Concerned with the role of education in the development of rural areas, this report summarizes some of the major findings of the Australian Education and Local Development (ELD) projects combined with information collected from New Zealand rural areas during 1983. The five major studies contributing to the report are: (1) a case study of the Victoria Country Education Project; (2) the Western Australia ELD project which investigated education system policy and practices that would support local development in rural areas; (3) case studies of the Disadvantaged Country Areas Program and the School to Work Transition Program in the Riverina region of New South Wales; (4) contributions of the Tasmanian District High Schools to their local communities; and (5) a case study of the 1983 Westland Learning Festival held in New Zealand. Findings of these studies are used to discuss how education can lead directly to local economic development, give support to local economies, contribute to local political development, support local society and culture, and form partnerships for the provision of joint resources. (JHZ)
Education and Rural Development

by

Rex Stoessiger

Tasmanian Education Department
1. Initials

The Organisation for Economic Co-operation and Development (OECD), through its Centre for Educational Research and Innovation (CERI) initiated an Education and Local Development (ELD) project in 1979. The project was planned to investigate the role of education in contributing to the development of rural areas. In Australia, the individual State Education Departments were invited to contribute case studies on some aspect of ELD of interest to them. Western Australia, Victoria, New South Wales and Tasmania agreed to take part, with the project co-ordinated by the Commonwealth Department of Education. What follows is a summary of some of the major findings of the Australian ELD projects combined with some information collected from New Zealand rural areas during my visit to that country on an ANZAC Fellowship in 1983.

2. The Projects

The five major studies contributing to this report are:
(1) A case study of the Victoria Country Education Project (CEP), its development and the major issues that have emerged.
(2) The Western Australian ELD project. This was an investigation of the education system policy and practices which would need to be influenced for education to support local development in rural areas.
(3) Case studies of the Disadvantaged Country Areas Program (DCAP) and the School to Work Transition Program in the Riverina region of N.S.W.
(4) An investigation of the contribution of the Tasmanian District High Schools to their local communities.
(5) A case study of the 1983 Westland Learning Festival held at Hokitika on the West Coast of the South Island of New Zealand. Details of this study are given in section 10. References to the other studies are given at the end.

3. How Education Can Lead Directly to Local Economic Development

The Tasmanian ELD study confirmed that teacher salaries are a major economic input in small rural towns. Schools contribute directly if they buy stores and materials locally or use local tradespeople. But centralised purchasing and maintenance systems make such assistance far less significant than it could be. Programmes such as the Victorian CEP, which have ensured that funds are spent locally, are likely to contribute more to local economic development.

The studies revealed several examples of school-based business enterprises. Several school newspapers were supported initially by the DCAP in NSW until they became self-sufficient from advertising revenue. The school-produced paper in Sheffield, in Tasmania, has made a major impact on its local community.
There are several school-community groups in Victoria preparing and marketing curriculum materials.

One teacher said, 'It's great up our way, we have money coming out our ears. Just so long as it isn't in competition with existing businesses. As a result local people feel successful and the money goes back into community and education resources'.

Many rural schools have associated farms which operate as commercial concerns. In some cases these farms have specialised and, for example, become studs.

At Pemberton in Western Australia a school and its students have established a trout hatchery which is becoming a tourist attraction for the local area. This has both educational advantages for the students involved and economic importance for the town.

There may be problems unless school businesses are developed in co-operation with employers and unions so they don't threaten existing businesses or jobs and reduce local economic well-being. In some states it may be illegal for schools to engage in such activities; community groups associated with the school are freer to act.

In Western Australia there is a proposal for a school to cut loose from State curriculum guides and examination systems and tie itself directly to the local economy. This is a school serving an aboriginal population. Currently the best students are sent out of the area to the city, to both their own and the community's dissatisfaction. The proposal is to link the school activities to the economic life of the community. If the adults, and many of the students, are out mustering cattle, then this will be part of the school's activities. In this way the school will directly serve local economic realities, but the cost could be that students will leave school without the certification demanded in white society.

4. How Education Gives Indirect Support to Local Economies

Brown and Maisey (1980) in their study of Ejanding, a small country town in Western Australia, showed how important the school was in preserving a precarious economic balance.

Ejanding is a community of approximately 100 people who live on scattered farms about 200 kilometers east of Perth. Like many other farming communities, consolidation of farms in the district in recent years has resulted in a reduced population. The Ejanding community consists of the families with children attending the Ejanding school. The school is central to the continuance of the community. Education policies have a major impact on the economic life of the community. For example, the letting of a contract for bussing students to the school provides enough supplementary income to the owner of the local general store to enable it to remain open. Furthermore, the school bus route effectively defines the local community, since the comings and goings of people around the school determine who they talk to and where they shop. School bus routes also determine enrolment numbers at the school which are critically close to minimum numbers. Local residents fear that bus policies could result in the school closing. They believe that should the school be closed, their own community would cease to exist.

If something as apparently minor as the school bussing arrangements can control the fate of a rural town then the overall role of education in local development needs to be taken very seriously indeed.

There are many other ways in which schools may have an economic significance beyond the direct one. For example a local carpenter may be kept busy by maintenance work in a school. A teacher's aide or secretarial job may keep a young person in the area who would otherwise move to the city.

School farms often provide work or hire equipment from local farms.

Youth unemployment is a serious problem in rural areas where the range of jobs is particularly limited, especially for females, and where unemployed young people may be isolated by the lack of public transport. Support, in their home environment, may well be essential for the young people themselves as well as contributing to the local economy. For example, in a rural centre the school is likely to be the only body able to sponsor an Educational Program for Unemployed Youth (EPUY) course or a Transition Education course. Such courses employ instructors, result in a small increase in allowances for the unemployed who take them and may improve the local employment prospects of school leavers.

Schools can also assist the employment prospects of girls by encouraging them to consider a wider range of careers than those conventionally followed.

Some schools have even gone into the area of creating jobs for their leavers. At Maryborough, in Victoria, the school and local community have started a business of creating chamois-leather shirts. Jobs have been created and a new local industry is developing.

The education system has the potential to contribute to local economies by teaching skills of value. It might be expected that, in Australia, Technical and Further Education (TAFE) would have an important role in this. All too often TAFE just does not exist in rural areas or it is bound by centrally determined curricula which are not directly relevant to rural areas. This is not so for the TAFE programme centred on Wagga in Western Australia. Here the local co-ordinator runs a myriad of short courses of direct relevance to the local community. For example, the area has a problem with salt accumulation in soils and tree growing is being promoted to reduce the salinity. Recently ninety people attended a seminar on seed collection and tree growing organised by the TAFE co-ordinator. The importance of courses such as these to local economic development may well be out of all proportion to the small amounts of money needed to initiate them.

5. Education and Local Political Development

As in the case of economic development, there seems to be no doubt that education does contribute to local political development, viewed in its widest sense.

The very existence of a school provides a focus for political activity, directed towards its improvement, or retention where that is threatened. Even the absence of a school can be the rallying point for local political activity.

Cascades is a newly developed farming area, north-west of Esperance in Western Australia. In 1972, some four years after the opening up of the area, a public meeting was held to obtain support for the establishment of a primary school.

The question of the school site, and the new townsite that it would be part of, divided the local community into two factions. Education Department officers visited the area and the competing school sites but stalled on the establishment of a school. The disagreement over the school site was the beginning of a six year long conflict.

It was not until 1978 that the issue was resolved, however, once made, the decision tended to bring the community much closer together. The development of a politically aware and active community obviously had its costs to both educational and local development terms.

It is an open question whether the Education Department could have tried to play a more direct role in both foster local political development and minimise the less desirable consequences.
The Tasmanian study of the extension of educational opportunities in District High Schools shows almost no political consequences for the local areas. The New South Wales and Victorian reports of their Country Areas Programmes (CAP) show a deliberate encouragement of local political development by the education systems involved. Whole communities have been regenerated as people have identified local resources and acted together to improve education for their children.

The report of the Victoria project shows many examples of local political development. One fortuitous development was due to the lack of support staff provided to local CEP programmes. The report comments, 'The lack of support may have made the locals angry but it did force them to solve the problems in their own way. This not only improved their confidence but also developed a sense of independence which they have never relinquished.' This is another example of local political development coming through conflict with the central education bureaucracy. It also confirmed a conviction that, 'Mastering the political process is the core curriculum of disadvantage.'

6. How Education Can Support Local Society and Culture

Education, by its very presence in some form or another in a rural area, is an important source of support for local society and culture. Education can be the virtual creator of a local society in an area where the common element in people's lives is their children attending the same school.

The school newspapers mentioned previously are an obvious way in which a school can contribute to its local society. A few schools run community radio stations. School creches are also important supports for local society, and where they are combined with adult classes or 'second chance' education programmes (e.g. New Horizons in Tasmania) they can be even more valuable.

Where school libraries are open to the public or where joint school community libraries have been developed there are obvious benefits to local people. One such community library caravan is moved by local government vehicles.

The school can be the focus for music and drama events in the local community. In N.S.W. the CAP has provided high quality portable stage extensions and sound and lighting equipment for use in local halls. In the Mallee Tracks Area of Victoria a 'needs survey' of the region revealed music was a high priority. A local talented musician was employed to teach, develop and coordinate a music programme. To support him, three part-time enthusiasts, turned up by the survey, were employed to travel around the small schools. Classes are now run for children during the day and for parents at night, using over a thousand musical instruments which the survey revealed in homes, town halls, local band groups and locked in school cupboards.

In the King-Ovens Valley Area in Victoria the CEP Committee found many old people who could remember historical events, folklore and songs of the old times. Children and parents went out and collected songs and stories, wrote plays and comedies and sketches about local events. Their dramatic programme resulted in a yearly 'O K. Show' which enjoys massive local support.

One of the key features of the Victoria programme was to develop the skills and talents of local people so that if the teacher left, as often happens in rural areas, the parents and others would be able to continue the programme and help the incoming teacher to carry on the activities. The Victorian report refers to this approach as the development of 'co-operative competence', and sees it as a key feature in local development.

A Western Australian development is a TAFE programme centred in Wagin, a wheatbelt town with about 1,000 inhabitants, approximately 230 kilometres south-east of Perth. The local community had been pressing for some years for the establishment of a TAFE college but the small local population made this hard to justify. In 1979 an innovative approach was adopted. A TAFE co-ordinator was appointed to determine the demand for training and other technical courses in the area, and to mobilize existing community resources to satisfy local needs. Where the co-ordinator learns of the need for particular courses he seeks out skilled local residents as instructors and uses existing facilities (halls, farm buildings, garages, schools, etc.) as venues. Skilled residents and community facilities are used.

The scheme has been a considerable success. The co-ordinator has organised hundreds of courses, the great majority one or two days long in contrast to the longer courses offered in TAFE colleges. Topics included Introduction to Local Government, Farm Fibre Glass, Bush Fire Control, Practical Piggy, Seed Collecting and Tree Growing, Microwave Cooking, and a whole range of specialised agricultural topics. The scheme has expanded from the towns around Wagin to encompass 30 centres in the surrounding areas. Yet the total budget, including the co-ordinator's salary is only $40,000. On financial grounds alone it is no wonder that the TAFE Division in Western Australia is planning to use the same model in other rural areas.

A similar scheme was the 'Technica.' and Life Long Education Programme conducted in the Western Wimmera Country Education Programme in Victoria.

All four ELD studies indicate that 'the right people' are of paramount importance if education is to contribute to local cultural and social development. This can mean a TAFE co-ordinator who is willing to get out and be told what local people want or a teacher in a school who is sensitive to local culture and willing to take supportive action.

New teachers often with city backgrounds, cannot be automatically expected to fit into local society or be aware of local cultural aspirations. The community is the basis of such knowledge and it should be their responsibility (perhaps even a formal one) to introduce new teachers to their new community.

Rural unemployment is high, particularly among younger women. Yet studies have indicated that they are the most likely to be isolated from local society when they are unemployed. Thus anything that education can do to support the young unemployed is important for rural societies. The provision of EPVU, STEPS and Transition Courses sponsored by the local school, is important. However, these are 'band-aid' activities which help only small numbers of unemployed leavers for small periods of time. A more concerted community based support scheme would have more chance of success. Such a scheme could involve schools and TAFE in providing useful courses along with community job creation and voluntary work projects. There seems to be enormous scope for education to contribute more effectively to local development in this area.

7. Education as a Partner in the Provision of Joint Resources

Many of the examples already given are of joint resources, that is, of resources that are used both by some part of the education system and by the community at large.

An interesting example comes from South Australia. In that state, school councils have been given considerable financial autonomy, including the power to borrow money. As a result, a number of school councils are joining with local government and other community groups to fund joint facilities such as halls and gymnasiaums.
Both the schools and the communities benefit by getting access to a resource that neither could afford from their individual resources. But there are likely to be additional local development consequences. Because the decision making has been devolved to school level, local people are in a position to decide what is best for both school and community. This may well lead to local social and political development as well.

The new technologies are likely to have important consequences for rural areas and, in the form of the micro-computer, are beginning to appear in schools. Videodata, Videotex and a national satellite are likely to revolutionise information provision, particularly in the country. It would seem to be sensible to find ways to share the facilities, particularly where schools could use them during the day and the community after hours. The New South Wales CAP is planning to do just that with the micro-computers being provided for some schools. After hours they will be available for use in introductory computer courses and possibly for local businesses and farmers. Such computers could also act as the terminal for public access Videotex systems when they become more widely available.

Another community resource that can be partly provided by education is people, particularly people working directly for local development The Victorian Country Education Programme shows the way. For several years the Programme has been funding Area Co-ordinators to assist the Programme in particular areas.

Because of the crucial role these people were playing, their retention became a top priority and the search began for ways and means to fund them even if the project funds ceased. This eventually led to attempts to develop a joint funding of a multi-purpose person for rural areas, and this has been achieved in three project areas. In two of them, the joint funding has come from four agencies: The Country Education Project, the Department of Youth, Sport and Recreation, the Community Education Unit from the Education Department and Local Government. The first three agencies have provided the cash, and local government has provided back-up services in the form of office space, advertising, duplicating facilities, and a car and maintenance services. The Councils learned that the CEP Committee structure provided an excellent information network, something they had previously lacked.

8. How Education Can Inhibit Local Development

Providing centralised upper secondary education can denude a community of its most able young people and encourage migration away from rural areas. This is the case in all Tasmanian rural areas as 'matriculation' colleges (Years 11 and 12, Forms 6 and 7) are centralised in the city areas. In addition many young people are unwilling to leave home to continue their education and hence can get only low status work or become unemployed. In 1982 eight small Victorian secondary schools were linked with a telephone conference bridge in an attempt to share teacher expertise between schools and provide wider group interactions by linking small groups of students. Similar experiments are being conducted using short wave radio and computer links.

In the Pongaroe area of the Eastern Wairarapa region of the North Island of New Zealand there is no secondary education within commuting distance. As a result families may be forced to leave the area because of the cost of boarding their children to obtain a secondary education. The whole area suffers both from the loss of skilled workers, the economic cost to the community when families leave and the difficulties of attracting people to an area with no secondary education. If the local primary school could be upgraded to an Area School (kindergarten to Grade 12) the positive implications for the local area would be considerable.

Where an education system demands strict adherence to common organisational or curriculum patterns this stifles the attempts to accommodate or reflect special local needs. The W.A. education system initially had difficulty responding to the special needs of Carnarvon School of the Air with its dispersed classroom where mothers do much of the teaching. For example, when the school was having difficulties broadcasting because of noise problems, a senior departmental officer saw the complaint as an 'emotional plea of the Headmaster... in an attempt to have Carnarvon listed ahead of other centres which had been waiting much longer' (for improved facilities). However, initial difficulties were resolved and parents became satisfied with the resources provided.

Where the education system trains and adopts its staff to suit urban areas and is inflexible in applying its regulations to rural areas, teachers who would prefer rural areas may end up in the cities and teachers who prefer the city end up with country appointments.

The utilization of new technologies especially suited to the information needs of rural areas is likely to be retarded if an inflexible 'all-schools-are-equal' policy is maintained.

Teachers have responsibilities to the education system, to their pupils and to local communities. This may lead to quite acute 'divided loyalties'. Teachers trying to obtain resources or action for the local school or community may come into conflict with their superiors. If teachers see their role to be encouraging students to use their areas to take advantage of city living they may be seen by the local community to be failing to make local community needs central to the curriculum.

Regionalisation in Australian education is the division of a State into a small number of 'regions'. An officer is responsible for certain administrative tasks within the region. At first sight this might be welcomed as part of the administrative devolution mentioned above. However, the suggestion from Victoria and Western Australia is that the region can become another administrative step that separates local people from effective action. The Victorian Report suggests that regionalisation should be a genuine devolution to the region of power over decision making, and that local people should come together to exercise that power, if local development is to result.

9. Unlocking Local Resources

One of the highlights of the ELD project was the revealing of how a small change in perspective can lead to more productive ways of looking at education and the local area. Hence 'development' in rural areas need not be large amounts of outside resources sent in, rather, something local people can do for themselves. Needed are effective and responsive uses of existing resources and small amounts of additional funds which have a catalytic role. The resources for local development are already there and education can play an important role in unlocking them.

The musical instruments turned up in the survey of a Victoria region is one of many examples. On a deficiency model that region was very lacking in musical resources yet a simple survey showed an abundance of resources including skilled local people.

In its fourth year the Victorian Country Education Project was faced with the problem of fostering new programmes when most of their funds were tied up in current grants. Their solution was to develop local self-sufficiency in seeking grants.

The first phase of the strategy was the development of a data bank of alternative funding agencies. Second, key Area personnel and a representative of the funding agency were
brought together for discussion to ensure an understanding of their guidelines which are never apparent in the written word. To capitalise on this, 'model submissions' were developed on the spot. As a result of their efforts funding and support was obtained.

Programmes were encouraged to become self-funding. A theatre group in one area now is self-sufficient through the sale of tickets for their shows. Local talent has been unlocked not only in drama but in staging and promoting theatrical enterprises.

The Victorian Report asks that small grants be given to groups to enable them to look at their economic problems and possible ways of overcoming them. As a result several Project Areas are now considering forming themselves into cooperatives to promote economic activity in their areas and provide more employment for school leavers.

10. A New Zealand Case Study

Westland Learning Festival 1983

In the January school holidays 1983 a Learning Festival was held near Hokitika on the West Coast of the South Island of New Zealand. A Learning Festival is an unusual way of bringing educational opportunities to a rural area. At the same time it encourages city people to visit the region and mix with local people. I attended as an interested observer interested to find out its significance for the West Coast region.

The Local Area

The festival was centred on the Kokatahi Valley and Lake Kaniere, just inland from the town of Hokitika, on the West Coast. This region can be regarded as an isolated one as it is 290 km from Christchurch and 330 km from Nelson via mountain passes which are often closed in bad weather. The major economic activities in the region are forestry, mining, tourism and farming.

Hokitika is towards the centre of the Westland region and is the base of the Community Education Organizer who initiated the festival. This Organizer serves an area of 800 km long with a population of about 24,000 people. There are small primary schools in most local centres and secondary schools in the larger towns. The Community Education Organizer provides the only post-secondary education in their areas and farming.

The Recorder playing and Philosophy of Education topics were professionally active in the field they were teaching. The Recorder playing and Philosophy of Education courses did not go ahead because of a lack of enrolments. All other courses were well attended. Three-day courses cost $45 including all equipment, while most of the one-day special events had a charge of $12.

Who Attended?

There were 160 enrolments for the 9 three-day courses and this number ensured the financial success of the festival. Initially enrolments were slow, (publicity had been delayed). The organisers then made an appeal to the local community using sponsored radio advertisements and talking about the Festival over the air. Several people who attended came because they had heard these radio talks.

Most of the local people commuted to the festival daily. A dozen people were accommodated at Kaniere Lodge and a similar number were camping or in the hall.

Views

Virtually everyone found the festival personally rewarding. Even the tutors made comments like:

- It will really help me when I go back to my painting.
- I really liked (having a mixed group of adults and children) and think I might do it again.
- The days went by so quickly during the painting course, I must have been enjoying myself.
- I have been keen to get here each morning.

Those who attended were also pleased with the standard of teaching:

- The standard of tuition has been spot on.
- ...but she is a good tutor who gets through to you.
As well they had obviously been stimulated to continue their learning after the festival:

From now on I'm going to grab every opportunity to take courses that appeal.

I hope the course leads to some on-going activities

Some of those who stayed at the Lodge found that they got more out of the festival than just the courses that they attended. For example:

Some nights we have been up to midnight exchanging ideas.

It was more than doing a particular craft or discipline, more than an intake of knowledge. It's a total experience.

There was universal agreement that the trouble was worth it as one person put it:

"The hardest part is getting going in a small area like this, after that everyone wants to be in on it."

Children were well catered for at the festival. There was a creche which operated very successfully every day while many of the one-day activities appealed to children. One parent said:

"The fact that the children have been looked after so well has been a big bonus. They have really enjoyed everything."

Suggestions for the Future

In many respects the venues were ideal. The beautiful surroundings, the range of accommodation needs that could be catered for, the different venues for courses, along with the hotel, as a social centre, all combined to make a most memorable festival.

Those interviewed were very happy with the range of courses offered. The organisers felt that they may have offered too many options and that they could be reduced. One organiser felt that 4 days would be better than 3 days for the major courses.

Notes

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All quotations in this item come from the separate reports made by the States who took part. These reports, and the accompanying papers are as follows:

References and Papers Produced by the States for the ELD Project

New South Wales Reports:

N.S.W. Department of Education, Disadvantaged Country Area Program, N.S.W. Education Department (Riverina Region), 1980
N.S.W. Department of Education, Transition from School to Work, N.S.W. Education Department (Riverina Region), April 1980

Tasmanian Report:

Stoessiger, R. Progress Report of the Tasmanian Education and Local Development Project, Education Department of Tasmania, Hobart, August, 1982

Victorian Report:

Edan, K., Edger, D. Case Study of the Victorian Country Education Project, CEP, Melbourne, 1982

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Brown, S.K., and Mansey, J.R. Rural Schools in Their Communities (Studies in Rural Education No. 4), Education Department of Western Australia, Perth, August, 1980
Stoessiger, R. Learning School in Rural Tasmania, Education Department of Tasmania, Hobart, 1980
Stoessiger, R. Rural Females, Newsletter, National Clearing House on Transition from School, Volume 2 (5) 32-35 Australian National University, Canberra, August, 1982

There were some suggestions for including more fun and social activities in the festival. The final day of the festival was devoted entirely to such activities and was a great success with some 500 people participating. Perhaps they could have been mixed in with the earlier parts of the festival.

Contribution to the Local Area

All the local people interviewed agreed that the festival would make an important contribution to the local area. Some of the contributions mentioned included:

- expanding community education in the area and improving its image with local people;
- developing the talents of local people;
- providing new ideas for local Arts or Craft groups;
- attracting tourists to the area;
- creating business for local shops, petrol stations, hotels, etc.;
- opening up educational opportunities for local people, particularly women;
- developing craft skills that may be useful for self-employment;
- putting local people in contact with skilled crafts people, both from their own area and from elsewhere;
- giving local people the opportunity to meet each other and visitors.

As a once only event the festival has obviously been of value. If it becomes an annual event it has the potential to become an important tourist attraction. As well it could put Westland on the educational map and lift its image in cultural circles.

The organiser plan to use profits from the festival for subsidising non-paying Community Education Classes during the year. As a result Westland can expect to have a wider, richer range of courses available and larger numbers of people involved in Community Education.