introduction
If there is one major impression which can be drawn from the history of tertiary education in Australia through a number of extended periods of study since 1970. The observations which follow, partly factual and partly speculative, are offered as a basis for critical discussion within the Australian context.

From the outset it must be recognized that any analogy which may be drawn from North American experience must also recognize certain fundamental differences. The 'culture' which permeates higher education in Canada reflects an emphasis towards decentralization, in contrast to the significant and in important areas, such as management, in the Australian context, in this observer's view these differences are, as stated earlier, more in degree than in substance. Certainly, the decline in demand for teachers occurred somewhat later in Australia, but the pattern is familiar. The mechanism which provides for the expression of community concern with education to a limited clientele. The demographic, economic and political issues noted are respecting Australian tertiary education in much the same way as in Canada. Fundamentally different, however, are the post-secondary educational structures in both countries and those differences have a significant bearing upon how each system is able to cope with change.

The Consequences of Expansion
The current structure and organization of post-secondary education in Australia were developed largely during the unprecedented period of expansion from 1960 to 1970. As in other constituencies the major response to the dramatic increase in demand for education was to open more colleges and universities. Unlike Canada, however, the Australian approach was to establish a large number of new institutions, each designed for a specific purpose. As the demand for teachers accelerated more teachers' colleges were established. A greater number of places in universities was provided through the opening of new universities. A document by the federal government and industry was met by the construction of increased numbers of technical colleges and institutions, and by the establishment of a large network of post-secondary institutions which, in contrast with the more comprehensive systems, were virtually autonomous structures in function both by design and by the legislation which sustained them. There was also very little mobility for students through transfer of academic credit within the system. As the organization evolved the direction was towards even greater isolation of function. In many states the Technical and Further Education Divisions developed as semi-autonomous structures. A series of reports commissioned during the period, culminated in a system of colleges of advanced education which incorporated the evolution of the former teachers' colleges. By 1975, tertiary education in Australia was distributed through a large number of institutions organized through separate and relatively autonomous systems, each functioning within its own distinctive role, providing quality education to a limited clientele.

For a variety of reasons, the Canadian approach was somewhat different. With the exception of Ontario, the provinces permitted only a minimal increase in the number of universities. During the same period the education of teacher training colleges, universities and the provincial teachers' colleges were closed. The non-university sector of tertiary education, which also existed in Canada at this time, was characterized by a high degree of comprehensiveness in structure and function. The colleges were given different names in the various provinces but the format was similar — a multi-level, multi-purpose curriculum and a strong orientation to the local community. Programmes, be they academic, technical, vocational or remedial, were designed to meet the needs of the community's particular constituency. A heavy emphasis was placed upon the recruitment of those individuals who had been denied higher education experience. Remedial courses, counselling, remedial instruction and decentralization services were all features of the new colleges. While many in the various provinces were established, many systems did develop formal transfer policies whereby students could complete the first two years of a baccalaureate degree at their local college and then transfer with full credit into the third year of a university programme.

As conditions began to change in the 1970's and as the factors noted earlier in the paper began to impact upon tertiary institutions, it was evident that significant changes were necessary. The author, while primarily a student of higher education, is also aware of the significant role played by the federal government and industry in affecting tertiary education in Canada are also beset by issues which are familiar to all, be they educational, economic or philosophic, appear to be universal in their nature. As the demand for teachers accelerated, the number of students seeking opportunities which contribute to personal and professional development and enrichment of the quality of life. Finally, the seventies produced a new student clientele which is continuing to have an impact upon post-secondary education. An increasing percentage of students are part-time, mature, and to a large extent, female. Further, a widening emphasis upon adult literacy and numeracy has created new challenges for colleges to develop programs to meet these needs. Different arrangements with regard to course organization and scheduling, designed to accommodate student requirements, have run into difficulties with faculties and staff oriented to more traditional modes of operation.

A further consequence of the challenges which Canadian higher education has had to face during the last decade. While there are differences in the Australian context, the author's view is that these differences are, as stated earlier, more in degree than in substance. Certainly, the decline in demand for teachers occurred somewhat later in Australia, but the pattern is familiar. The mechanism which provides for the expression of community concern with education to a limited clientele. The demographic, economic and political issues noted are respecting Australian tertiary education in much the same way as in Canada. Fundamentally different, however, are the post-secondary educational structures in both countries and those differences have a significant bearing upon how each system is able to cope with change.

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significant changes in their structure must occur. For with the flexible and fluid curricular organization of the Canadian colleges provided a basis for fairly rapid and reasonably efficient adjustment. The new student populations, developed from the needs of society, re-channeled the channels and facilities, developed programs based upon changing societal needs, and, in the next decade, re-initialized the faculty into alternative uses and re-ordered their organizational roles. This is the need to structure certain types of institutions in the face of a decline in their traditional constituencies and the accompanying threat to their organizational viability. The second issue is that of drafting a design for the eighties which will accommodate new student populations, new priorities in budgetary allocation, and new student demands, and it is evident that certain conditions must apply. Initially, they will require a new freedom to establish new courses and programs in response to demonstrated needs. Such programs must be designed for funding purposes, not on the basis of their length or the credential awarded, but on the documentary need for such programs in the wider community. While need will stem from individuals it will also reflect the changing character of technology in industry, economic and social welfare and accommodation to the quality of life in the region the colleges serve.

Alternative ways must be found to redeploy highly qualified faculty when the demand for their particular skills is in decline. Clearly, much of the challenge of diversification will be for members of the faculty to expand their roles and recognize that elements of duplication and competition among the TAFE colleges will begin to erode as CAE's and TAFE roles emerge. The accompanying provision for student mobility among programs will prove more attractive to a broader representation of society. Faculty who teach in the tertiary system encounter working conditions, issues of academic freedom, professional development and responsibilities in governance which define their role quite differently from the secondary schools and colleges. To continue an association with the latter within an industrial model is difficult to defend in the context of a developing tertiary sector. There are many ways of developing contracts which provide desirable legal protection for faculty and at the same time recognize their particular conditions of employment as posts of secondary education.

Finally, it must be recognized that any assumptions that Canadian solutions may be applied successfully to Australian problems must be regarded as naive, at least. The cultural and political differences which exist between the two countries are real and powerful. There is, however, much that can be learned from the Canadian experience in tertiary education in terms of curricular reorganization, structural change, and accommodates new student populations, community orientation, and the re-ordering of funding priorities. Many of these may be incorporated, to a greater or lesser extent, within the Australian system before the critical changes anticipated in the eighties become a reality. It is hoped that the ideas raised in this paper will provide the catalyst for a wide ranging and intensive discussion of an important period in the evolution of tertiary education in Australia.

References

4. Particular insights into this matter may be obtained by reading John D. Dennison, "A Study of Non-Transfer Students from Academic Programs in the Community Colleges of British Columbia," B. C. Research, Vancouver, 1980.