and knowledge, and

23 *Commonwealth-State Apprenticeship Inquiry* (Wright Report), Report of Committee, Government Printer, Melbourne, March 1954, p.2.

24 Reports of Board of Juvenile Employment in 60th-65th RPQ's for 1935-1940.

discussed such themes as uniformity of standards and national training programs. These were usually Commonwealth sponsored and financed but State operated.

The most significant development for education during the 1940s was the 1942 Commonwealth Uniform Taxation Scheme which placed State taxing powers in Commonwealth hands. The Commonwealth remained adamant that it would not financially support general technical education but it had already created a precedent. It had directly funded technical colleges and universities as it sought to train the skilled technicians and workers necessary for the war effort. There were many outcomes from this including the establishment of a Commonwealth Technical Training Scheme, a post-war Reconstruction Training Scheme, a Financial Assistance Scheme, and the Australian National University.

Commonwealth Technical Training Scheme

In 1936 a conference of State education representatives requested the Commonwealth fund technical education as it was important to defence.²⁵ The defence forces needed all kinds of technical specialists, and they had neither the training establishments nor the qualified staff to train them. Additionally, and of special importance, was the crucial need to train people for new and existing secondary industries.

In 1938 the Victorian Education Department seconded E.P. Eltham to prepare plans for technical colleges to train skilled workers in wartime. Out of this grew the Commonwealth Technical Training Scheme (CTTS) which started in 1940 and was responsible for training nearly 120,000 workers in skills directly related to war needs. The Commonwealth funded equipment grants for technical institutions, supplied materials, and seconded staff from other areas. These actions gave a further impetus to the growth in prestige and importance of technical education.

The original scheme trained enlisted males as technicians for the defence forces, and trained skilled tradesmen for munitions and aircraft production. The training was intensive for forty-four hours a week over twelve to twenty-four weeks, and the trainees therefore, could master skills much more quickly than apprentices could.

From November 1942 the scheme included females over the age of eighteen for munitions factories. From April 1943 females over twenty-one could be Engineering

Tradespersons, and from June they could even do Aircraft sheetmetal work. Those who passed these short courses were called 'dilutees'. Females in the defence forces also gained training in home science to help them '... take up their natural vocation of "homemaking" on the cessation of hostilities'.²⁶

The CTTS ran for six years in New South Wales and by the end of 1945 had started 39,000 people in training. From 1944 to 1946, with CTTS students and many others, technical college enrolments in that State increased 21%.²⁷

In Victoria the CTTS ran until late 1945 during which time 42,000 people had started. The South Australian part of the scheme came to a temporary halt late in 1945 after training 20,000 people, but in 1946 at a Navy request, it was revived to train radar and wireless mechanics. This additional program continued to the end of 1947 training 135 more people. The Western Australian version of the scheme ran until late 1945 during which time 12,000 people had started. In Tasmania the scheme started in August 1940 but, through a lack of people to train, it ended in 1943 by which time nevertheless, it had trained 1,000 people.²⁸

The CTTS began in 1940 in Queensland with emergency technical college training of munitions workers and technicians for the army and air force. Rockhampton, Ipswich and Central Technical Colleges conducted training using three-shifts a day. Central Technical College even suspended practical apprenticeship training to make room. These courses trained people as fitters, turners, instrument mechanics, electricians, motor mechanics, radio mechanics, blacksmiths, boiler attendants, carpenters, bricklayers, clerks and cooks. They continued until 1944 when sufficient people had been trained. By this time 6,000 CTTS people had passed through Queensland technical colleges.²⁹

One hundred and twenty thousand people were trained under the CTTS - 35% in Victoria, 32.5% in New South Wales, 16.7% in South Australia, 10% in Western Australia, 5% in Queensland and only 0.8% in Tasmania.

26 Rulings, A/23252, *QSA.*; D.M. Waddington, W.C. Radford, J.A. Keats, *Review of Education in Australia, 1940-1948*, Melbourne University Press, Melbourne, 1950, pp.131-132.; *Wright Report*, pp.72-73.; See also comments by John Turner in QPD, Vol.183, 1944-1945, p.1474.; 67th RPQ for 1942, p.10.

27 67th RPQ for 1942, p.10.

28 Cunningham and Pratt, op. cit., p.26-27.

29 65th RPQ for 1940, p.8.; 67th RPQ for 1942, p.10.; *Wright Report*, p.72.; Rulings, A/23252, *QSA.*; Cunningham and Pratt, loc. cit.

There were at least two reasons why Queensland failed to train its share of CTTS students. One was that most of Queensland was thought of as a War-Zone, and the other was that Queensland, because of many years of Labor agrarian policies, was simply not a manufacturing state.

North of the Tropic of Capricorn³⁰ was declared a War-Zone in June 1942, and the 'Brisbane Line' controversy, which erupted in 1942, reinforced the belief that all of Queensland was such. The 'Brisbane Line' contention was fostered by E.J. Ward³¹. He alleged that the Menzies-Fadden government had contingency plans to evacuate all of Australia north of a line drawn approximately from Brisbane to Adelaide. This would allow the 'important' south-east corner of Australia to be defended. The controversy was itself politically destabilising, but it is now thought that the 'Brisbane Line' was a result of Ward's over-fertile imagination.

Although Queensland had never been a manufacturing State, the outbreak of war put an immediate strain on Queensland's relations with the Commonwealth. A major source of disagreement was the establishment of munitions factories in southern states away from the war zone. In 1938-1939, of £3,300,000 Commonwealth of expenditure on these factories, only £136,000 or 4.1%, went to Queensland. A typical local response was that '. . . the attitude of big business interests in Melbourne and Sydney is directed towards securing by far the greatest part of defence expenditure for the protection of Sydney and Melbourne.'³² This 'them-and-us' syndrome was aggravated by the 'Brisbane Line' controversy. Commonwealth neglect of Queensland became an important theme for all later Premiers.

As the urgent staffing requirements of expanding industry were met, the need for trainees grew less. A new demand for technical education came from the Navy, Army and Air Force education schemes however, and the correspondence courses these services arranged for their members. The organisation developed to meet this demand led to new technical correspondence schools in several states where they had not existed, and to an increase in courses in existing schools.³³

30 a line drawn through Rockhampton-Longreach.

31 Minister for Labour and National Service in the Curtin Federal government.

32 *Telegraph*, 6 May 1939, p.7.

33 Cunningham and Pratt, loc. cit.

Commonwealth Reconstruction Training Scheme

Early in the war it was recognised that one of Australia's greatest post-war problems would be the effective rehabilitation of almost one million people from the defence forces. Their re-establishment became the first concern of post-war planning. The CTTS had already proved that it was possible to train large numbers of people even with the limited resources available. From this early planning came the Commonwealth Reconstruction Training Scheme (CRTS). The Korea Malaya Training Scheme (KMTS), the Disabled Members and Widows Scheme (DMWS), and the Commonwealth Social Service Scheme (CSSS) were later included under the same general umbrella.

The CRTS was aimed at establishing ex-service personnel in civil occupations suited to their qualification, aptitudes and health. It began in February 1944 and supplied free training in secondary and tertiary courses, as well as training in skilled trades. It was a limited scheme but developed considerably in the following year and reached a peak in 1948, after which the number of participants progressively declined.

Aside from those wishing to study at university, many wanted to enter some skilled trade. As most CRTS students were too old to pursue the full apprenticeship course normally required for entrance into skilled trades, arrangements were made with the various unions concerned for these people to undergo a special three-year course. Trainees completed a six-month full-time technical college course, equivalent to apprenticeship training and the Commonwealth paid tuition fees. This was then followed by thirty-months 'on-the-job' training. Up to September 1947 technical education throughout Australia had trained 209,643 people under this scheme – 31,000 or 15% of them were trained in Queensland.³⁴

In Queensland technical education carried out CRTS training in many trades, vocations and professions such as optometry, accountancy, surveying and draftsmanship. Between 1946 and 1952 classes in cooking, dressmaking and millinery were held at the ex-German Club in South Brisbane previously used by the Australian Army Education Service (AAES). These classes were conducted by Central Technical

34 McDonnell, et al., op. cit., pp.50-52.; 73rd RPQ for 1948, p.26.; Waddington, et al., op. cit., p.28.

College. By 1952 however, almost all students were Central Technical College students rather than CRTS students, and the building reverted to the German Club.³⁵

The KMTS began in 1952 and ran for ten years. It trained ex-defence personnel from the Korean and Malayan conflicts. Sixty-four people applied for training in 1955 and only twenty in 1961. Under this scheme, training was given in a variety of clerical occupations as well as trades, particularly in the motor industry, but it was harder to find positions for trainees as they completed their training.³⁶

The DMWS began in 1952 and lasted 10 years. It trained both ex-defence personnel injured outside war zones, and widows of defence personnel. In 1956 there were twenty applications for training, but this faded away to only four in 1961. The physical conditions of most male applicants restricted their training to clerical and academic subjects, while training for females was confined to typing, shorthand and business machine operation.³⁷

The CSSS catered for handicapped civilians. In 1956 it had thirty-nine applications and only nineteen in 1961. This scheme offered a form of pre-vocational training through Technical Correspondence School and was necessarily restricted to sedentary occupations.³⁸

Adult Education

One effect of the war was to focus attention again on the need to strengthen the basic family values of society. With wartime conditions greatly straining these values, newspapers, educationalists, organisations for women and other groups perceiving themselves as having an interest in the subject feared that 'the family' was being irreparably weakened. These fears encouraged a resurgence of domestic science education in an attempt to force women back to their 'womanly duties'. While little

35 D.P. Ryan, 'History of Domestic Science Centres at Hamilton and Kangaroo Point', 1977, p.1. (MS held at EHU)

36 ACER, *Review of Education in Australia, 1955-1962*, Melbourne, ACER, 1964, pp.202.

37 *ibid.*

38 *ibid.*; Document 19548, A/19798, *QSA*.

could be done during the war years because of financial stringency, a foundation was laid for post-war expansion of a system of adult education.³⁹

An important phase occurred in 1944 when the Board of Adult Education was created in Queensland. In 1944 the Board ran Domestic Science classes at Central Technical College for female service personnel. These classes were a joint venture between the Education department and the Australian Army Education Service (AAES). The Army supplied bulk food while the college supplied human and other resources.⁴⁰

After the War

After World War II the Labor Party continued its policy of promoting the rural sector and as an extension of this, it initiated a decentralisation policy. As in other States, in Queensland after the War there was a shortage of skilled labour up to 1952, followed by a brief recession. This was triggered by a slump in wool prices but the economy, though still impeded by a skilled labour shortage, expanded again.

Post War Lobbying

After the war the government was subject to considerable pressure to establish technical colleges in those parts of Queensland considered important by the locals. At the bottom of the lobbying scale was the Murgon Chamber of Commerce with its request for a technical college as ‘. . . they had recently received a High School, and a technical college would be nice’. Intermediate strength lobbying was provided by the MLA for Townsville (Tom Aitken) who requested a technical college at Ayr ‘. . . as

39 G.N. Logan, *Sex Education in Queensland: A history of the debate since 1900*, Educational History Unit, Department of Education, Brisbane, 1991, pp.24-35.

40 C. Lack, *Three Decades of Queensland Political History 1929-60*, Brisbane, Government Printer, ?1962, p.772.; 47th RPQ for 1942, p.10.

there were 46 apprentices in the district'.⁴¹ Full-strength lobbying was provided by the MLA for Herbert (Stephen Theodore).

Theodore, urged on by his Electoral Executive, the Johnstone Shire Council, and the Innisfail Chamber of Commerce, wanted a technical college at Innisfail. He suggested that such a college could serve 170 apprentices alone in the Tully, Innisfail and Babinda areas. Although lobbying for a college in Innisfail started as early as February 1947 when Theodore claimed that ' . . . the time has come when provision could be made for a Technical College, so that these facilities for the higher education of the children could be obtained locally'⁴², a technical college did not appear until 1988. Lobbying for a college in the region was continuing as late as 1953. By this time the MLA for Mourilyan had joined in and was pestering the Minister for Education. Through the Minister, the Apprenticeship Board reached the Premier (Vince Gair) on the subject early in December 1953, but again without success. Although there were many apprentices in the district, no single trade had sufficient apprentices in any trade year to justify the expense of conducting local classes.⁴³

Some lobby groups thought they could obtain a technical college for their area by donating land to the Government. In January 1951 Windsor School of Arts offered land for a technical college and, according to the offer from the School of Arts, this was well served by public transport. Although the land was inspected by the Technical Education Branch, and (through lack of evidence to the contrary) thought suitable, the offer was not accepted and awaited ' . . . further communication from Windsor School of Arts.'⁴⁴ Further communication does not appear to have occurred.

41 Murgon Chamber of Commerce to Minister for Education, 18 June 1946, A/16279, *QSA*.; Member for Townsville, to Minister for Education (Arthur Jones), 28 March 1943, A/18273, *QSA*.

42 MLA for Herbert (Stephen Theodore), to Minister for Education (Henry Bruce), October 1947, Document 49702, A/16279, *QSA*.; Document 07826, A/16279, *QSA*.

43 MLA for Mourilyan (Peter Byrne), to Minister for Education, Document 76982, A/16280, *QSA*.; Document 80133, A/16280, *QSA*.

44 Document 00703, and attached notes, A/16280, *QSA*.

The Post-War Boom

Following the recognition of technical education in Australia during the war, and the general ready acceptance of a need for technical education, it was reasonable for those involved to believe it would have a bright future. This was not to be. Australia experienced a boom period, but Australian technical education was not allowed to 'ride-the-wave'. Queensland technical education had the additional handicap of severe financial restrictions.

From 1947 to 1961 immigration partially satisfied the demand for skilled labour though Queensland received only 6.1% of the total Australian intake. In 1963 only 54% of Australian employers were employing their full quota of apprentices and it was implied that this sad state of affairs was a direct result of immigration. In 1964 during parliamentary debates on apprenticeship legislation, there was concern with this immigration trend. It was declared that Queensland was recruiting tradespersons from overseas, but should be training its own skilled workers and not importing them.⁴⁵

Late in the 1950s the strong demand for a highly skilled work force led Evans to urge spending more money on technical education courses meeting the needs of rapidly changing technologies. He said that Queensland could not '. . . maintain a jet aeroplane age on a coach horse economy and technical education system'. Evans stressed the importance of using technical education to train as many technologists and technicians as possible.⁴⁶

The USSR's success in sending the first satellite, Sputnik-1, into orbit on 4 October 1956 greatly impressed other highly industrialised nations. They believed they were lagging behind Soviet scientific and technological development. Evans explained that Australia was facing a crisis because it lagged behind other countries in the number of technically trained people it produced per capita. He also observed that effective defence depended on science and technology.⁴⁷

From then until his retirement in 1963 Evans often stressed the importance of technology and its effect on the greatly accelerated industrial development which was occurring. He pointed out that industry demanded good managers, technologists, technicians, and tradespersons in greater numbers than at any previous period. Evans explained that more highly skilled people were needed to control and direct these new

45 QPD, Vol.239, 1964-1965, pp.1080, 1516, 2132, 2135-2136, 2140.

46 82nd RPQ for 1957, p.20.; 83rd RPQ for 1958, p.20.

47 82nd RPQ for 1957, p.19.

technologies and to make secondary industries more competitive. He claimed that the need for unskilled manual labour had decreased considerably and that many parents recognised the increasing opportunities offered by education. Consequently, more students were pursuing studies beyond the compulsory leaving age.⁴⁸

Technical Education was ‘Second-Class’

From 1944 to 1963 technical education staff felt their sector of education to be sadly neglected. They frequently referred to it as either ‘the Cinderella of Education’ or ‘the orphan of the Department’. People in other sectors of Queensland’s education system accepted those terms as an accurate description of technical education.⁴⁹

At this point technical colleges were ill-equipped to cope with any new demands. Equipment, used for three shifts a day during the war years, was run down. Buildings, often unsuitable for their purpose, were overcrowded. While the scaling down of the CRTS from 1949 provided temporary accommodation relief for some colleges, overcrowding remained a problem into the 1960s.⁵⁰ The colleges were busy satisfying their regular students as well as students from the various Commonwealth schemes. They were also attempting to satisfy the general demand for an increase in technical education resulting from population growth, as well as the small demand from industry not already satisfied by skilled immigration.

Concurrent with this small but general growth in demand, came an insistence to include general education as part of the technical education curriculum. Funding however, had decreased, while costs were demonstratively increasing. Even Technical Correspondence School was discovering this quandary as shown by this request:

48 83rd RPQ for 1958, p.20.; Queensland Teachers’ Journal, Vol.68, 1963, pp.259-260.

49 B. McKeering, *History of South Brisbane College of Technical and Further Education*, Brisbane, Boolarong Publications, 1988, passim.

50 74th RPQ for 1949, p.24.; N. Marshall, *Bureaucratic Politics, Personalities and Bargaining: Policy Making and Organisational Change in Queensland’s Institutes of Advanced Education, 1965-1971*, PhD thesis, University of Queensland, 1984, p.103.; *The Courier-Mail*, 26 June 1962, p.12.; 13 July 1963, p.3.

Owing to the frequent necessity to send articles by Air Freight, the allocation of £5 per month for Petty Cash with respect to both Apprenticeship and [CRTS] is inadequate. I now apply for an increase of £3 per month in each account bringing the total to £8 for both Apprenticeship and [CRTS].⁵¹

Queensland society retained a strong element of snobbery towards blue-collar workers. The MLA for South Brisbane (Vince Gair) referred to this snobbery in Parliament in 1953, and said that parents had ‘. . . a fallacious idea that their Johnny would not look as well in overalls as he would in a doctor’s coat’. In 1964 parliamentarians complained that the community regarded white-collar workers as more worthy than blue-collar tradespersons. Presumably mirroring the attitudes of Technical Education, and in an apparent attempt to counter this attitude, in 1961 Herbert Watkin⁵² said that technical colleges needed to provide a general education as well as technical skills.⁵³

From the mid-1940s to the late 1970s, technical teachers often experienced difficulties in securing equipment and material for their courses. ‘Scrounging’ for them was a common practice. Some resourceful colleges provided services and resources for local industries in return for equipment and material ‘through the back door’. An accompanying benefit from such a strategy was that a strong liaison developed between technical colleges and local industries. Services were provided discreetly because such commercial enterprise, including the college use of apprenticeship labour, was officially not approved.

Technical Correspondence School

In 1911 Queensland technical education was among the first Australian organisations to provide correspondence⁵⁴ tuition. These first classes proved too

51 to the Education Department from the Supervisor.; Document 129437, A/19797, QSA.

52 Director-General of Education, 1952-1964.

53 QPD, Vol.223, 1958-1959, p.1961.; Vol.239, 1964-65, p.1081.; 86th RPQ for 1961, p.9.

54 Study by Correspondence was subsequently called *External Studies*, then *Distance Education*, and currently *Open Learning*.

expensive but by 1926 some electrical apprentices in country areas were studying their apprenticeships by correspondence.

By 1940 there were eleven staff in the 'Correspondence Courses in Electrical and Mechanical Work' section of Central Technical College with approximately 600 students. Shortly afterwards however, the section was operating part-time with one staff member – most of the staff and students had joined the defence forces. The section was reformed in 1945, named Technical Correspondence School, physically separated from Central Technical College and placed under the control of a Supervisor to '... better serve the needs of students in areas not directly served by colleges'. On 12 November 1945 apprentices studying by correspondence were transferred from Central Technical College to Technical Correspondence School.⁵⁵

Post-war industrial expansion, and the retraining needs of ex-members of the defence forces, caused enrolments to increase sharply and, as demand warranted, additional courses were developed. Initially, most of the new students were serving and discharged members of the defence forces. In the first year thirty-eight correspondence courses were available in art, commerce, literature, mathematics, rural studies, trades and domestic science with a total enrolment exceeding 2,000. Course variety increased quickly. In 1947 for example, subjects for the qualifying examinations for Clerks of Petty Sessions and Stipendiary Magistrates were offered. By 1958 Technical Correspondence School was supplying course packages to the Central Apprenticeship Board in Kuala Lumpur, Malaya with the Malayan Board managing these courses. By 1961 students were widespread, located not only in Queensland (including prisons), but also in other States of Australia, British Honduras, Fiji, other British Commonwealth countries, Japan, the USA, and even crew on some international merchant ships.⁵⁶

Technical Correspondence School also supplied copies of course notes to technical teachers in colleges lacking suitable support material. In 1962 this service expanded to include a correspondence Training Course for Technical Teachers which however, was not successful.⁵⁷

55 Lack, *op. cit.*, p.772.; Document 56741, A/19796, *QSA*.

56 Documents 37517 and 48375, A/19799, *QSA*.; Documents 036272 and 034862, A/19800, *QSA*.; Documents 18741 and 17276, A/19798, *QSA*.

57 72nd RPQ for 1947, p.27.; Document 071000, A/19800, *QSA*.

Changes in Government and Policies

In 1957 a Country-Liberal Party Coalition Government took office and had rural development policies similar to those of the previous Government. In addition the new Government encouraged private investment in commercial and mining development. It also attached greater importance to the education portfolio. The Education Department felt compelled to give higher financial priorities to other branches of education, especially secondary, during the late 1950s and early 1960s when rapidly increasing enrolments imposed considerable pressure on departmental resources.⁵⁸

This rapid growth in secondary enrolments led to the end of the forced marriage of convenience that existed in many centres between secondary education and technical education. The Department now believed it was organisationally expedient to separate these joint facilities.

In 1962 Mackay, Rockhampton and Toowoomba High Schools were established as institutions separate from the technical colleges and were followed in 1963 by Ipswich High School. Subsequently, the remaining combined institutions were separated. The usual pattern was for the high school to move to modern buildings on a new site - a policy which left the technical college with the original site, the old buildings, and all the associated problems.⁵⁹

58 Johnston, op. cit., pp.170, 174-175.; *Wright Report*, pp.23-24.; *The Sunday Mail*, 14 August 1951, p.6.; Marshall, loc. cit.; 86th RPQ for 1961, p.9.; Statements by Jack Pizzey in *The Courier-Mail*, 26 June 1962, p.12.; *The Courier-Mail*, 13 July 1963, p.3.

59 82nd RPQ for 1957, p.22.; 85th RPQ for 1960, p.7.; 90th RPQ for 1965, p.9.; Technical Education Branch, *Survey of Needs for Technical Education in Queensland 1971-1975*, Queensland Department of Education, May 1972, p.8.; for further details of changes see Appendix 6 - Graph of Centres of Technical Education.

Diploma Courses

The 'old' university-controlled, technical education-offered Diploma in Electrical and Mechanical Engineering continued to be a source of disappointment to Technical Education. By the late 1930s the university had increased the number of its professional courses, many of which competed with technical college diploma courses. Furthermore, its higher profile and ability to offer both full and part-time courses offered more prestige and faster access to professional status. Aware of this competition, Morris had claimed that, while the University supplied professionals for law, engineering, medicine, science and teaching, technical college diplomas however, supplied most of the State's professionals.⁶⁰

Evidence of this competition appeared in 1939 after the Australian Chemical Institute (ACI) demanded upgrading of standards for the Diploma in Industrial Chemistry. S.B. Watkins⁶¹ recommended it remain unchanged. He protested that such changes would mean that the part-time diploma would have the same duration as would the university part-time Bachelor of Science. He believed that students would prefer to do the latter. In an attempt to avoid this direct competition, Watkins claimed that technical colleges trained students for subordinate positions and did not compete with universities. The ACI kept up its efforts so that in 1954 Technical Education increased the duration of the part-time course from four to five years.⁶²

The Diploma in Electrical and Mechanical Engineering came under attack again in 1951 - this time from Professor M. Shaw⁶³. He claimed that its standard was too low and it had not kept pace with modern developments. Shaw also pointed out that, while engineering diplomas in all other States were recognised for associate membership of the Australian Institute of Engineers, the Queensland diploma was not. This criticism prompted course revision. Junior entry level was retained, but course duration was increased from four to five years part-time. The university was still

60 60th RPQ for 1935, p.74.

61 Chief Instructor in Chemistry, Central Technical College.

62 Tech Ed/Var, A/16282, QSA.

63 Professor of Mechanical Engineering, University of Queensland.

pleased with this standard and, concerned about the reputation of its diplomas, it awarded the last diploma in this course in 1955.⁶⁴

In 1956 the Institute of Engineers unsuccessfully submitted to the Education Minister, Leslie Frank Diplock⁶⁵ that the Diploma entry level be raised from Junior to Senior to enable course graduates to receive full recognition as professional engineers. But in 1957 the Government changed and during the latter part of that year the Australian Institute of Engineers, the Queensland Professional Officers' Association⁶⁶ and individuals lobbied the new Minister for Education, Jack Pizzey⁶⁷ to upgrade the course. The press also took up the issue. The *Telegraph* pointed out that all efforts since 1951 to upgrade the course to a level acceptable to the Institute of Engineers had failed. Both it and *The Courier-Mail* drew attention to a poll of engineering diploma students which showed that the students themselves wanted the standards revised so they could graduate as professional engineers.⁶⁸

Evans strongly opposed such changes and spelt out his apprehension. Invoking the longstanding Technical Education policy of equality of opportunity, he asserted that many capable students, unable to take full advantage of secondary education, were allowed in by Junior entry. He believed that as higher entry would put the course beyond their reach, it would deprive the State of a source of capable professionals. He claimed that such changes would be the end of the course.⁶⁹

Many diploma students were tradespersons continuing studies after their apprenticeship and Evans asserted if they had to complete Senior, the extra years of study would discourage many of them. He said such changes would also disadvantage country students, and would end a useful part-time study alternative to the university engineering degree, which already required Senior entry. Evans declared that the existing system encouraged tradespersons to become engineers and that their abilities were equal to those of university graduates. He believed that, due to the pressing need

64 *The Courier-Mail*, 6 June 1951, p.7.; Reports of the Senate of the University of Queensland in 76th-80th RPQ's for 1951-1955.; Minute to Minister, 31 October 1956, Tech Ed/Var, A/16283, *QSA*.

65 Minister for Education 1956-1957.

66 the technical teachers' union.

67 Minister for Education 1957-1968.

68 Minute to Minister, 31 October 1956, loc. cit.; Letter to Minister from Institute of Engineers, 30 August 1957, Tech Ed/Var, A/16284, *QSA*.; *Telegraph*, 27 May 1957, p.12.; 27 February 1958, p.11.; *The Courier-Mail*, 12 March 1958, p.5.

69 82nd RPQ for 1957, pp.19-20.; see also 78th RPQ for 1953, p.26, for similar opinions.; QPD, Vol.219, 1957-1958, p.1205.; 86th RPQ for 1961, p.9.; 87th RPQ for 1962, p.8.

for more engineers, it was in the State's interests for maintenance of the existing system to have a higher priority than a professional body's desire to raise an entry standard.⁷⁰

Nevertheless, under the influence of these mounting pressures, Pizzey forced changes to the diploma course. Junior entry remained, course length was extended, and the course was divided into the Diploma of Electrical Engineering, and the Diploma of Mechanical Engineering. Simultaneously, the Diploma of Civil Engineering was similarly changed.⁷¹

Rivalry between Technical Colleges and University

Rivalry between technical colleges and the university over tertiary level studies was never far from the surface. In 1944 McGillivray complained to L.D. Edwards⁷² that previously students with ability but insufficient finances to attend university went to Central Technical College. He claimed that as the university was now financially more accessible to such students, future Central Technical College students would be of somewhat lower ability.⁷³

In 1957 John McGrath⁷⁴ supplied Evans with a lengthy report on Central Technical College. The report maintained that Central Technical College was more suitable for training people to enter professional institutes than the university. McGrath's reasoning was that Central Technical College was more closely associated with the practical work and needs of the various fields of expanding technology. He later went on to complain about university occupancy of buildings urgently needed for Central Technical College courses. McGrath said that no sooner did one university

70 Minute to Minister, 31 October 1956, loc. cit.; Minute to Minister, 12 February 1957, Tech Ed/Var, A/16284, *QSA*.; Minute to Minister, 3 November 1958, Tech Ed/Var, A/16285, *QSA*.

71 *Telegraph*, 27 February 1958, p.11.; 82nd RPQ for 1958, p.21.; 84th RPQ for 1959, p.11.; Handbook of Courses Conducted by the Department of Education, Queensland, Technical Education Branch, July 1960, pp.42-47.

72 Director-General of Education, 1937-1951.

73 Minute from McGillivray to Director-General, Edwards, 22 May 1944, A/16282, *QSA*.

74 Principal, Central Technical College.

department move from Central Technical College, that space was immediately taken over by another university department.⁷⁵

In 1958 Evans reported that, although the university was now offering accountancy classes, Commercial High School enrolments were not affected. Evans told a conference of high school principals in 1963, that good managers, highly trained technologists and technicians were best trained by technical education which kept close to industry. In an obvious reference to the university, he went on to say that a country could suffer too long from an overemphasis on academic values.⁷⁶

Apprenticeship Training

Various Queensland governments meddled with the apprenticeship question between 1929 and 1964. Although the *Apprentices and Minors Act of 1927* replaced the *Apprenticeship Act of 1924* it had minimal affect on the actual training of apprentices. There were amendments in 1934, 1945, 1948, 1954 and 1959 but these too had little effect.

A State Apprenticeship Inquiry in 1944 and the *Wright Report of 1954* illustrated changes needed but, as revealed by the lack of results after the promising *Apprentices and Minors Act Amendment Act 1945*, it did not matter what was needed or even legislated for, there simply was no money to implement changes.

By the early 1960s technical education was simply not able to produce sufficient skilled workers for industrial development. Watkin doubted that the existing training system could ever meet the demand and suggested that it had to change. One readily identifiable reason for insufficient skilled workers was wastage in apprenticeships. As early as 1948 higher rates of pay in other jobs were attracting apprentices from their apprenticeships while a high examination failure rate, especially in the electrical and

75 Tech Ed/Var, A/16284, QSA.

76 83rd RPQ for 1958, p.23.; Reported in Queensland Teachers' Journal, Vol.68, 1963, pp.259-260.

painting trades, exacerbated the problem. In the five-year period ending 1959, the seven most-popular apprenticeships had a mean wastage of 41%.⁷⁷

State Inquiry into Apprenticeships 1944

In 1944 State Cabinet set up a committee, whose members included John Hill, to inquire into the employment and training of apprentices and minors. The committee assumed that, when the war finished, the school leaving age would be raised to fifteen⁷⁸ and, vocational guidance would be provided for better selection procedures for apprentices. This assumption was well justified. In 1939 Cabinet appointed five sub-committees to report on different aspects of the school leaving age – one investigated the effect on apprenticeships, another the effect on industry, while yet another the effect on vocational placement and employment. The fourth sub-committee investigated the effect on secondary education, while the fifth looked at the effects on general education, health and physical well-being.⁷⁹

The 1944 report showed that college equipment was inadequate and obsolete. It suggested that accommodation at Central Technical College would be inadequate after the war, especially in view of university encroachment, and that technical correspondence studies were only effective for students with above average educational attainment – correspondence students needed functional reading and writing skills. The report also recommended changes to the apprenticeship system. Most of these were legislated in the form of the *Apprentices and Minors Act Amendment Act 1945*, but most of those involving technical colleges were not implemented before the 1960s.⁸⁰

77 87th RPQ for 1962, pp.7-8.; 73rd RPQ for 1948, p.8.; QPD, Vol.239, 1964-1965, pp.1086-1087.

78 though it was not raised until 1964.

79 Cunningham and Pratt, op. cit., p.55.

80 Apprenticeship Report of 1944, passim.

Apprentices and Minors Act Amendment Act 1945

Before 1945, under the *Apprentices and Minors Act of 1927*, Queensland apprentices attended technical college at night. This situation was supposedly improved by the *Apprentices and Minors Act Amendment Act of 1945* which legislated for training during work hours. Apprentices could now attend a Technical College ‘. . . during the same ordinary working hours per week as may be prescribed by an industrial award applicable to the calling in which he is employed . . .’ and be paid while attending. First-year apprentices were to attend continuously for three-months at a technical college, while second, third and fourth year apprentices were to attend technical college for one whole day per fortnight. First through to fourth-year apprentices were still to attend at night.⁸¹

Most of the Amendments Act’s recommendations concerning technical college attendance were not implemented. Technical education simply did not have the resources to supply the necessary increase in accommodation, staff and equipment. Under the joint facility policy classrooms were used during the day by high school students - yet under this new Amendment to the *Apprentices and Minors Act of 1927*, these same classrooms were to be used during the day by apprentices.

The amended Act also prescribed apprentices’ wages as a percentage of the award wage. A fifth-year apprentice for example, would receive 72½%. It failed to state a minimum age for apprenticeship entry but instead directly linked it to that of the school-leaving age as prescribed by the *State Education Acts, 1875 to 1940*.⁸²

Apprentices and Minors Act Amendment Acts 1948-1959

In 1948 further amendments to the *Apprentices and Minors Act of 1927* provided financial encouragement to individual apprentices to improve their college attendance and to repeat failed examinations. This Amendment Act was followed by the Amendment Acts of 1954 and 1959, neither of which affected apprentice training.

81 69th RPQ for 1944, p.6.

82 Report of D.C. Hamilton, 14 May 1945, EDU/A 134, *QSA.*; 69th RPQ for 1944, p.6.; 93rd RPQ for 1968, p.4.

The *Apprentices and Minors Act of 1927* was eventually replaced by the *Apprenticeship Act of 1964*.⁸³

The Wright Report 1950-1954

In September 1950 a joint Commonwealth-State Inquiry into apprenticeship matters was established. One purpose of this inquiry was the need ‘. . . to meet the present and future requirements for skilled . . .’ tradespersons. Brisbane commercial leaders forecast that a shortage of skilled tradespersons would continue for the next ten years. The Secretary of the Queensland Apprenticeship Executive attributed the major cause of the shortage to the low birthrate during the depression years.⁸⁴

Queensland Technical Education made a major submission to the inquiry. Statistics showed that the proportion of school leavers seeking apprenticeship in Queensland had increased considerably since the end of the war. It was put forward that parents, with indelible memories of the 1930s depression, believed possessing trade qualifications meant greater job security. The submission concluded with a statistical analysis showing that the number of apprentices in Queensland had increased at a greater rate than in other States and was more able to match demand.⁸⁵

The *Wright Report* was released in March 1954. It predicted a shortage of tradespersons in Australia, commented favourably on Queensland’s apprenticeship system, and made ninety recommendations. These included shorter apprenticeships for those with an approved educational background or trade experience, fifteen years as a minimum apprenticeship entry age, defined minimum educational qualifications for all apprenticeships, all apprenticeship classes to be held at technical colleges, compulsory attendance at apprenticeship classes, apprenticeship classes to be available in country centres in the long term and correspondence to be provided until this occurred, high schools to supply career advice on apprenticeships, technical education and trade authorities to jointly develop modern syllabi for trade courses, teacher training for all

83 J.D. Rorrison, *The Apprenticeship System. Australian Style*, Brisbane, Department of Employment, Vocational Education and Training, 1988, p.14.

84 *Wright Report*, p.5.; *The Sunday Mail*, 14 October 1951, p.11.

85 Submission of the Principal Research and Guidance Officer, Department of Public Instruction, Brisbane to the Commonwealth-State Apprenticeship Inquiry, 1952, pp.35-6, 72, 73-4, 76.

technical teachers, and technical education and trade authorities to meet regularly and periodically to discuss matters of uniformity.⁸⁶

Most of these recommendations were already in Queensland legislation but only a few were in operation. Some were implemented in the next few years but most had to wait much longer for a more favourable financial climate. The report encouraged Pizzey to say that Queensland system needed little change.⁸⁷ In this he was right – it needed money more than change.

Australian Apprenticeship Advisory Committee

An important and long-term result of the *Wright Report* was the establishment of the Australian Apprenticeship Advisory Committee consisting of various State Labour, Technical Education, and Apprenticeship representatives. It was tasked with encouraging a uniform system of apprenticeship throughout Australia. Some of its recommendations were implemented – indentures were reduced to four years during the 1960s and wages and conditions were improved.⁸⁸

Staffing

As far back as 1910 a scheme to combine the new High Schools with existing Technical Colleges began with Warwick and Mackay Technical Colleges and the policy was not reversed until 1962. Various reasons were presented as justification for this policy – buildings could be used for secondary education during the day and for technical education at night; resources could be managed more efficiently; teachers would have better job security as they could teach in any area of a combined High

86 *Wright Report*, pp.2, 27, 54.; Cunningham and Pratt, op. cit., p.26-27.

87 78th RPQ for 1953, p.26.; Statement by C.K. Evans, *The Courier-Mail*, 7 November 1957, p.7.; QPD, Vol.223, 1958-1959, p.1955.

88 Rorrison, loc. cit.

School-Technical College complex. John Story⁸⁹ questioned the policy but Morris was adamant that it was in the best interests of technical education. Story was proved correct in the long term as the scheme prevented implementation of the college attendance clauses of the *Apprentices and Minors Act Amendment Act of 1945*.

Weakness in Management

This policy of creating joint education facilities sowed seeds for weakness in technical education management. Morris intended to maintain control over these joint facilities but control was commandeered by secondary education. He had intended that each high school-technical college principal would have a sound knowledge of mathematics, science and manual subjects, and a strong interest in industry. The typical result however, was each joint facility being managed by a principal with experience limited to lower secondary or primary schools and commonly possessing little or even no sympathy for technical education. This policy left technical education with very few 'technical' principals.⁹⁰

The principals of these joint facility were usually busy clambering up the secondary education promotional ladder and were quite content to leave day-to-day administration and management of the technical college section to technical teachers. These technical college staff were not officially recognised as having management responsibility and were consequently not trained to do the work. The long term result of the seeds sown by Morris's policy was that technical education lacked a pool of experienced managerial staff when the institutions were eventually divided. Many principals in the new Technical Colleges had to learn 'on-the-job' quickly instead of gaining experience over time.

89 Director-General of Education 1904-1920.; see also Appendix 2 - Details on Other Selected People.

90 44th RPQ for 1919, pp.128, 131.; 47th-49th RPQ for 1924, p.96.; p.109.; p.121.; 53rd RPQ for 1928, p.138.

Lack of Staff and Resources

There was a general shortage of skilled labour in Queensland from the end of the war through to the late 1950s. This was claimed to be a consequence of the low birth rates during the depression years of the 1930s and the small number of migrants coming to the State. This shortage of skilled labour resulted in high wage rates and made it difficult for technical colleges to maintain adequate staffing levels. Those with the superior trade and communication skills necessary for technical teaching were in great demand by industry which was willing to offer better remuneration than technical education could. Consequently, technical teachers had to be particularly dedicated to teaching to remain in the colleges.

Under the provisions of the *Apprentices and Minors Acts Amendment Act of 1945* all apprentices were supposed to be attending technical colleges during the day. For many of them however, this was not happening as the colleges lacked the accommodation resources. In a belated attempt to solve these problems in 1962, the department decided it was organisationally expedient to split all joint facilities. The impetus was to finally meet the provisions of the Act and to accommodate increased secondary enrolments due to the post-war 'baby-boom'. In that year Mackay, Rockhampton and Toowoomba High Schools were separated from their respective joint facilities and re-established on brand new sites. Subsequently, the remaining combined institutions were separated.

If the 1976 separation of Gold Coast Technical College annexe from the Gold Coast State High School is ignored⁹¹, then the last joint facility was that at Mt Isa. It was not separated until 1971 - but this time the technical college benefited from new buildings. This separation policy placed a heavy demand on staffing but funding did not allow a realistic increase in full-time staff until 1972-1973.⁹²

91 the annexe was opened only in 1968.

92 82nd RPQ for 1957, p.22.; 85th RPQ for 1960, p.7.; 90th RPQ for 1965, p.9.; *Survey of Needs for Technical Education in Queensland, 1971-1975*, Department of Education, Queensland, Technical Education Branch, May 1972, p.8.; for further details see Appendix 6 - Graph of Centres of Technical Education.

Teacher Training

Until the *Education Act Amendment Act of 1970* teachers of manual arts, domestic science, and commercial subjects were trained by the Technical Education Branch, yet it was not allowed to train its own technical teachers.

In 1959 a deputation of manual arts teachers unsuccessfully approached Pizzey to raise their entry and training standards. In 1962 Jack Houston raised the issue of professional training for manual arts and technical teachers, and condemned the Government for its neglect of their training. In that same year, as an attempt to squash the issue, technical teachers were offered a two-year course at Technical Correspondence School but as it was not compulsory it had a high drop-out rate and was not successful.⁹³

After 1962 commercial and domestic science teachers needed a Senior pass and received two-years' training. Manual Arts teachers needed only a Junior pass, trade qualifications and two-years experience but received only three-months' training. Technical teachers however, needed trade qualifications and five-years experience, but still received no teacher training.⁹⁴ They were not considered to be 'real' teachers. They were regarded by many in the educational profession as inferior teachers with insignificant or no qualifications, 'baby-sitting' inferior students.

Lack of training for technical teachers and inadequate training for manual arts teachers were continuing and increasing sources of dissatisfaction. The common introduction to teaching received by new technical teachers on their first day was a brief 'Hello', a class roll thrust into their hands, a gesture towards a student group, and instructions to start teaching. Because of this attitude, even from their own senior staff, and particularly due to a lack of training, technical teachers lacked professional status and were consequently condemned to a salary structure lower than that for primary and secondary teachers.⁹⁵

Technical teachers in joint facilities felt that their technical college section was treated as inferior to the high school section. This problem, although one to be

93 *Professional Officer*, November 1959, p.12.; QPD, Vol.234, 1962, p.1528.; Document 071000, A/19800, *QSA*.

94 ACER, *Review of Education in Australia, 1955-1962*, ACER, Melbourne, 1964, p.240.

95 Even as late as 1978, people with suitable qualifications had difficulty becoming Board of Teacher Registration teachers if employed by Technical Education. Even Manual Arts teachers with the same qualifications as high school teachers, were placed on a lower pay scale.; Report, 3 July 1957, A/16284, *QSA*.

condemned, should have been expected, as Principals of such joint facilities generally had little sympathy for technical education and often attempted to coerce both technical and manual arts teachers to do general maintenance. These derogatory and superior attitudes carried over into the technical colleges as they were separated from the joint facilities and unfortunately persisted for a long time.

Summary

Unfortunately Queensland technical education failed to gain much from the burgeoning post-war demand for technical education throughout Australia. Most of the consequent development in secondary industries occurred in southern states and post-war immigration to Queensland was unspectacular. While southern states were experiencing a post-war immigration boom Queensland received a mere 8% of new immigrants. This lack of industrial development and population growth had a severe negative affect on technical education in the State.

This chapter took Queensland technical education from 1938 to 1963. It was initially a period of trepidation followed by some stimulation but was mostly one of hibernation. In November 1938 Leonard Canton Morris, 'protector' of technical education, died leaving behind a disheartened Technical Education Branch. This, with the State's concentration on the war, caused the Branch to suffer from lack of leadership. There was discussion on the 'take-over' of colleges and observation of technical education in other States. The effects of World War II, and Commonwealth involvement in technical education, were addressed as were rehabilitation schemes and some effects of the post-war period. These were followed by discussion on Technical Correspondence School, and effects of changes in Government policies. Diploma course rivalry, apprenticeship training, and staffing were then examined.

As Australia was climbing out of the 1929 depression the war induced an ever upwards spiralling demand for manufacturing industries to supply the war effort. This need for industrial output caused an almost insatiable demand for both skilled and semi-skilled workers. Technical education supplied this need but Queensland had less than expected involvement. Lack of heavy industry and the State being thought of as a war zone had led to this. An additional blow to technical education was Morris's death in 1938 followed by his position remaining unfilled until Evans took over in 1944.

The hiatus resulted in a lack of cohesion and coordination at a time when strong leadership was particularly necessary. Unfortunately, even after Evans was appointed there was little change. Evans had come up through the secondary system and was not a strong fighter for technical education's cause.

Nevertheless, from 1939 to 1945 Queensland technical colleges trained thousands of people as technical education's contribution to Australia's defence. The heavy demand on resources induced by the war and the Commonwealth Technical Training Scheme was immediately followed by a second wave of heavy demand. As the war wound down Queensland technical education became heavily involved in rehabilitation. The peak period for CRTS courses was 1947-1948 but some continued through to 1962. Some of these schemes hastened the separation of Technical Correspondence School from Central Technical College, although correspondence courses had been offered for many years.

As the euphoria over technical education's contribution to the war effort diminished, financial support for technical education began to weaken. By 1953 the threat of a major international war had subsided and skilled labour was being imported. These factors helped bring about a substantial decrease in the growing demand for technical education. Most post-war development in secondary industry occurred in southern States and Queensland's lack of industrial development and population growth, along with a lack of positive leadership, resulted in minimal expansion in technical education.

By the mid 1950s, Queensland technical education was exhausted. Staff were being 'head-hunted' by industry and were hard to replace as technical skills were in great demand. Equipment and buildings were worn out and obsolete. Technical education was frequently called 'the Cinderella of Education' or 'the orphan of the Department'. Technical teachers were not considered 'real' teachers. They were thought to be inferior with inferior students. Technical education had reached the stage where it could only improve.

Ipswich Technical College's problems probably encapsulate those of Queensland technical education. During World War II the college trained many Defence Trainees and normal enrolments also increased. Student numbers doubled during the war but post-war dropped almost to pre-war figures. Although resources had seriously deteriorated due to extended use during the war, frequently for three shifts a day, they had been impossible to replace. The post-war result was that the college had to replace costly equipment concurrently with accommodating steep increases in salaries. This scenario was repeated in almost all State colleges. For six years throughout the State thousands of people were trained in skills for munitions and aircraft factories, and the

technical branches of the defence forces. Following on from this arduous duty, the colleges then ran CRTS courses.

The late 1950s saw a change in government but not a change in educational policies. Although the new government increased the money available for education, technical education saw almost none of it. At the same time as this financial hardship, technical education was experiencing problems with its Diploma courses. Conflict over diplomas shared with the University, and demands from industry to upgrade existing Diplomas to increase their status, consumed much time and effort.

Various reports and amendments to the *Apprenticeship and Minors Act of 1927*, particularly in apprentice attendance patterns, increased demand for technical education resources which the technical colleges could not accommodate. The *Wright Report* of 1954 made many recommendations on apprenticeships, many of which Queensland legislation had already provided for, but few had been put in place. Some were implemented during the next few years, but most had to wait for a more favourable financial climate. As joint facilities started to be separated in 1962, the lack of managerial training for technical staff became apparent.

Queensland technical education suffered from many aggregating factors during this period. Funding diminished along with the demand from the various training schemes. Technical education failed to keep community interest and there was a lack of political will to do anything positive in this arena. Technical education became a very tired system with a total lack of status, and in a circular fashion, an even greater lack of funding. This whole period was a splendid example of 'a glorious start but few triumphant conclusions'.

Then came the *Martin Report* and the *Education Act of 1964*. Together, these were to initiate major changes in technical education in Queensland. Large increases in funding eventuated, particularly for the higher levels such as Diploma and Degree courses, which not long afterwards became a separate sector of education. Later however, the remnants of technical education, the apprenticeship and certificate levels, merged with Adult Education, and the result was called the Division of Technical and Further Education which then grew anew. These events and others are discussed in the next chapter.

CHAPTER FIVE

TRANSMUTATION AND MATURATION 1964-1977

Introduction

By the mid 1960s post-primary education for all had become the general pattern throughout Australia. University dominance of curricula and academic elitism however, were still important factors influencing education. The prestige of academic courses remained untouched and all states 'streamed' students according to their academic ability. Enrolments in post-primary schools may have increased dramatically but the aims were still those of the 19th century public school – the production of an elite class in society. The success of high schools was still measured in terms of results in the Junior and Senior public examinations while students were urged to emulate their contemporaries in the prestigious grammar schools. However, in that 'unhappy no-man's-land' between secondary and tertiary education there was an increasingly popular alternative - the technical college.

Not until the late 1960s did technical colleges began to rival the universities in providing a separate national system of 'advanced education'. Technical education was gaining social acceptance as an alternative to university education. This development

owed much to the *Martin Report* and the failure of the universities to supply sufficient places for all those proved able to undertake tertiary education.¹

This chapter takes technical education in Queensland from 1964 to 1977. It was a period of transmutation and maturation and begins by observing technical education throughout Australia. There is then an examination of the *Martin Report* and its impact on Queensland including the resultant *Education Act of 1964*. This is followed by an investigation of the parts played by both the Technical and the Agricultural Education Advisory Councils and the changes brought about by the *Rural Training Schools Act of 1965*. It then reviews Commonwealth reports of the 1960s pertinent to technical education.

The changes brought about by Gilmour when he took control are closely observed and, in particular, the births of the first Queensland Institutes of Technology are examined. The *Education Act Amendment Act of 1970* and professional training for technical teachers is discussed as are Adult Education and changes within Technical Correspondence School.

Trade and apprenticeship training is investigated closely as are the *Apprenticeship Act of 1964*, advanced trade training, and the *Apprenticeship Act Amendment Act of 1971*. These are followed by a detailed observation of the *Anderson Report of 1976* and its criticism of funding for technical education.

There is a general discussion of Commonwealth involvement during the 1970s and a discussion of the *Kangan Report*, other pertinent reports, and of the Commonwealth Tertiary Education Commission. The chapter closes with a summary which reiterates critical points, and analyses the development of technical education in Queensland during the period.

Background

From 1964 to 1977 was a period of change and developing maturity for Queensland Technical Education. During the 1960s and early 1970s both Commonwealth and State Governments injected increasing amounts of money into

1 B.K. Hyams and B. Bessant, *Schools for the People? : An Introduction to the History of State Education in Australia*, Longman, Melbourne, 1972, p.178.

post-secondary education and the demands of the technological age were reflected in widespread growth in both technical and tertiary education.

There were fifteen technical education centres in existence at the beginning of this period, with Gympie alone still being a non-State College. Even this centre, managed by the local Schools of Arts, was absorbed in 1965. The *Technical Instruction Act Amendment Act of 1918*, allowing colleges to be taken over, was now fully implemented.

During the late 1960s and early 1970s, due in particular to the *Martin Report* which recommended that more money be made available to help the States establish autonomous tertiary-level institutes of advanced education, technical education throughout Australia was divided into two streams. Apprentice training and certificate-level courses were maintained at technical colleges while non-university tertiary-level educational institutions were established for professionals. These were later called Colleges of Advanced Education or CAE's.

Furthermore, to help fulfil the demand for technical and certificate-level studies Central Technical College was gradually phased out and replaced by a perimeter of six metropolitan technical colleges. Technical Correspondence School changed its focus and expanded to meet growing needs. Rural Training schools were established; new technical colleges were established in provincial cities; and by 1971 Queensland had twenty-five technical centres. In 1977 the 'old' Technical Education Branch of the Education Department was integrated with the Board of Adult Education, and this union was named the Division of Technical and Further Education (TAFE), with responsibility for twenty-four centres of technical education.

Technical Education in Australia

In all other Australian states the growth in technical education followed patterns similar to that in Queensland. From 1950 to 1969 the number of technical colleges more than doubled - from 141 to 296, and yet student numbers increased at an even greater rate - from 161,500 to more than 398,000.

This growth however, was not merely in terms of expansion for diversification was obvious as was change in Commonwealth funding policies. For *Martin Report* recommendations regarding technical colleges, teaching colleges, and CAE's to be implemented, Commonwealth financial assistance was critical.

Diversification was seen in terms of supplying many more semi-professionals and professionals for technical professions. Technical and tertiary education funding was seen by the Commonwealth in terms of national and economic development – education was now considered to be an investment.

Two attempts to raise technical education to a level with the universities both failed. The New South Wales University of Technology was established in 1948 and had the expressed aim of reaching the standards of some of the more prestigious technical institutions of England and Europe. Very little time elapsed however, before it became the University of New South Wales. This event was soon followed by adoption of courses and programs similar to any other university.

In Victoria the original plans for a second tertiary institution comparable with the University of Melbourne were for an institute of technology concentrating on technical studies. The result was Monash University which also then developed along the lines of a traditional university. Technical education was still not seen as prestigious, therefore once a tertiary institution had ‘escaped’ the technical education system, the institutional agenda seemed to aim at emulating those institutions which were previously considered as being ‘better’.

Almost without exception, technical education took place in State government technical colleges or, as happened in some railway departments, under the supervision of technical training authorities. Most technical education therefore, was controlled by State government departments, whether education, further, or technical education. All States encouraged decentralisation of technical education facilities to provide more adequately for rural youth. This was done either by establishing regional technical colleges or travelling classrooms and workshops.²

State Political Influence

From 1964 to 1977 coalition governments controlled Queensland. This Country Party-Liberal Party coalition was dominated by the Country Party and later by its leader and Premier, Johannes Bjelke-Petersen, who was strongly biased towards rural and mining industries and commercial development. During this period these coalition governments emphasised rural policies as this sector of commerce was seen as the

2 P.E. Jones, *Education in Australia*, Melbourne, Nelson, 1974, pp.29-30, 54, 96-97, 134.

backbone of Queensland despite the continued decline of the rural population. Bjelke-Petersen's governments also encouraged the investment of private capital in industrialisation, especially that associated with any form of mineral extraction. During this period there were four Premiers and four Ministers for Education – all were members of the Country Party.³

The Martin Report

The 1940s post-war generation, known as the 'baby boomers', created a population explosion and by the 1960s were reaching working age and, with the influx of immigrants, caused a large increase in the demand for both secondary and technical education. Simultaneously Australia's secondary industries had grown considerably and the result was a growing demand for trained personnel at both trade and professional levels.

Herbert Watkin⁴ suggested that a report, similar to the 1957 *Murray Report* on universities which resulted in the establishment of the Australian Universities Commission in 1959, to advise governments on the financial needs of the universities, should be made on technical education. Watkin sought an investigation into the relationship between technical colleges and universities to determine which type of institution was best suited as a student destination. He claimed the national interest would be better served if some university students attended technical education. For this to happen however, Watkin said technical education again needed Commonwealth assistance, and he cited precedents. He claimed assistance was needed again to improve technical education, to cater for the large number of young people seeking tertiary education, and to produce the trained personnel needed to increase national production. His belief was that technical education needed to expand through institutes of technology to supply non-university tertiary-level courses. These institutes would

3 see Appendix 1 – Details on Selected Politicians.; see also Appendix 3 – Incumbents of Selected Relevant Positions.; W.R. Johnston, *The Call of the Land. A History of Queensland to the Present Day*, Jacaranda, Brisbane, 1982, pp.170, 174-175.

4 Director-General of Education, 1952-1964.

provide tertiary-level courses outside universities, would raise the status of technical education, and would reduce pressures on universities.⁵

In response to this and many other similar pressures, in August 1961 the Commonwealth appointed a Committee on the Future of Tertiary Education in Australia. This committee, chaired by Sir Leslie Martin, was tasked with considering ‘. . . the pattern of tertiary education in relation to the needs and resources of Australia and to make recommendations . . . on the future development of tertiary education,’⁶ but did not deliver its report until 1964. Officially it was to deliberate on expansion of knowledge, raising of educational aspirations of the individual, and needs of an industrialised society, but unofficially it was to find ways to reduce the cost of tertiary education. The years 1960 and 1961 had been difficult economically and electorally for the Commonwealth government. There were credit restrictions, budgetary outlays were reduced, and many businesses had failed. In the election at the end of 1961 they came within one seat of losing office. The Committee’s report and the selective acceptance by the government of its recommendations led to the creation of Colleges of Advanced Education, differentiated from the universities for both funding and educational purposes, and to a major alteration in the Commonwealth’s technical education funding policy. This change to funding occurred fifty-two years after the first urgent plea that technical education affected national survival itself and far transcended regional interests.⁷

Martin drew a sharp distinction between traditional academic universities and the practical and vocational universities or institutes of technology. He used the phrase ‘higher technical institutes’ at the first committee meeting. His only explanation of course differentiation was that the academic university should concentrate on the fundamentals of a discipline, whereas a university of technology should produce men with industrial know-how - ‘not research men, practical men’.⁸ Martin’s proposition was that a new tertiary education sector be established - he referred to an Institute of Colleges - these would later be known as Colleges of Advanced Education, or CAE’s.

5 84th RPQ for 1959, pp.20-21.; 88th RPQ for 1963, p.10.; S. Davies, ‘Some reflections on the Clash of Ideas and Personalities within the Martin Committee’, 1991, p.3., in Meek and Harman’s, *The Binary Experiment for Higher Education: An Australian Perspective*.

6 84th RPQ for 1959, pp.20-21.

7 S. Murray-Smith, ‘Technical Education: The Lines of Development’, 1966, pp.1-28., in C. Sanders, *Technical Education for Development*.; Davies, loc. cit.

8 Davies, op. cit., p.4.

Setting aside the role of technical education in the form of trade, technician and other post-secondary level courses, prior to the selectively accepted Martin Report recommendations, technical colleges provided professional level education and training in technical disciplines.⁹ Martin stated that technical colleges should equip people

. . . for the practical world of industry. The . . . education which can be provided by these institutions has long been undervalued because of the overvaluation of the social status of a university degree. Nor is the wide function of these colleges in fulfilling the various needs of commerce and industry fully appreciated by the public.¹⁰

The committee went on to argue that technical colleges should receive sufficient support to 'raise their status'. It further argued that the traditional courses offered by technical colleges be divided so that trade, certificate level technician, and recreational courses would remain in technical colleges, whereas those courses concerned with technologies and general education should be conducted by the proposed CAE's. These new institutions would need to be supplied with adequate physical resources and appropriately qualified staff capable of teaching at 'technological level'. The committee further wanted fostering of Humanities and provision of better social amenities for students than those found in the existing technical colleges.¹¹

Thus the role of the technical colleges should be changed, not haphazardly as prior to Martin Report recommendations but, systematically at State level throughout Australia. This meant a diversification of Australian tertiary education consisting of Universities, CAE's and Colleges of TAFE.¹²

It is interesting that inclusions such as the provision of better social amenities for students of the new CAE's were considered necessary yet were not considered necessary for existing technical college students. The writing was definitely 'on the wall' - technical education would be split so that courses with 'status' would go to the new CAE's, and the remainder would be downgraded.

The new CAE's were to offer diploma level courses which were to be distinctly different from university degree courses, but similar if not identical to the diploma level courses which existed in technical colleges - hence these CAE's would be

9 V. Jakupec and B. Roantree, 'Impact of the Martin Report on Technical and Further Education', 1991, p.153., in Meek and Harman's, *The Binary Experiment for Higher Education: An Australian Perspective*.

10 *Tertiary Education in Australia, Report of the Committee on the Future of Tertiary Education in Australia* (Martin Report), Melbourne, 1964, Vol.1, pp.1, 127.

11 *ibid.*

12 Jakupec and Roantree, *loc. cit.*

prevented from transforming themselves into universities. This would leave Technical Colleges with a reduced role, with competition from the new CAE's, and with exclusion from the tertiary sector.¹³

Martin's proposition was that universities should be concerned with higher education for the specially gifted; and that CAE's should provide alternative facilities for that large number of school leavers, with the ability to study at tertiary level but who were unable to gain places at university. This proposition inferred therefore, that Technical Colleges should provide only those courses which no other educational sector was interested in providing. Although both the CAE's and Technical Colleges were to provide practical training for industry and commerce, Technical Colleges were expected to focus on manual skill training only, while CAE's would provide education and training at appropriate professional and sub-professional level.¹⁴

Impact on Queensland

The *Martin Report* had a substantial impact on technical education in Queensland. A major outcome was the establishment of tertiary Institutes of Technology in Brisbane, Toowoomba and Rockhampton. Martin had envisaged technical colleges as being restricted to offering courses exclusive of degrees and diplomas. This however, was not to be as technical colleges have since offered associate diploma, diploma and degree courses. These Institutes of Technology were later seen as offering courses to equip people for the practical world of industry and commerce, teach them the procedures of manufacturing and business, and fundamental rules for successful operation. Universities on the other hand were seen as offering courses which were more theoretically and academically based.¹⁵

13 *ibid.*, p.154.

14 *ibid.*; A.C. Alderson 'The Process of Policy Making in TAFE in Western Australia - A Separation Issue', 1982, *passim.*, in Broadbent, *Educational Policy making in Australia.*; Z. Cowan 'The nature of Higher Education in Australia', 1981, *passim.*, in Gross and Western, *The End of a Golden Age: Higher Education in a Steady State.*

15 *Education 2000: Issues and Options for the Future of Education in Queensland - A Discussion Paper*, Brisbane, Department of Education, 1985, p.5.; *Report of the Committee of Inquiry into Education and Training (Williams Report)*, Vol.1, Canberra, AGPS, 1979, p.268.; R. Ward, A Brief History of Technical Education in Queensland to 1985. Unpublished Graduate Diploma dissertation, South Australian College of Advanced Education, 1985, p.ii.

The Queensland Education Department had kept itself well abreast of Sir Leslie Martin's thinking and was ready to accept the ensuing changes and accompanying funding. Wanting to be one of the first States in the queue for Commonwealth funding, in 1963 shortly before the report was released, it sent Clyde Gilmour¹⁶ overseas to review and report on technical education systems. Clive Evans had already notified the department of his intended retirement and Gilmour had been selected as his replacement. Both reports, Martin's and Gilmour's, were the basis for technical education changes in Queensland for the next decade.¹⁷ The *Education Act of 1964* supplied the legislation for the reorganisation.

Education Act of 1964

The *Martin Report* received an adverse press reaction, but had significant impact on Queensland technical colleges and their curricula. In particular, the report recommended that each State establish a central authority to coordinate technical college courses. To satisfy this, and other recommendations, the *Education Act of 1964* was passed. Between the passing of the *Technical Education Act of 1918* and the new Act, the only legislation with clauses specific to technical education had been the *State Education Act and Another Act Amendment Act of 1957*, which made but one change. It provided a collective title for the 1908 and 1918 Acts - the *Technical Instruction Acts 1908-1918*.

As well as providing for state schools, primary, secondary and special education, the *Education Act of 1964* dealt with technical and agricultural education. It repealed the *Technical Instruction Acts 1908-1918* and created both a Technical Education Advisory Council and an Agricultural Education Advisory Council.¹⁸

16 Principal of Central Technical College, January-December 1963,; Director of Technical Education 1964-1972,; Director-General of Education 1976-1983.; see also Appendix 2 - Details on Other Selected People.

17 *The Courier-Mail*, 13 July 1963, p.3.

18 89th RPQ for 1964, p.3.

Technical Education Advisory Council

The Technical Education Advisory Council (TEAC) had seventeen members, of whom only two were directly involved with technical education; only six were concerned with any form of education. There were three Ministerial nominees – chairman, deputy chairman, and a nominee from the trade union movement, three ex-officio members – directors of technical education, secondary education, and special education services, two representatives of University of Queensland, an inspector of technical colleges, four representatives of industry and commerce, and four representatives of professional associations allied with industry and commerce. G.K.D. Murphy¹⁹ approved of this arrangement and claimed that ‘. . . this balance in membership ensures that adequate attention is paid to the needs of the community, industry and commerce.’²⁰

Major functions of TEAC were to advise the Minister on technical education generally, and on courses of study and examinations for diplomas, certificates or other academic awards, ‘. . . regard being had to the needs of the community, industry and commerce and to the requirements of a sound general education.’²¹

Although Gilmour officially had little say in the recommendations proposed to the Minister by TEAC, almost all technical education matters were passed back to Gilmour for advice through the Director-General of Education from the Minister. The 1966 report of the Minister for Education, (almost certainly accommodating Gilmour’s opinions), complained that TEAC was concentrating, almost exclusively, on matters concerning the new Institutes of Technology while the technical colleges lacked Committee direction. This official department opinion did not mean however, that Gilmour disagreed with the recommendations. It meant that Gilmour agreed with TEAC recommendations, but believed they should not be concentrating on Institutes of Technology to the exclusion of Technical Colleges. It is possible however, that Gilmour was not supported by Murphy who said that ‘As a result of the establishment of institutes, it [was] possible for technical colleges to concentrate their resources more exclusively on [apprentice] training . . .’²² Maybe the Committee felt that technical

19 Director-General of Education, 1965-1971.

20 92nd RPQ for 1967, p.10.

21 91st RPQ for 1966, p.5.

22 TEAC files held by QSA and Department of Education show the process of delegated decision making.; 91st RPQ for 1966, p.5.; 92nd RPQ for 1967, p.9.

colleges were not in need of their direction, as the colleges were expected to serve but a single purpose – that of trade training.

This exclusion of technical colleges appears to have continued until TEAC was dissolved by the *Education Act Amendment Act of 1970* and replaced by the Board of Advanced Education.

Agricultural Education Advisory Council

Martin Report recommendations and the *Education Act of 1964* led to a reorganisation of post-secondary agricultural education. The *Education Act of 1964* also established an Agricultural Education Advisory Council (AEAC), with agricultural education functions akin to those of the TEAC. This council had eighteen members, of whom only six were concerned with any form of education. Again Murphy thought this arrangement was a good idea, saying the AEAC ‘. . . owes much of its strength to the fact that a variety of interests are represented in its membership, only six of the eighteen members being drawn from the educational sphere.’²³ The Council initially paid attention to the need for additional rural training schools.

Rural Training Schools Act 1965

A direct result of AEAC recommendations was the *Rural Training Schools Act of 1965*. Technical Education recognised that elevating Gatton Agricultural College to tertiary status (a *Martin Report* recommendation) would leave the State without sub-tertiary institutions for agricultural education. They asked AEAC to consider the problem and consequently the Act was passed and filled the institution gap by legislating for post-secondary rural training schools for particular rural industries.

This led to the establishment of a Rural Training School at Longreach in February 1967, for post-secondary training in rural technology and in management for the wool industry. A second rural training school opened at Emerald in February 1971

for the beef cattle and agricultural industries. In 1976 a third rural training school for tropical farm management opened at Claredale in the Burdekin region.²⁴

Other Commonwealth Reports

In 1965 the *Report of the Committee of Economic Inquiry* (Vernon Report) drew attention to the ever increasing problem of insufficient skilled workers. It stressed that this problem could not be solved by increasing the number of skilled migrants and that it was more costly to import skills than to train Australians.²⁵

In 1968 a Commonwealth government sponsored mission went overseas to investigate trade training methods and standards. *The Training of Skilled Workers in Europe: Report of the Australian Tripartite Mission 1968-1969* (Tregellis Report) strongly suggested that migrant selection criteria be immediately updated. Tregellis said the best result which could possibly flow from his report would be for Australia to adopt vocational training methods used in Europe. He advocated the Commonwealth investigate this, and for all States to be largely responsible for planning changes in technical training. Tregellis said that these changes were needed if Australian industries were to maintain and increase their rate of growth. He warned that such an investigation and subsequent actions would require the closest collaboration of all State governments, apprenticeship and technical education authorities, and employer and employee organisations. This idea was based on evidence from Europe that the most successful training arrangements were those incorporating close participation by all such parties.²⁶ The National Training Council was formed in 1973 as direct result of

24 90th RPQ for 1965, p.9.; 'The present situation', in *A Submission to ACOTAFE, Australian Committee on Technical and Further Education*, Department of Education, Queensland, 1974, pp.16, 18.; G. Logan, and E. Clarke, (eds.), *State Education in Queensland: A Brief History, Monographs on the History of Queensland N^o 2*, Brisbane, Department of Education, 1984, p.12.

25 *Report of the Committee of Economic Inquiry* (Vernon Report) Vol.1, Canberra, AGPS, 1963, p.100.

26 *The Training of Skilled Workers in Europe: Report of the Australian Tripartite Mission 1968-1969* (Tregellis Report), Canberra, AGPS, 1969, p.81.

the *Tregellis Report*. These national reports of inquiries into training and technical and tertiary education were followed by many others during the 1970s.

Late in 1972 the Commonwealth election campaign made education a major issue. The Liberal Party-Country Party coalition government claimed it had done much for education. They stressed they would extend educational opportunity and improve standards, and pointed to their educational achievements. The opposition Labor Party also highlighted education as a major issue. It promised to spend much more money in the area. It would establish a Schools Commission to provide preschool facilities across Australia, abolish tertiary education fees, establish 'open' tertiary institutions for those who had missed educational opportunities, and arrange special help for minority and disadvantaged groups.²⁷ On 2 December 1972 the Liberal Party-Country Party coalition government was defeated and the Australian Labor Party, led by Gough Whitlam, took over government of Australia.

Gilmour Takes Control

When Clive Evans²⁸ retired Clyde Gilmour was appointed in his place. Gilmour was strongly supportive of Technical Education and had risen on the technical educational ladder instead of the secondary one. The Minister for Education (Jack Pizzey) made it clear to Gilmour that he had a free hand to develop technical education and make necessary changes. At the first capital works meeting in 1964 Gilmour put forward an ambitious program to renovate and replace worn-out and obsolete buildings. Pizzey stunned the Directors of primary and secondary education by declaring a major thrust toward technical education and announced the technical education budget would be accepted in full.²⁹

Drawing on the experiences of his overseas trip, Gilmour decided to implement a four-tiered structure for technical education clients. The first tier would be for apprentices; the second tier would be for tradespeople undertaking advanced trade

27 *The Courier-Mail*, 11 November 1970, p.11.; 28 November 1970, p.7.

28 Director of Technical Education 1944-1963.; see also Appendix 2 – Details on Other Selected People.

29 *The Courier-Mail*, 12 July 1963, p.9.; 13 July 1963, p.3.

studies. The educational needs for these two groups would be supplied by technical colleges. The third tier would be for technicians - semi-professionals working with professionals. Until now this group had been ignored educationally. The fourth tier would be for professionals. The educational needs for these two groups would be fulfilled by Institutes of Technology. Technicians would attend at certificate level and professionals would attend at diploma level.

Gilmour's plan for technical education expansion consisted of three phases. The first phase was to gradually phase out Central Technical College and replace it with a ring of new technical colleges in Brisbane suburbs. Planning for this was well advanced by 1965. The second phase was to remove all trade courses from Central Technical College by progressively transferring them to the new colleges, then to develop Queensland Institute of Technology - Brisbane on Central Technical College site, and to develop similar institutes in other centres. These institutes would concentrate on diploma and certificate level courses, while technical colleges would concentrate on trade training.³⁰ The third phase was to renovate and replace worn-out and obsolete buildings at all technical centres throughout Queensland and to rationalise courses at various country centres.

There were Myriad Changes

One problem for Gilmour, (which had also existed for both his predecessors), was the promotion of senior staff of the Education Department from the primary and secondary education systems. These senior staff, with whom the Director of Technical Education had to work, often lacked an understanding of the technical education system and its different needs. Another related problem was constant friction between technical education staff and their peers in primary and secondary education.³¹

From 1962 when the Department found it administratively expedient³² to separate centres of technical education from centres of secondary education, the usual

30 For example, see Tech Ed/Var, A/1628, *QSA.*; 89th RPQ for 1964, pp.5, 9.; 92nd RPQ for 1967, p.9.

31 Both problems were inherent in the administrative structure of the Education Department. Neither was to be solved entirely until TAFE was separated from Department of Education in 1987.

32 and finally, to start implementing the attendance clauses of the 1945 Apprentices and Minors Act Amendment Act.

pattern was for the high school to be re-established in modern buildings on a new site. This policy left technical colleges with the old buildings and all the associated problems. The first physical sign that Gilmour had finally prevailed over primary and secondary education was the new technical college at Mt Isa. This college separated from the joint facility in 1970 and immediately moved into its own new complex on a separate site.³³

Gilmour worked hard on all three phases of expansion. Bundaberg, Cairns, Maryborough, and Townsville Technical Colleges separated from their respective joint facilities in 1965. In the following year Eagle Farm Technical College opened and South Brisbane Automotive School became a Technical College. In 1967 Yeronga Technical College opened, and in the following year Kangaroo Point Technical College and its Coorparoo School of Food annexe, opened as did the Gold Coast Technical College annexe of Gold Coast State High School. This last decision appeared almost as a perverse reaction to the separation policy on joint facilities.

Ithaca Technical College opened in 1969 as an annexe of Central Technical College and in the following year, as discussed previously, Mt Isa Technical College separated from the local joint facility and moved onto a new site with new buildings. At Morningside, Seven Hills Technical College opened in 1971 as an annexe of Kangaroo Point Technical College, while the Optical School annexe of Central Technical College was opened at Milton.

In 1972 Queensland College of Art³⁴ opened at Morningside sharing the site with Seven Hills Technical College annexe. The Optical School at Milton closed in 1973 with most of its courses going to QIT-Brisbane. In 1974 Ithaca Technical College became a Technical College in its own right, while Central Technical College closed. QIT-Brisbane took over the buildings. Gold Coast Technical College annexe separated from the Gold Coast State High School in 1976, and the following year both the School of Food and Seven Hills Technical College separated from Kangaroo Point Technical College.³⁵

Following the reorganisation of technical education and the loss of diploma and degree courses to the Institutes of Technology, some country technical colleges were now left with only trade courses and their enrolment numbers were insufficient to

33 82nd RPQ for 1957, p.22.; 85th RPQ for 1960, p.7.; 90th RPQ for 1965, p.9.; 97th RPQ for 1972, p.27.; *Survey of Needs for Technical Education in Queensland, 1971-1975*, Department of Education, Queensland, Technical Education Branch, May 1972, p.8.

34 previously Arts Branch of Central Technical College.

35 for further details see Appendix 6 – Graph of Centres of Technical Education.

justify continuing their existence. In an early move towards rationalisation of technical education, Mount Morgan Technical College was again closed in 1965, while Warwick Technical College was closed in 1971. At the time each of these were part of their respective joint facilities.

When Gilmour was promoted to Deputy Director-General of Education in February 1972, Roy Wallace³⁶ took his place as Director of Technical Education. Wallace had been Gilmour's deputy Principal at Central Technical College and Inspector of Technical Colleges from 1964 to 1972. This latter position was considered to be deputy to that of Gilmour's position and so even after their respective promotions, Wallace was still considered Gilmour's 'deputy'. This sentiment was unfair to Wallace however, as he strongly supported the changes which Gilmour had started. He too had risen on the technical educational ladder instead of the secondary one. Consequently, on the surface it appeared that Wallace was merely following in Gilmour's footsteps whereas in reality these circumstances were due to the two men being like-minded. Gilmour's new position, and his professional relationship with Wallace, ensured that he still had a large say in Technical Education albeit at one removed – technical education was still his 'baby'. It is not surprising therefore, to find that Wallace continued to implement Gilmour's policies.

The QIT's

Following the influence of the *Martin Report*, which was discussed earlier in this Chapter, and similar contemporary pressures, technical education in Queensland divided into two streams. The first stream was trade based, with apprentices and tradespeople receiving training at technical colleges. The second stream was technician based with technicians and professionals receiving training at Institutes of Technology.

In Queensland at first these were called QIT's (Queensland Institutes of Technology) but later, except QIT-Brisbane, all were called CAE's (Colleges of Advanced Education). The first of these, QIT-Brisbane opened in 1965 and shared the

36 Inspector of Technical Colleges 1964-1971.; Staff Inspector 1971-1972.; and Director of Technical Education, 1972-1986.; see also Appendix 2 – Details on Other Selected People.

Central Technical College site. In 1967 two more QIT's were established: QIT-Capricornia at Rockhampton and QIT-Darling Downs at Toowoomba. All three institutes were then recognised as CAE's and granted autonomy in 1971. Once again Technical Education in Queensland had spawned offshoots, this time three Institutes of Technology for tertiary professional technical studies, as it had spawned high schools over fifty years earlier.

Following the *Report of the Commonwealth Advisory Committee on Advanced Education* (Wark Report) the Commonwealth funded 50% of capital expenditure and 35% of recurrent expenditure for these new institutions. The difference was funded by the State.

In Queensland at least, the State contribution to CAE funding did not mean additional money for education, it simply meant that funds were redirected from other areas of state education. Because of the funding structure Watkin³⁷ may have been preparing an answer for complaints from other educational sectors on lack of funding when he said that

. . . any system which requires Commonwealth funds for one aspect of education to be matched by grants from the States has an effect of diverting expenditure from other areas of education which may indeed, in view of the State, warrant high priority.³⁸

When QIT-Brisbane opened in 1965, Central Technical College lost most of its diploma and degree courses, but retained trade and advanced trade courses, diploma and certificate courses for the Art Branch and the School of Sheep and Wool. State Commercial College, part of Central Technical College, ceased to exist and its courses were distributed among QIT-Brisbane, Secondary Correspondence School, and evening tutorial classes at Central Technical College.³⁹

In 1967 the principals of the three QIT's established committees to ensure that course content and standards were comparable while simultaneously allowing each QIT to develop a particular character and approach of its own. Dr A.M. Fraser, QIT-Brisbane, was particularly concerned for QIT's to establish a high status in the eyes of the community and that they should not have substandard courses. As a group, the

37 Director-General of Education, 1952-1964.

38 89th RPQ for 1964, p.9.; 92nd RPQ for 1967, p.8.; E.R. Treyvaud and J. McLaren, *Equal but Cheaper, the Development of Australian Colleges of Advanced Education*, Melbourne University Press, Melbourne, 1976, pp.7-9.

39 89th RPQ for 1964, pp.5, 9.; 92nd RPQ for 1967, p.9.

principals felt that, considering the QIT's would soon be autonomous, Gilmour was unnecessarily restricting their decision making.⁴⁰

They failed to realise however, that Gilmour, who had an important part in steering through the changes in technical education leading to the establishment and autonomy of the QIT's, was himself restricted in what he could do. These restrictions came from legislation, other government bodies such as the Public Service Board and Department of Works, and existing Education Department precedents and policies.⁴¹

Education Act Amendment Act of 1970

With QIT enrolments accelerating and extensions to these institutions being planned, some form of coordination became necessary. The *Education Act Amendment Act of 1970* established a Board of Advanced Education to replace TEAC (Technical Education Advisory Council) and AEAC (Agricultural Education Advisory Council). This board had the task of coordinating and supervising development of autonomous colleges of advanced education. Guidance for both technical and agricultural education now reverted to the Technical Education Branch of the Education Department. No longer did the State government pretend that QIT's were part of 'technical education'.

In 1971 the three QIT's, Queensland Agricultural College, Queensland Conservatorium of Music at South Brisbane, and the four Teachers' Training Colleges (the last two, at Townsville and Mt Gravatt had only opened in 1967) became autonomous CAE's. QIT-Brisbane then became known simply as QIT - Queensland Institute of Technology, while the other QIT's became known as CAE's, for example QIT-Darling Downs became Toowoomba CAE.

Before this Act was passed, Technical Education had been supplying teachers for manual arts, domestic science, and commercial subjects. These teachers were appointed to rural schools, some state schools, secondary schools, high schools and

40 Cases cited in N. Marshall, *Bureaucratic Politics, Personalities and Bargaining: Policy Making and Organisational Change in Queensland's Institutes of Advanced Education, 1965-1971*, PhD Thesis, University of Queensland, 1984.

41 Dr A.M. Fraser, 'The Institutes of Technology. Their Role in Tertiary Education', *Quest*, Vol. 1, No. 1, August 1967, pp.27-31.; 92nd RPQ for 1967, p.9-10.

technical colleges. After the Act was passed the Teachers' Colleges took over the task of training all teachers except technical teachers.⁴²

Professional Training for Technical Teachers

Even after the *Education Act Amendment Act of 1970* technical teachers were still not considered to be 'real' teachers. Consequently, they were deprived of any professional status and their lack of teacher training was a source of continuing and increasing dissatisfaction.

Finally in March 1972 a course for all new technical teachers without formal teaching qualifications was introduced at Mount Gravatt Teachers' College⁴³. This two-year, certificate in teaching course, initially required attendance for one day per week and was later extended to two days per week. By the end of 1974 the course was producing about 160 new technical teachers each year.⁴⁴

In 1975 the two days per week, two-year course was upgraded. It now consisted of two semesters full-time attendance alternating with two semesters teaching experience at metropolitan technical colleges. Throughout this period however, Technical Education policy still favoured employing professionals from commerce and industry as part-time teachers. This was promoted as ensuring maintenance of a genuine relationship between industry and technical education.⁴⁵ Cynical staff thought it to be a cost-saving exercise as part-time teachers did not need teaching qualifications.

42 95th RPQ for 1970, p.6.

43 not yet referred to as Mount Gravatt CAE.

44 98th RPQ for 1973, p.27.; 100th RPQ for 1975, p.28.

45 *Survey of Needs for Technical Education in Queensland, 1971-1975*, op. cit., p.6.

Adult Education

The Board of Adult Education was formed in 1944 and the first adult education courses in Queensland began the following year. This service was intended to allow adults to increase their knowledge, their enjoyment of the arts and their involvement in the cultural life of the community. Courses were designed to increase personal enrichment and recreation opportunity – they were generally known as ‘hobby courses’.⁴⁶

In 1968 country technical colleges, already offering their facilities for adult education courses, further diversified their offerings by adding secondary subjects at night. People from all strands of life, adolescents, adults in employment, domestic managers and others took these courses either for interest or to qualify for entrance to tertiary studies.⁴⁷

By the beginning of the 1970s adult education courses had expanded to take in a myriad of activities with substantial numbers of students. For example, attendance at lectures, films and cultural displays during 1974 totalled nearly 400,000. Services, all entirely free, were available at nearly 300 centres. These centres ranged across an area from as far north as Thursday Island to as far south as the New South Wales border and as far west as Camooweal. Weekend seminars and schools in subjects such as pottery, jewellery and creative arts were held throughout the State. Residential schools were held at Emerald in farm management, welding, horse-shoeing and weaving. Programs on subjects including crafts, mathematics, politics and performing arts were televised. Lecture tours by university staff and others were organised.⁴⁸

Although Technical Education and Adult Education were integrated on 1 January 1977, the Board of Adult Education continued to oversee Adult Education programs and, under the *States Grants (Technical and Further Education Assistance) Act, 1976*, was given responsibility for distributing grants to non-government voluntary adult education organisations.⁴⁹

46 C. Lack, *Three Decades of Queensland Political History 1929-60*, Brisbane: Government Printer, ?1962, p.772.; 94th RPQ for 1969, p.6.

47 H. Holthouse, *Looking Back: 150 years of Queensland Schools*, Brisbane, Department of Education, 1975, p.195.

48 *ibid.*, p.196.

49 101st RPQ for 1976, p.21.; 102nd RPQ for 1977, p.24.

Technical Correspondence School

The Technical Correspondence School (TCS) offered courses to students in many locations who were unable to attend a technical college. In 1965 TCS had 4,500 apprentices enrolled in thirty-six trades from Queensland, New South Wales, New Guinea and Fiji. In addition there were 1,700 students including technical teachers, prison inmates, defence force personnel, and private students. There were also another 130 students enrolled under the Colombo Plan.⁵⁰

As each apprenticeship trade converted to 'block release' training, TCS changed its emphasis from apprenticeship courses to post-apprenticeship, certificate, and non-certificate courses. By 1977 the only apprenticeship course still available by correspondence was ladies hairdressing, but TCS's enrolments stayed almost the same despite the loss of apprenticeship enrolments.⁵¹

Trade Training

In Queensland before 1968 the term 'trade training' was an amicable, well rounded phrase referring to the training of apprentices to a minimal level, sufficient to allow them to pass their trade entrance examinations. It did not include further training of tradespeople in advanced or even new features of their trade. If a tradesperson did further study, it was in courses involving leadership, management or supervisory aspects of their trade. Consequently, before 1968 trade training meant 'apprenticeship training'.

The *Industrial Arbitration Act of 1916* provided some regulation of the apprenticeship system but not until the *Apprenticeship Act of 1924* were indentures and training formalised. Subsequently, the *Apprentices and Minors Act of 1927* was passed

50 90th RPQ for 1965, p.5.

51 102nd RPQ for 1977, p.24.

and remained in force until 1964 with amendments in 1929, 1934, 1945, 1948, 1954 and 1959.

The Apprenticeship Act of 1964

From 1932 to 1964, the Apprenticeship Office came under the Minister for Education. Accordingly all aspects of apprenticeship including technical education for apprentices were coordinated by the Technical Education Branch of the Education Department. The *Apprenticeship Act of 1964* however, brought the Apprenticeship Office under the Minister for Labour and Industry and although responsibility for apprentice tuition remained with Technical Education, control and coordination of apprenticeships came under a new Apprenticeship Executive. This arrangement continued until 1979. Other notable changes were shorter apprenticeships, prescribed minimum age and educational standards for apprenticeship entry, changes in attendance patterns, and changes in wage determining methods.

Apprenticeship duration was now shorter with all indentures being reduced to a maximum of four years. This change finally implemented some recommendations of the Australian Apprenticeship Advisory Committee, itself a result of the 1954 *Wright Report* into apprenticeships.

A minimum age of fifteen years for apprenticeship entry was now prescribed divorcing minimum apprenticeship age from school-leaving age. Neither the *Apprentices and Minors Act of 1927*, nor any of its amendments, had stated a minimum age for an apprenticeship. The *Apprentices and Minors Acts Amendment Act of 1945* did however, directly link it to that of the school-leaving age as prescribed by the *State Education Acts, 1875 to 1940*.

Minimum educational standards for an apprenticeship had not changed since the *Apprentices and Minors Act of 1927*. The *Apprenticeship Act of 1964* divided apprenticeships into three categories. These were ranged according to skill levels. Those trades considered highly skilled, such as electrical trades, had prescribed passes at Year 10; trades at the intermediate skill level, such as building trades, had the same but at Year 9; those trades considered least skilled, such as the food trades, (and for some bizarre and idiosyncratic reason, motor vehicle trades) required completion only of Year 8, without passes in any subjects.

Apprenticeship training was reorganised to do away with night school for the majority of apprentices. This was replaced with one day a week training at technical

college for first and second year apprentices, and one day a fortnight and one night a week for those in their third year.

Before 1945 Queensland apprentices attended Technical College only at night. The *Apprentices and Minors Acts Amendment Act of 1945* theoretically improved this situation by allowing training within the hours of employment. An apprentice could attend a technical college ' . . . during the same ordinary working hours per week as may be prescribed by an industrial award applicable to the calling in which he is employed . . .'⁵² and be paid while attending. This seldom ever occurred as under the joint facility policy high school students were occupying the rooms which the day-attendance apprentices needed to use. These conditions were extended under the *Apprenticeship Act of 1964* which made it compulsory for technical college training to be in the employer's time. In practice however, this only applied to first and second-year apprentices.

This Act gave the Industrial Conciliation and Arbitration Commission power and jurisdiction to prescribe apprentice wages for each year of their apprenticeship as a percentage of a tradesperson's award wage. It also changed the various penalties which could be imposed on apprentices.⁵³

Advanced Trade Courses

The *Apprenticeship Act of 1964* finally allowed new syllabi to be introduced. In 1968 some technical colleges took advantage of this to introduce advanced trade courses. These filled the gap between basic apprenticeship courses and higher technical studies. These new courses provided opportunity for specialisation while introducing new subjects such as industrial electronics. Besides trade subjects, most courses included management or business subjects.⁵⁴

52 69th RPQ for 1944, p.6.

53 *Report of the Commission of Inquiry into Apprenticeship 1976* (Anderson Report), Brisbane, Government Printer, 1977, p.1.

54 93rd RPQ for 1968, p.4.; Holthouse, op. cit., p.195.

The Apprenticeship Act Amendment Act of 1971

In the decade before 1972 most Queensland apprentices attending technical college followed an attendance pattern called 'day release'. The pattern had apprentices attending college one day a week for the first two years of their apprenticeship, and after that one day a fortnight and one night each week. Technical Correspondence School students were allocated half a day each week for study and two weeks full-time attendance at the nearest technical college. In practice however, even these issues were not enforced.

The *Apprenticeship Act Amendment Act of 1971* allowed 'block release' training. This attendance pattern involved continuous full-time training for seven weeks at a technical college in both the first and second year of an apprenticeship, with a maximum attendance of seven weeks in the third year. 'Block release' was piloted in 1972 and progressively introduced to other trades. By 1977 all major trades except hairdressing used this attendance pattern.⁵⁵

Anderson Report

In August 1976 Victor James Anderson was appointed by the State government to examine existing apprenticeship legislation.^{55a} His *Report of the Commission of Inquiry into Apprenticeship* was released early the following year. Anderson recommended that the nexus between apprenticeships and technical colleges be maintained but that both accelerated training schemes, and financial incentives for employers to allow their apprentices to participate, be evaluated.⁵⁶

When discussing government assistance to those who employed apprentices and subsidisation to industry, Anderson complained that

55 J.D. Rorrison, *The Apprenticeship System. Australian Style*, Brisbane, Department of Employment, Vocational Education and Training, 1988, p.17.; L.G. Greenhill, *Promise and Performance. The Impact of the Kangan Recommendations on Educational Access to Queensland TAFE, 1975-1985*, M.Pub.Admin. Dissertation, University of Queensland, 1985, p.101.; 100th R PQ for 1975, p.27.; *Anderson Report*, op. cit., p.1.

55a Anderson was a Solicitor and a "low-key" advocate of youth training. The Government was of the opinion that he would present a favourable report.

56 *Anderson Report*, op. cit., p.3.

It has been constantly and loudly proclaimed that whilst the Australian community has a large stake in the provision of an adequate workforce proficient in the skilled trades, the Technical Education sector has appeared to be the very poor relation in the total Education spectrum and receives only crumbs from the budgetary larder.

He went on to say that financing for Technical Education 'appears to stand in a bad light when comparison is made with the sums streamed into the tertiary and advanced spheres over recent years.'⁵⁷ Anderson appeared to have been accusing, not only the Commonwealth Government, but also the State Government. This was at a time when mammoth development of the CAE sector of education was hijacking funding from technical education. CAE's were being misrepresented as part of the technical sector, whereas in reality they were a second line of the tertiary sector. In effect, tertiary education was being doubly funded at technical education's expense.

The report recommended offering pre-vocational courses in technical colleges for youth wanting apprenticeships. Such courses would not only help youth but would increase the employer's selection pool for apprentices. Following Anderson's strong recommendations, trade based pre-vocational courses were introduced. These courses, each one year in duration, were designed to broaden appreciation of the world of work and introduce students to skills common to a number of normally dissociated trades. This approach allowed students, through education and experience, to select for themselves those industries in which they preferred apprenticeships.⁵⁸

Anderson recommended other changes in industrial training, particularly for those people already possessing a trade qualification but who were redundant in that trade. He also recommended that the Apprenticeship Executive be replaced by an Industrial Training Commission to be responsible for all facets of industrial training, not just apprenticeships. Anderson also submitted that there '. . . would be a vast improvement if all [technical teachers] were able to actively participate in a period of refresher training each year within industry.'⁵⁹

57 ibid.

58 ibid.; 102nd RPQ for 1977, p.22.

59 *Anderson Report*, op. cit., pp.6, 8, 11.

Commonwealth Involvement

Commonwealth involvement in Queensland technical education led to considerable changes. Perhaps the most significant impact was from the first TAFE report in April 1974 - the *Report of the Australian Committee on Technical and Further Education* or ACOTAFE. This was commonly known as the *Kangan Report*.

The Kangan Report

A further period of rationalisation of post-secondary education began in 1974 when the draft report of ACOTAFE was released. It recommended that community resources for adult education and technical education be amalgamated and expanded to meet these new needs and expectations. In consequence, further funds were made available to technical education in 1975-1976.

ACOTAFE was appointed by Kim Beazley, Commonwealth Minister for Education. The philosophy expressed in the report enabled technical education confidently to continue to offer an ever widening range of courses in areas ignored by other sectors of education. Myer Kangan had recognised that society's needs and expectations for technical education had changed in the previous decade. He recommended that community resources for adult and technical education be rationalised and expanded to meet these new needs and expectations. As a result significant curricula changes occurred and technical education was compelled to recognise the importance of 'life skills' in preparing skilled workers for uncertain life and work circumstances.⁶⁰

60 Australian Committee on Technical and Further Education, *TAFE in Australia: Report on Needs in Technical and Further Education*, (Kangan Report), Vol. 1., Canberra, AGPS, 1974, passim.

Other Pertinent Reports

There were many other national reports of inquiries into training and technical and tertiary education during the 1970s. More significant ones included the *Report of the Inquiry into Labour Market Training* (Cochrane Report) in 1974, *TAFE in Australia: Second Report on Needs in Technical and Further Education* (Richardson Report) in May 1975, *Report of the Technical and Further Education Commission* (TAFEC, also called the third TAFE report) in July 1976, the *Report of the Committee of Inquiry into Education and Training* (Williams Report) in 1979, and in the same year, the *Report of the Training Study Mission* from the National Training Council.

Commonwealth Tertiary Education Commission

In 1977 TAFEC, similar to its predecessor ACOTAFE, ceased to exist. On 27 April 1977 the Commonwealth combined the three post-secondary education commissions, TAFEC, the Universities Commission, and the Commission on Advanced Education, into a Commonwealth Tertiary Education Commission (CTEC). This Commission, consisting of three councils respectively responsible for universities, colleges of advanced education and TAFE, was responsible for advising the Commonwealth on post-secondary education.⁶¹

The End of an Era

On 1 January 1976 Technical Colleges in Queensland were renamed Colleges of Technical and Further Education. Exactly one year later the Division of Technical and Further Education (TAFE) of the Education Department came into existence following the integration of the Technical Education Branch and the Board of Adult Education.

61 R.E. Peterson, J.S. Helmick, J.R. Valley, S.S. Gaff, R.A. Feldmesser, and H.D. Nielsen, *Adult Education and Training in Industrialized Countries*, New York, Praeger Publishers, 1982, p.11.

TAFE in Queensland concentrated on further development of this new concept. Special effort was directed towards more community involvement.⁶²

By the end of 1977 negotiations and provisional plans were well under way for a second ring of metropolitan colleges. These included future colleges at Mt Gravatt, Bald Hills, Bundamba and Logan. The first of these, at Mt Gravatt, was opened to students in 1979.

Summary

By the mid 1960s post-primary education for all had become the general pattern throughout Australia and as a consequence Technical Education should have been well positioned to benefit from this change in educational focus. But it was not to be.

Before the war pressure for reform in technical education had come from leading industrialists who had a particular stake in the advancement of Australian industry and did not wish to rely on imported skilled workers. During the war technical colleges had been well to the fore in helping the war effort and student numbers had almost doubled with the influx of returned soldiers in the immediate post-war years. For a time the Commonwealth injected money into technical colleges to train returned soldiers and to service other re-training and rehabilitation schemes. All of this however, was overridden by educational 'traditions'.

This chapter observed technical education in Queensland from 1964 to 1977 - its period of transmutation and maturation. It began by observing technical education throughout Australia. It then examined the *Martin Report* and its impact on Queensland including the resultant *Education Act of 1964*. It then investigated the parts played by both the Technical and the Agricultural Education Advisory Councils and the changes brought about by the *Rural Training Schools Act of 1965*. It then reviewed Commonwealth reports of the 1960s pertinent to technical education.

The changes brought about by Gilmour when he took control were closely observed and, in particular, the births of the first Queensland Institutes of Technology were examined. The *Education Act Amendment Act of 1970* and professional training

for technical teachers was discussed as was Adult Education and changes within Technical Correspondence School.

Trade and apprenticeship training was investigated closely as was the *Apprenticeship Act of 1964*, advanced trade training, and the *Apprenticeship Act Amendment Act of 1971*. There was a detailed observation of the *Anderson Report of 1976* and its criticism of funding for technical education.

There was then a general discussion of Commonwealth involvement in the 1970s and a discussion of the *Kangan Report*, other pertinent reports, and of the Commonwealth Tertiary Education Commission.

Before the 1960s technical colleges were the 'poor relations' within the tertiary system. Technical education, although itself a sector of education, was considered by other sectors, primary, secondary and tertiary, as something of a joke and as something to be kept in the 'back room'. Before this time, any push for change had come either from technical education itself, or its few supporters, and of course any lobbying from that direction was not seriously considered.

In the late 1950s and early 1960s, some wiser minds in politics, industry, commerce, and even non-technical education, came to see a possible direct linkage between tertiary education, technical education and national and economic development. As a direct result came reports such as the *Martin Report of 1964*.

This report placed an emphasis on the value of higher education different from the traditional liberal education aims ascribed to universities. Tertiary education was an investment in human skills which would yield direct and significant benefits. With Australia's rapid industrialisation it was important to develop to the maximum all institutions supplying education in the technologies. The ensuing changes in educational emphasis resulted in massive increases in funding to post-secondary education. Alongside this improvement in funding however, came a partition of technical education into two tiers with higher technical education institutions evolving from teachers' colleges, rural colleges, and some technical colleges. This new tier of educational institutions called CAE's (in Queensland, originally QIT's), received a very large proportion of the funding destined for 'technical education', almost starving of funds trade based technical education which was still seen as the province of 'technical colleges'. It appeared to many in technical education, that those in charge of educational policies felt that technical colleges could only 'train', and not 'educate'.

Just as Gilmour took control, this 'new wave' in technical education was gathering momentum. Gilmour had no argument with the concept of 'advanced' or non-university tertiary education. Unfortunately he understood this would result in a

higher level of technical education not in, as so clearly resulted, a lower level of tertiary education.

Gilmour believed there would be a strong nexus between technical colleges and QIT's, similar to that between primary and secondary schools. He planned for the articulation of awards so that students could 'flow' automatically from technical college to QIT, as they did from primary to secondary school. The opposite resulted. Technical education qualifications became almost an abomination to the CAE system.

Gilmour worked steadily at ensuring these changes, as later did Wallace in his stead. But Gilmour had failed to realise that, although he was nominally in charge, others, more attuned to social and political reality, firmly held the reins. QIT's were not destined to create an upper level of technical education – they were destined to form their own sector in the education system. For nearly the next two decades technical college education was destined to remain the poor relation.

The *Martin Report* brought about the splitting into two streams of Queensland technical education. Higher technical education, and trade training. Higher technical education ended up as QIT's and these then became CAE's. Gilmour lost control of his agenda for this stream. The *Kangan Report of 1974* finally brought about the funding for technical education that the trade training stream had failed to receive in the 1960s.

In the area of trade training the *Apprenticeship Act of 1964* introduced significant changes. It allowed advanced trade courses and new syllabi to be introduced. The *Apprenticeship Act Amendment Act of 1971* allowed the introduction of 'block release' training but industry believed a totally new approach to industrial training was needed to solve the problems. The result was the *1976 Anderson Report*.

This report recommended that the nexus between apprenticeships and technical colleges be maintained but that both accelerated training schemes, and financial incentives for employers to allow their apprentices to participate, be evaluated. It also severely criticised both the Commonwealth Government and the State Government for starving the 'technical' side of technical education of the funds it needed.

From 1972 to at least 1977 (the end of the period considered by this study), the Commonwealth threw ever increasing amounts of money at technical and tertiary education. As illustrated in the diagram on the next page, Technical Colleges and CAE's together received funding almost identical with that received by Universities. It could be claimed, therefore, that technical education was well funded, but this claim could only be true if CAE's were considered part of the technical education system. If this was the case, then of the funding for technical education over the period under

discussion, CAE's received a mean of 81% - a manifest distortion of funding in favour of CAE's.⁶³

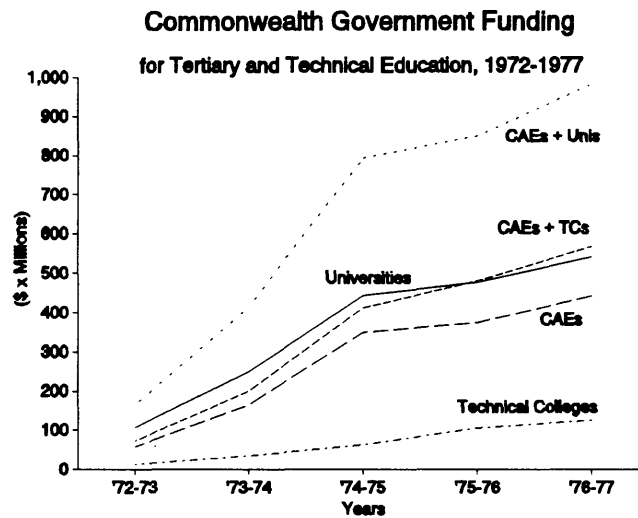
If, on the other hand, CAE's were considered part of the tertiary system, then of the funding for tertiary education over the period under discussion, CAE's received a mean of 42% - a figure demonstrating less funding for CAE's, but certainly not demonstrating gross distortion.

Of the combined Commonwealth funding for tertiary and technical education during this period, technical colleges received a mean of 9%; CAE's received 38%; and universities received 53%. Whether CAE's were considered part of tertiary education, or part of technical education for funding purposes, it was clear that technical colleges were being treated badly and were very much the 'poor cousins'.

In 1976 all Queensland Technical Colleges were renamed Colleges of Technical and Further Education and by the end of the following year negotiations and provisional plans were well under way for a second ring of metropolitan colleges.

In 1977 TAFEC ceased to exist, replaced by the Commonwealth Tertiary Education Commission. It can be argued that the structure of this new Commission reflected a major change in attitudes towards TAFE. It was now the judgement of the Commonwealth that while the output from universities and CAE's was adequate, there was a continuing shortage of tradespeople and other skilled workers for industry and commerce. The Commonwealth now accepted that these shortages could be overcome only by expansion of TAFE facilities and activities. Industry, governments and the community were finally conceding that technical education was critical for industrial and economic development. It was only since the early 1970s however, that technical education formally receive such recognition.

The first six chapters of this study investigated the development of technical education in Queensland to 1977. The next chapter reiterates critical points as illustration and explains that the growth occurred in phases.



63 Percentages and diagram derived from funding figures, *Anderson Report*, op. cit., p.5.