DOCUMENT RESUME

ED 111 749 SO 008 607

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TITLE Recurrent Education. Policy and Development in OECD Member Countries: New Zealand.
INSTITUTION Organisation for Economic Cooperation and Development, Paris (France). Centre for Educational Research and Innovation.
PUB DATE 75
NOTE 43p.; For related documents, see SO 008 488 and ED 099 288
AVAILABLE FROM OECD Publications Center, Suite 1207, 1750 Pennsylvania Avenue, N. W., Washington, D.C. 20006 ($2.50)

EDRS PRICE MF-$0.76 Plus Postage. HC Not Available from EDRS.
DESCRIPTORS Adult Education; Community Education; *Comparative Education; Continuation Education; *Continuous Learning; *Continuous Progress Plan; Developing Nations; *Educational Development; Educational Equality; *Educational Opportunities; Educational Programs; Elementary Secondary Education; Social Problems; Teacher Education
IDENTIFIERS *New Zealand; Recurrent Education

ABSTRACT

One of a series on the state of recurrent education in OECD member countries, this report examines the educational programs of New Zealand in the context of both the educational objectives of the New Zealand government and the Centre for Educational Research and Innovation. Three major headings comprise the focus of the document: the New Zealand experience in attempting to achieve equality of educational opportunity, current policies for recurrent education, and emerging issues. The document begins with an introduction to the New Zealand background. Understanding the educational objectives and programs in New Zealand revolves around their contribution to equality of educational opportunity. Following the introduction, the current policies for recurrent education are examined, including consultative planning, educational planning, educational development, review of secondary and continuing education, community colleges, community education programs, labor market policies, and financial assistance for study and training. The third section of the document examines emerging issues in New Zealand education, including teacher education, the profession of continuing educators, learning materials for adults, the extension function, educational entitlement, and target groups. (Author/JR)

Centre for Educational Research and Innovation (CERI)

RECURRENT EDUCATION

Policy and Development in OECD Member Countries

NEW ZEALAND

by

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ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT
1975

The Organisation for Economic Co-operation and Development (OECD), which was set up under a Convention signed in Paris on 14th December, 1960, provides that the OECD shall promote policies designed:

- *to achieve the highest sustainable economic growth and employment and a rising standard of living in Member countries, while maintaining financial stability, and thus to contribute to the development of the world economy;*
- *to contribute to sound economic expansion in Member as well as non-member countries in the process of economic development;*
- *to contribute to the expansion of world trade on a multilateral, non-discriminatory basis in accordance with international obligations.*

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The Centre for Educational Research and Innovation was created in June 1968 by the Council of the Organisation for Economic Co-operation and Development for an initial period of three years, with the help of grants from the Ford Foundation and the Royal Dutch Shell Group of Companies. In May 1971, the Council decided that the Centre should continue its work for a period of five years as from 1st January, 1972.

The main objectives of the Centre are as follows:

- *to promote and support the development of research activities in education and undertake such research activities where appropriate;*
- *to promote and support pilot experiments with a view to introducing and testing innovations in the educational system;*
- *to promote the development of co-operation between Member countries in the field of educational research and innovation.*

The Centre functions within the Organisation for Economic Co-operation and Development in accordance with the decisions of the Council of the Organisation, under the authority of the Secretary-General. It is supervised by a Governing Board composed of one national expert in its field of competence from each of the countries participating in its programme of work.

This report was prepared
by the Centre for Educational Research and Innovation
as part of its work on Recurrent Education.
It is published under the authority of the Secretary General.

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PREFACE

Recurrent education on which CERI has been carrying out preparatory work over the last few years, has rapidly become one of the most interesting and promising alternatives for the future development of the educational system and its interaction with the world of work.

Through a recent publication called : Recurrent Education : A Strategy for Lifelong Learning (CERI/OECD, 1973), CERI has made explicit the assumptions on which a policy for recurrent education is based and tried to identify its relation to social and labour market policies.

The essence of the concept is that it distributes education over the lifespan of the individual in a recurring way. This means a development away from the present practice of a long interrupted pre-work period of full-time schooling. It also implies the alternation of education with the individual's other activities in life - principally, of course, his work : but his leisure time and even his retirement might also be included. Hence the essential potential outcome of recurrent education would be the individual's liberation from the strict sequence of education-work-leisure-retirement and his freedom to mix and alternate these phases of life within the limit of what is socially possible and to the satisfaction of his own desires and needs.

At this point, CERI has considered it as essential to endeavour to present the actual developments in Member countries concerning recurrent education. As part of this project on recurrent education CERI is now issuing a number of country reports on recurrent education. These reports are intended both to describe existing educational provision which qualifies for classification under the heading of recurrent education, and to attempt an estimation of future developments in this field.

The present report on New Zealand, written by W.L. Renwick at the Department of Education, Wellington, will be followed by other reports from Austria, Belgium, Canada, Denmark, Finland, France, Japan and the Netherlands. Reports are already available for Australia, the Federal Republic of Germany, Norway, Sweden, Yugoslavia, the State of New York and the United Kingdom.

J.R. Gass
Director, Centre for Educational
Research and Innovation.

INTRODUCTION

Much has been written in recent years about what recurrent education should do and be. But there is, as yet, little experience of what it is, what its strengths and weaknesses are, and what it can mean in the lives of men and women. This point is obvious, and I make it only because of the tendency in educational discussion to confuse fact and assumption. Recurrent education is a phrase in search of operational definition. The general idea to which it gives expression is, like most proposals for educational reform, a mixture of disillusion with the present and belief in the possibilities of the future. The disillusion is with existing systems of formal education. The evidence is that they are reinforcing tendencies which are at odds with the social objectives that most governments are seeking to pursue for the betterment of their people. In the words of the CERI report Recurrent Education : A Strategy for Lifelong Learning, "The chief motivation for recurrent education stems from dissatisfaction with the performance of the present educational system and the conviction that its further straightforward expansion will not improve, and might indeed worsen the situation" (p. 33). The belief is that relationships between education and life can be conceived afresh and that individuals in the course of a lifetime can be brought into a new relationship with educational institutions, both formal and informal.

In writing this paper I have been guided by and, indeed, am greatly indebted to the CERI report from which I have quoted. In commenting on New Zealand's experience of recurrent education and on current policies and developments falling under that heading, I have attempted to tie my remarks to what I take to be the main objectives of policies of recurrent education as seen by the authors of that report. These can perhaps be summarised in the following propositions :

- The educational functions of society should be reconsidered in relation to the learning needs of persons throughout their entire lifetime, taking account of their personal and cultural interests and their family and civic responsibilities as well as their changing vocational requirements. Policies should be developed

that will allow people, as of right, to alternate periods of education and training with periods of work and leisure.

- A main objective of policy should be the removal of inequalities of education, not only within but between generations. Much more, however, than changes in educational policy will be needed.
- Educational policies must be reviewed and developed in relation to national policies for social, economic and labour market development.
- Systems of education through their organisation and the distribution of resources should reflect the comprehensive implications of policies of recurrent education. In particular, the contribution of vocational and adult education as well as out-of-school and, indeed, all informal educational agencies should be more adequately recognised when strategies for recurrent education are being devised.
- Far-reaching changes of policy, attitude, and approach are needed in secondary schools, universities and other institutions of higher education with respect to criteria for admission, curricula, certificates and other academic awards.

The final years of secondary education are of crucial importance if young people are to have a realistic appreciation of their abilities and of the ways they can develop them further, positive attitudes to further education and training, and clear ideas of how to go about managing their own further education as adults.

- Guidance systems should be developed that will enable persons at all stages of their lives to be helped to assess their needs and abilities and to make informed decisions in relation to them.
- Ways must be found to provide financial assistance for adults to take time out from employment to undertake further study and training.

Here it would perhaps be as well to comment briefly on words and their meanings. The phrase "recurrent education" I take to cover the same semantic territory as "life-long education", another phrase frequently used in discussions under this general heading. "Life-long education", which the CERI report has broadened to mean "life-long learning", I take to be a statement of a general educational objective. "Recurrent education" I take to be the means by which that general educational objective may be achieved through a comprehensive set of inter-related national policies. The CERI report in its title implies that "recurrent education" is to provide a strategy for life-long learning. There is also another phrase, and I mention it because it is the one in common parlance in New

Zealand: continuing education. "Continuing education" has undergone a rapid enlargement of meaning during the last five years, the time during which international attention has been focused on the issues under discussion. At first it came to be used in preference to "adult education" because it carried the important reminder that there is an age-group which is no longer in formal education, is not yet adult, but is nevertheless in need of "continuing education". It then began to be defined as formal and informal education undertaken by persons who were no longer full-time pupils or students. Under the influence, however, of the phrases "life-long education", "education permanente", and "recurrent education" it has broadened still further, and now embraces all education and training at the post-secondary level. The present Government, in its election manifesto for the 1972 Parliamentary election, presented its educational policies under three broad heads: early childhood education; the school system; and continuing education. The intention was to place the educational activities for which the State accepts some responsibility in the context of opportunities for learning throughout each citizen's entire lifespan. Depending on the context, continuing education as it is now being used in New Zealand, could refer to the objectives of "life-long education" or to the means by which such objectives might be achieved, that is to say to policies for recurrent education.

In this paper I shall speak of recurrent education; and since there is very close agreement between the educational objectives of the New Zealand Government and the objectives of recurrent education as outlined in the CERI report I will concentrate on the policy implications of these objectives in the New Zealand setting. I will develop my remarks under three headings; the New Zealand experience in attempting to achieve equality of educational opportunity; current policies for recurrent education; and emerging issues.

I. THE NEW ZEALAND BACKGROUND

All attempts to interpret the role of education in New Zealand society must give a central place to its contribution to equality of opportunity. What de Tocqueville said about the United States has also been true of New Zealand - "that after all it may be God's will to spread a moderate happiness over all men, instead of heaping a large sum upon a few by allowing only a small minority to approach perfection" (1). In the early years of British colonisation there were attempts to reproduce "a vertical slice of English society" in some of the New Zealand settlements. Wakefield's theory of systematic colonisation provided the ideological underpinning for the establishment of colonies in Wellington, Wanganui, New Plymouth, Nelson, Canterbury, and Otago - that is to say, in all parts of the country except Auckland and the northern part of the North Island, which, it was generally agreed, was colonised in a most unsystematic way. These attempts to implant the Wakefield system failed, not utterly, but in their essential intention of creating societies that would be static and hierarchical. The colonial temper soon proved to be hostile to privilege and deliberate policies of social subordination. Henry Sewell, a gentleman and one of the founding fathers, was shocked by the democratic way of a carpenter who spoke of him as Sewell without the Mister and called his brother carpenter "Mister" Smith. Ditchers, our first social historian observed in 1859, were more esteemed than poets. The received view of New Zealand's social history is one that emphasises the part that political, social, and educational institutions have played in keeping careers open to talent.

In the context of the present discussion, the New Zealand secondary schools and universities are, of course, educational institutions of considerable importance. Of considerable importance, it should be noted, not crucial. In New Zealand, as in most countries, successful schooling is closely related to life-chances and social standing. But the reverse side of that medal has not, in the New Zealand experience, had the social

1) Democracy in America, Vol. 2, p. 402, Alexis de Tocqueville, Vintage Books, New York, 1960.

meaning it appears to have had in many others. New Zealand is not, even now, a society in which academic credentials are an indispensable passport to worldy success. A person whose activities have been formed and tested on the job - in the university of hard-knocks as a colourful New Zealand politician once described it - has plenty of scope for occupational, civic, and social preferment. Indeed it could be said that, outside the established professions with their closed shops, the New Zealand ethos is more kindly disposed to such persons than to others with paper qualifications but little or no attested experience. The fact, for example, that only two locally born New Zealand Prime Ministers have been university graduates, and many have not had a secondary education, is far from being considered by most New Zealanders as something that required explanation or apology, but rather as a confirmation of the openness of the society from which they have emerged.

But to the extent that they influence life-chances, the secondary schools and universities have been shaped in an egalitarian mould. So far as the secondary schools are concerned, the key policy decisions that bear on the current interest in recurrent education were taken thirty-five years ago. It was then decided that separate grammar schools and technical schools should not be built to provide variant forms of secondary schooling in a district, but that both streams should be brought together in a "combined" secondary school. That decision was made when there were only some 70 secondary schools of all kinds in the State system. There are now 230 secondary schools, all of which are comprehensive in the range of studies they provide, and most of them co-educational. Important, too, for its influence on the aims of secondary education since its publication in 1943 was the Report of the Consultative Committee on the Post-Primary Curriculum. That Report provided the arguments and guidelines for the development of studies and activities at the secondary level on the premise that all children in the community would spend at least some time in a secondary school, whose task it must then become to ensure that, as far as possible, they would receive a generous, well balanced education, one that "would aim, firstly, at the full development of the adolescent as a person, and, secondly, at preparing him for an active place in our New Zealand society as worker, neighbour, homemaker, and citizen" (1). Thirty years later, much has still to be done to realise these objectives in the experience of the diversity of students enrolled in secondary schools. The point to note in this discussion, however, is that as a result of these policies, New Zealand has freed itself of one of the barriers to

1) The Post-Primary School Curriculum, p.5, Department of Education, Wellington, 1943.

equality of educational opportunity - the existence, side by side, of different types of secondary school with specialised educational functions, unequal prestige, and very different contributions to the allocation of life chances.

Some of the older established grammar schools had to learn to broaden their educational functions against an academic tradition that went back, in some cases, for eighty years or more. By contrast, the University of New Zealand was from its foundations continually reminded of its social responsibility to foster the democratic intellect. From its small beginnings in 1870 to its dissolution in 1961 (1), the University of New Zealand was a prescribing, examining, and awarding body. Throughout its history there was a continuing and often heated debate between those whose first loyalty was to the educational needs of the community and those for whom it was the more exclusive world of scholarship and higher learning. In these debates the extra-mural voices usually prevailed, with a result that the New Zealand Universities have, throughout their history, been kept open and responsive to the changing requirements of their communities.

At all stages of its history, the University of New Zealand adapted its statutes to the personal circumstances of its students. It was never, for example, a requirement of matriculation that students undertake full-time courses of study, nor even that they be internal students of one of the four university colleges. Enrolment, tuition, and examination fees have always been financially insignificant and, for the most part, paid by the State for all students who have passed University Entrance Examination. As from 1974, enrolment and tuition fees have been abolished; but until that happened, university students were required to outlay less on university fees than on their annual levy to their university students association. Through these policies the university was merely acknowledging the conditions that would make its existence possible. As late as 1939 only 2200 or 41% of a total of 5350 matriculated students were studying full-time. These were in the main in the professional schools of medicine, dentistry, engineering, and architecture. The bulk of the enrolment consisted of student teachers who were concurrently enrolled in a teachers college, teachers, public servants, law clerks, and clerks in banks, accountants' offices, and commercial firms. Since the end of-

1.) The Universities Act, 1961, dissolved the University of New Zealand, with its Senate and six constituent colleges, and replaced it with the University Grants Committee, four universities and two agricultural colleges. One of the agricultural colleges has since become a university, and a sixth university has been established.

the Second World War, the proportion of full-time students has increased steadily. But even today it accounts for only 67% of all students.

Only during the last twenty years, therefore, has the full-time university student begun to emerge as an identifiable social group. Very few of these students will have come from families where one or other parent was a university graduate, and even fewer will have a graduate parent who was also a full-time student. This is another way of saying that university education in New Zealand has not become the exclusive preserve of social or professional minorities. Matriculation is open to anyone who has passed the University Entrance Examination. This is a national qualification, obtained normally after twelve years of schooling. Admission is also open to persons, aged 20 or more, who, though they have not passed University Entrance, can satisfy a university that they have the intellectual and personal qualities needed for successful study. The universities have no tests of admission additional to the possession of University Entrance. Some faculties and departments may have to limit enrolments for lack of staff or teaching accommodation, but no one with University Entrance may be excluded from the university system. This is a salient feature of the New Zealand university system, summed up in the phrase "open-entry".

The question has been hotly debated in New Zealand, as it has in every other country that has had to face up to expanding enrolments and escalating university costs during the last twenty years, whether official policy for the funding and development of universities should continue to rest on the assumption that places should be made available for all who are qualified to matriculate. Each time a Government has contemplated the implications of policies based on the premise of some restriction in university enrolments, it has felt that the dominant mood in the electorate would be averse to anything that cut off opportunities that New Zealanders have long been accustomed to and take for granted. Many, perhaps most, New Zealanders have mixed feelings about universities and the benefits of a university education. But when, as it inevitably does, the argument becomes one of maintaining or limiting educational opportunities, the universities are seen less as enclaves of privilege than as ladders of opportunity for the able and aspiring. It is clearly difficult for the adults of a country that prides itself on being open and socially mobile to feel happy about educational policies that could have the effect of making the future less egalitarian for their children than they believe it to have been for themselves. Policy for the provision of university places continues, therefore, to be related to projected demand for places and not to some narrower criterion of the number of places that can be

supplied during any given period for which plans are being approved. About two-thirds of those who are qualified by examination to matriculate at a university do so by the age of 21.

The New Zealand tradition is thus one in which individuals choose the university, not the other way round. Over the years, individuals and organisations outside the university have built up complex patterns of expectation of the university system. Students applying for admission to courses of training for primary and certain types of secondary teaching expect to be able to undertake concurrent studies at university, being effectively part-time students of the teachers college and the university. It is not uncommon for public and private employers in the university cities, when advertising staff vacancies, to inform potential applicants that they may be given time off with pay to enable them to undertake part-time university study. A wide range of individuals - for example, adults recouping the lost opportunities of their youth, housewives preparing for re-entry to the work-force by completing a degree begun earlier, and retired persons taking up a new interest - expect to be able to enrol or re-enrol at a New Zealand university. Students of all kinds expect, moreover, to be able to shift from one university to another and be awarded credit in the new university for studies completed in the one from which they have come. The organisation of bachelor degree courses in arts, science, commerce, and law also encourages flexibility. These courses, which account for 80% of all first-degree students comprise "credits", "papers", or "units", usually without time limits or fixed sequences for their completion.

These policies have kept the New Zealand universities in touch with persons of all ages from 17 upwards. Studies beyond the Master's level are relatively undeveloped and students who matriculate at the age of 18 and complete a four or five year Master's degree in minimum time would have left the university between the ages of 22 and 24. Yet more than one-fifth of all students are older than 24, as the following table shows :

PERCENTAGE DISTRIBUTION BY AGE OF ALL STUDENTS IN NEW ZEALAND UNIVERSITIES, 1973

(Percentages in parenthesis are the percentage of university students to the age group as a whole)

Age	Males	Females	Total
Under 20	34.0 (5.7)	46.2 (4.6)	38.4 (5.1)
20 - 24	44.9 (8.7)	32.6 (3.7)	40.5 (6.3)
25 - 29	11.4 (2.5)	8.3 (1.0)	10.3 (1.7)
30 - 34	4.3 (1.1)	5.0 (0.7)	4.5 (0.9)
35 - 39	2.2 (0.6)	3.1 (0.5)	2.4 (0.6)
40 and over	3.2 (0.2)	4.8 (0.1)	3.8 (0.2)
Total	100%	100%	100%

External students, almost all of whom are students of the External Department of Massey University, are distributed by age as follows :

PERCENTAGE DISTRIBUTION BY AGE OF EXTERNAL STUDENTS IN NEW ZEALAND UNIVERSITIES, 1973

Age	Males	Females	Total
Under 20	2.8	7.3	5.1
20 - 24	20.5	25.5	23.1
25 - 29	28.0	22.5	25.2
30 - 34	16.9	17.7	17.3
35 - 39	11.0	11.1	11.0
40 and over	20.9	15.9	18.3
Total	100%	100%	100%

Among internal students, men outnumber women by two to one; among external students, men only slightly outnumber women. External students constitute 9% of all students. Students granted provisional admission to a university, i.e. without the University Entrance examination or its equivalent constitute 9% of the student population. Rates of success for this group are on average as good as those of students admitted to the universities

from the Sixth Form with University Entrance. Although students may, if they have been awarded University Entrance, enrol in a New Zealand university after the completion of the Sixth Form year, most of those who plan to study at a university after the completion of their secondary schooling remain at school for a Seventh Form year.

The practice of cross-crediting has also been extended to provide some recognition of qualifications completed with outstanding merit in technical institutes and teachers colleges. About 5% of those who complete a New Zealand Certificate, the award for trained technicians, are later admitted to related university courses. The rules differ with subjects and the organisation of degrees, but the first year of a three year science degree and the first two years of a four year engineering degree are usually credited to the student on the basis of his previous study. All universities admit teachers college students as part-time students. Some teachers college students, though qualified to matriculate, do not study at a university during their course of training. Two universities give credit to the extent of two of the nine units for a bachelor of arts degree to teachers college students who complete their course with outstanding merit and who later enrol for university study.

The ease with which persons may become students of New Zealand universities, resume study after a break, and transfer without penalty from one university to another, has had a strong indirect influence on the development of adult educational agencies, the Workers' Education Association in particular. The WEA was established in New Zealand in 1915 for the purpose of improving the education of members of the working class. Its inspiration was the WEA, which had been established in England in 1903 and its initial plans were derived from that source. But the WEA in New Zealand never found itself, as the parent body did, with an unsatisfied demand for advanced study from working men who could not meet the academic and financial requirements of enrolment at a university. Nothing on the lines of Ruskin College and similar colleges for full-time, advanced study developed in New Zealand. The WEA has acted instead as a provider of short courses, largely on subjects of topical interest. It is doubtful if it has ever in New Zealand had the character of a working class movement.

The developments I have outlined in secondary and university education have been greatly assisted by the state of the labour market in New Zealand. Since the disastrous economic depression of the early-thirties, the New Zealand economy has developed in conditions of full and often of over-full employment. There have been two brief periods when the number of registered unemployed was high by New Zealand standards. These were in 1967-1968 and 1972. In 1967, registered unemployment reached 0.8% of

the working population for a brief time. Those periods apart, the economy has consistently created a demand for more positions than there are persons to fill them. Throughout the last thirty to forty years, moreover, New Zealand has retained one of the most egalitarian distributions of incomes among developed countries. Shortages of skilled persons have not resulted in significant shifts in the net earnings of skilled compared with unskilled persons. Two of the classic spurs to the attainment of recognised vocational credentials have thus either been missing, or have been somewhat muted in New Zealand - the fear of unemployment, and the incentive of higher rewards resulting from the possession of professional and vocational qualifications. It would not be possible in this paper to explore the implications of the state of the employment market for educational and training programmes. Three points should, however, be noted. First, the continued existence of a buoyant labour market provided an essential but little noticed condition for the successful development during the last thirty years of the multilateral secondary schools already referred to. If the prevailing state had been one of unemployment it is highly likely that the technical high school option would have claimed greater public support, with the probability that some form of binary system of secondary education would have persisted, perhaps even to the present time. The recent move in a significant number of secondary schools to explore forms of organisation other than classes streamed by ability and courses based on vocational options would for the same reason have been delayed and might not yet have appeared. Second, the demand for courses of vocational education and training has come less from employee organisations seeking a hedge against unemployment in the form of a credential than it has from planners and administrators seeking to raise the productivity of the national work-force. Third, the problems of the re-employment of workers made redundant through technological change have been lessened. In conditions of over-employment, most workers find their way into alternative employment without recourse to some form of retraining aimed at making them attractive to their next potential employer. The general effect has been to subdue somewhat the pressures which, for other reasons, are adding to the demand for credentials that mark individuals out as the possessors of specialised vocational skills.

There has, of course, been much discussion, and many developments in national policies for education and training. These have usually stressed the role that education has to play in economic development. Little attention has had to be given to the contribution of education to the removal of unemployment. The trade union movement, for instance, has so far devoted little effort to the establishment of the right of workers to paid educational leave, nor has it been particularly active either in

developing its own schemes for the further education of its members or in working with other agencies to that end. The men on the shop floor do not seem to be activated by any burning sense of educational inequality. With women, however, it is a different matter, as it is also with members of the Maori minority in the New Zealand community. But it is not to the organised trade union movement that these groups have looked for leadership in advancing their courses for educational, social and economic equality. Their problems are presented not as a consequence of unemployment but as a challenge to the New Zealand social conscience that women and Maoris should be unequally distributed on the usual scales of educational achievement and socio-economic status.

Even without the spur of redundancies and unemployment, however, there have been marked developments during the last quarter of a century in vocational education at the post-secondary level. The reasons can be quickly stated. The population has increased by 80% during the last thirty years. The age group generating the greatest demand for vocational education and training - that ages 15-24 - has doubled since 1945. The movement of people from the country to the towns and cities has quickened. 67% of New Zealanders now live in twenty-four urban centres and 82% live in towns with populations of over 1000. With changes in the economy, the percentage of the work force in the primary, secondary and tertiary sectors has changed significantly as the following table shows :

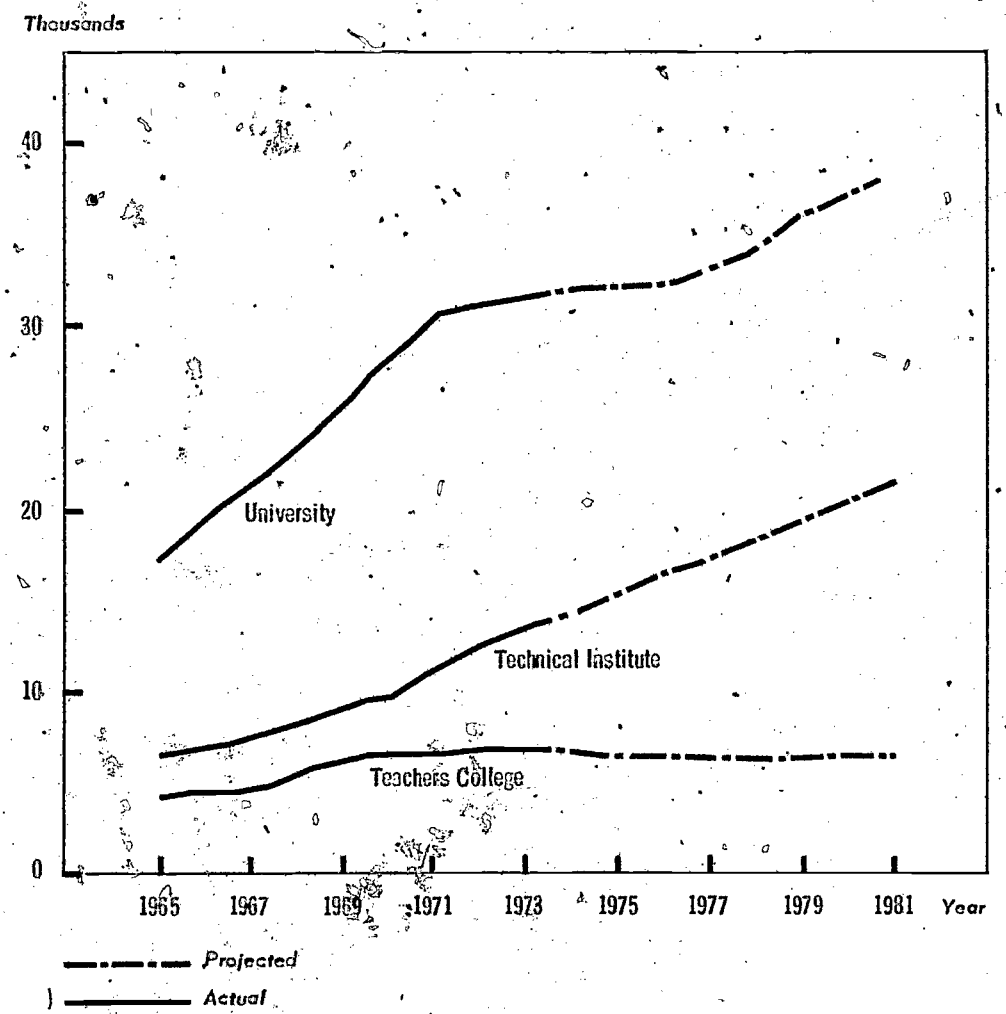
Year	Primary	Secondary (1)	Tertiary (1)
1946	23.9	31.6	44.0
1956	17.1	34.9	47.6
1966	13.7	37.2	48.4
1971	12.0	34.7	52.1

1) A change in the definitions of "secondary" and "tertiary" for the 1971 census does not permit the 1971 figures to be compared precisely with those of previous years.

New Zealand, in common with all other countries, has had to come to terms with technological innovation, with all that that signifies for the training and re-training of the work-force. The result has been the establishment and development at the post-secondary level of a wide range of courses of education and training whose common feature is vocational

knowledge and skill of a particular kind. Whereas, a generation ago, technical education used to be thought of as a distinctive form of secondary schooling, and was largely synonimous with pre-vocational trade training, it is now clearly established at the tertiary level and covers a broad spectrum from operatives to management executives. Eleven technical institutes have been established since 1960 ; two more are being built, and a new type of institution, the community college, is being developed to provide post-secondary education and training in provincial centres of population. The first community college will open in 1975, and, on present projections, five more could be open by the end of the decade. An indication of recent and forecast growth of technical institutes in comparison with university and teachers colleges is given in the following graph :

ACTUAL AND PROJECTED ENROLMENTS
(Equivalent full-time students)



The technical institutes have been developed as a national system. For most trade, technician, and professional occupations, the recognised qualification is conferred by a national examining or awarding body. A basic aim of policy is to ensure that all students seeking a particular course of training can enrol for it in some form. The small size of the total population and its scattered distribution have made this a difficult aim to achieve. Much use has been made of correspondence education, and the Technical Correspondence Institute, which has done much valuable pioneering work in this field, has the largest roll of any educational institution in New Zealand. There are no difficulties over students transferring from one part of the country to another, nor from being a student of a "live" technical institute to being a student of the Technical Correspondence Institute, or vice versa. I have already mentioned the arrangements for students who have completed technician qualifications in the technical institute system to transfer to universities and receive some credit for their qualifications. Again, the point needs to be emphasised that technical institutes have been able to discover their mission and develop their own character freed from the distorting effects that can arise when it is necessary for such institutions to provide courses for students who are otherwise qualified for admission to a university and have the same career aspirations as university students but for whom there is no place in the university system.

Until the last few years the main concern of the Government and of public discussion has been with the development of a national system of educational and training opportunities at the post-secondary level. The pre-occupation of the sixties was the expansion of places and the diversification of courses. Inevitably that meant, too, a pre-occupation with developments in the six main centres of population. These centres ended the decade with a complete range of institutions of post-secondary education - a university, a teachers college, and a technical institute. The seventies, by comparison, bids fair to be the decade of the smaller urban centres. The present Government, elected to office in 1972, places great importance on policies of regional development, and the community colleges already mentioned are intended to be institutions of central importance in the working out of those policies. In another respect, too, the seventies have a different feel about them from the sixties. The over-riding emphasis during the sixties was to tool the country up for economic growth and a steady upward tendency in the national GNP. These aspirations no longer dominate public attention. In this, the New Zealand public is reflecting a mood that is found in most developed countries of the world. The concern now is with the quality of life, with regional concerns rather than national targets, with the conservation of resources rather than

their planned exploitation, with the special problems of particular groups in the community, rather than with national plans which have somehow come to be seen as being technocratic and impersonal. Thus, there is much public concern with ways of improving the quality of life in parts of the country that are suffering a steady loss of population, with the educational, social and welfare needs of Maoris who have migrated in large numbers from the country to the cities and of the Pacific Islanders who are migrating to New Zealand in large numbers, with housebound wives, and with women generally. There is suspicion of policies that rely on the institutionalisation and professionalisation of solutions. There is a strong preference for solutions that will be flexible, informal, related to the aspirations of local communities, and dependent, therefore, on an enlargement of the perceptions, understandings, and skill of people dealing with the realities of situations they have identified for themselves. It is a scenario which, if it is to become actuality, needs the development not only of policies for, but expectations of, education as recurrent education.

This is the context in which to mention the special problems of women and Maoris. Both have attracted a great deal of public concern during the last 15 years, the implications for education are by now widely appreciated, and various policies are beginning to bear fruit. For neither group is the problem one of denial of opportunity: the facilities of the education system are as open to girls and women as they are to men, as open to Maori as to pakeha New Zealanders. With girls and women the problems are more deeply rooted in attitudes and expectations and their associated aspirations. With Maories there are often additional problems arising from migration to towns and cities, housing problems, low income, and lack of self-confidence in the ways of pakeha society. The general picture is thus similar to the one presented by women and ethnic minorities in other industrialised countries.

The educational careers of girls are in statistical terms similar to those of boys up to the Fifth Form, that is, until the end of the eleventh year of the school system, when students are 16 years old. Girls and boys stay at school in comparable proportions. As a result of continuous public discussion, not to say propagandising, the subjects studied by girls widened considerably during the late sixties. The Fifth Form courses of boys and girls are very similar, except that more girls take languages. The main gains, so far as the education of women is concerned, have been in the increased number of girls studying full mathematics (rather than core mathematics) and science subjects. By 1970 mathematics and general science had displaced history and French among the five most popular subjects taken by girls in the School Certificate Examination. More girls

than boys pass the Fifth Form School Certificate Examination, long regarded as one of the educational rites of passage in New Zealand. It is in the Sixth Form that differences between the sexes begin to appear. Girls begin to show a tendency to choose their subjects on the basis of interest, boys in relation to possible career choices. A recent study links those differences to the perceptions that boys and girls have of their future role as adults. (1) Even so, girls are studying mathematics and science in greater numbers in Sixth and Seventh Forms. By 1970 mathematics had become the fifth most popular subject presented by girls for University Entrance and for Seventh Form examinations. The swing to science and mathematics was a legacy of sputnik; but the beneficiary will be the social sciences, which increasingly require a background and a degree of confidence in mathematics for successful study.

At the tertiary level, young women still show strong preferences for arts and language subjects at university, and for courses in teaching, the health sciences, librarianship, journalism, and public relations. But at that level, as at secondary school, there are steady trends towards a wider spectrum of studies and occupational choices, particularly those that require students to commit themselves to a longer period of study before completing a qualification. The proportion of women graduating in medicine, dentistry and commerce is increasing. The proportion of women completing post-graduate degrees rose from 15% in 1965 to 21% in 1970. Girls are also enrolling at technical institutes in increasing numbers. The number of girls undertaking technician courses increased four times as fast as the number of boys between 1962 and 1970.

Adult women are also making increasing use of their right to study at the universities, either as an internal or an external student, or as a student of the Correspondence School. The New Zealand education system makes very adequate provision for all members of the community who wish, as part of their own continuing education, to study for a degree or prepare for one of the recognised professions. The areas of concern now lie elsewhere, with women who left school early, without recognised qualifications, whose initial experience of the world of work was in a job requiring little if any training, whose families may now be off their hands, who may have no clear idea of what they would be good at in the work force, and who may well be diffident at venturing into a new unknown. And behind the situation of such women there is the larger social issue of the roles of men and women with all the institutional and attitudinal changes that that

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1) Bunce, Jenny: Differences in subject choices of Boys and Girls in New Zealand Secondary Schools. University of Otago, 1970.

implies. The larger issues are very much a matter for debate and the reconsideration of many things earlier taken for granted. My impression is that the formal education system has either put, or is putting, its house in order. It is with the adult phases of recurrent education and with institutions that have traditionally been outside the range of the formal education system that the main tasks lie - with education for parenthood and parent education, with public affairs programmes of radio and television, with the attitudes of employers and male employees, with the socialisation of boys and girls in their families, and with training and retraining programmes in industry. The problem posed by the education of girls and women and the role of women in society are an analogue of the problems faced by a comprehensive policy of recurrent education.

What I have said about women applies in principle also to Maoris, and to the Pacific Islanders who have migrated to New Zealand. At the heart of the problems faced by the Maori minority (10% of the population) are the related issues of cultural identity and cultural respect. Again, constructive educational policies have to shape the understanding and influence the attitudes and aspirations of New Zealanders, Maori and pakeha, in a wide range of settings and, potentially at least, at all stages of their lives.

II. CURRENT POLICIES FOR RECURRENT EDUCATION

In this section, I shall comment on policies and developments in recurrent education in New Zealand which bear on the eight propositions I outlined in the Introduction. I begin with the fundamental issue of finding ways of planning national services for recurrent education so that educational policies are co-ordinated with national policies for social, economic and labour market development.

1. CONSULTATIVE PLANNING

New Zealand is in many respects a small national parish. Most developments in national life require initiatives from the central Government which, since it is the main source of public finance, has long been the dominant political institution. Within the country there are abiding loyalties to particular provinces, cities and districts, to religious and ethnic allegiances, and to a wide range of social, recreational, cultural, occupational and economic interests. But the main focus of public discussion and political action, whether issues are of national, local, or sectional interest, is at the national level. The country is small enough for newspapers in their reporting and radio and television in their news and public affairs programmes to place local events and problems in a national context: public opinion at the national level is frequently fanned by flames of very local origin. New Zealanders, moreover, are well organised for political action. There is a vast array of voluntary organisations whose aim it is to advance some cause or interest; and, most of these organisations are well versed in the techniques of public education, of advocacy, and, where they deem it necessary, of lobbying and the application of political pressure. Some of the educational interest groups are among the best organised and most influential voluntary organisations in the country.

Discussions on educational policy thus take place in a context that is national in two important senses: the issues are argued in the arena of national public opinion; and the policy decisions to which these

arguments are directed will also be made at the national level and will be a charge against national finances and resources. In such a situation, a main responsibility of Ministers of Education and their departmental advisers is the formation of an informed public opinion on the various issues that arise and for which educational solutions are necessary. In the New Zealand experience, the classic device for the consultation of opinion, the sifting of evidence, the clarification of issues, and the proferring of advice has been the commission or committee of inquiry. Most developments or improvements of any consequence in the system of public education have been preceded by a committee of inquiry and a close public scrutiny of its report and recommendation.

Regular use is still made of committees of inquiry in the planning of new policies in education. But they have yielded pride of place to other, more comprehensive, consultative procedures. There are three main reasons for this change of emphasis. In the first place, the issues to be studied are, for the most part, not of the type that can be examined in isolation from other features of the system of public education. It is not now so much a matter of adding new policy initiatives to an existing framework of policies and administrative solutions whose assumptions can be taken for granted. The pressing issues are calling for a reconsideration of education as a function of society. It is necessary, therefore, as a first step, to conceptualise once again the relationship between education and life before becoming committed to policies on particular issues. In the second place, similar problems have arisen in other sectors of public life. It is now a commonplace that most issues of any consequence have an important educational component. There is a strong body of opinion in the country that education is too important to be left to the educationalists and the interest groups whose main concern is with the formal education system. Education is increasingly being looked upon as a vital community service, and new structures and procedures for planning are being developed that will enable the education system to respond to these wider expectations. The third reason arises from changes in the Government's perception of its own role and responsibilities in the planning of the nation's resources for its future development. In 1968, the Government convened a National Development Conference for the purpose of engaging leading New Zealanders from all walks of life in the task of clarifying national objectives for economic, social and cultural development. A main recommendation of that Conference was for the establishment of a National Development Council with a number of subordinate "sectoral" and "intersectoral" councils, one of which was to be an advisory council on educational planning. This consultative machinery has been in operation for five years. Following the change of Government in 1972, it was extensively

reviewed and has recently been streamlined. But the essential purposes of consultative planning have been firmly endorsed. These are: that there should be continuing dialogue between Government and people on significant issues of public life; that the machinery for consultative planning should harness the experience and skills of people in the public and private sectors; that the "inter-sectoral" aspects of planning and policy-making should be fully attended to; and that the over-riding objective of consultative planning is that the country's total resources must be put to their best use in the interests of a better life for all New Zealanders. Consultative planning is essentially an exercise in public education. In that respect, the New Zealand experience during the last five years is encouraging.

2. EDUCATIONAL PLANNING

Within these arrangements for consultative planning, the Advisory Council on Educational Planning has the responsibility of advising the Minister of Education on educational development within the education sector. The Advisory Council comprises official and non-official members under the chairmanship of an independent chairman. It is the forum where the three most influential officials in the public system of education, in association with a senior official of the Treasury and nine persons chosen for their personal standing, consider how best the resources of the education system might be applied and developed in the service of new objectives of policy. The three officials are the Director-General of Education, the Chairman of the University Grants Committee and the Chairman of the Vocational Training Council. Between them they cover virtually the whole field of education. As a sector council of the National Development Council, moreover, the Advisory Council on Educational Planning has the task of co-ordinating its activities with those of other sector councils. Those with which it has the closest community of interest are the Social Council, the Cultural Council, the Agricultural Production Council, the Manufacturing Development Council, and the Forestry Development Council.

I have detailed the machinery for consultative planning because one of its clear objectives, considered as a whole and for the educational sector is to develop planning strategies that will be closely co-ordinated and based on a continuing scrutiny of the country's changing social, cultural and economic needs.

3. EDUCATIONAL DEVELOPMENT CONFERENCE

One of the first fruits of this new approach to planning is the Educational Development Conference. This is now in its closing stages. It has been concerned to promote a national stock-taking of education and to provide a forum for public discussion of new directions and new responsibilities for education as a public function. It has been based primarily on the use of working parties which have received submissions and whose reports and recommendations have been used as a basis for widespread public discussion in seminars, study groups and meetings held throughout the country. The enterprise has been organised by the Advisory Council on Educational Planning, which is now writing a report and making recommendations to the Minister of Education on the basis of the reports of the three working parties, the reactions to those reports, and the comments and recommendations that have been sent to it from national organisations, community groups, ad hoc study groups, and individuals from all walks of life and parts of New Zealand.

One finding, of the greatest importance for the theme of this paper, is that there is very considerable support in the New Zealand community for a greater emphasis to be placed on community education programmes, "second chance" programmes, and the provision of self-tutoring materials devised specifically for adults. The report of the working party on "Improving Learning and Teaching" (1) begins with a discussion of continuing education and its implications for the formal educational system up to the point when people cease being full-time students but are members of what the report would expect increasingly to be a learning community. The report draws heavily on the earlier, influential report on lifelong education of a committee set up by the New Zealand National Commission for UNESCO (2). In the paragraphs that follow I shall touch briefly on developments in the system that are in tune with the policy objectives for continuing education recommended in these reports.

4. REVIEW OF SECONDARY EDUCATION

It is becoming widely recognised in educational discussions in New Zealand that the latter years of secondary education are of critical

1) Improving Learning and Teaching, Report of the Educational Development Conference Working Party on Improving Learning and Teaching, Government Printer, Wellington, 1974.

2) Lifelong Education, New Zealand National Commission for UNESCO, Wellington, 1972.

importance to policies that seek to give meaning to recurrent education in the lives of men and women. Despite the best intentions of educationists and teachers, the academic, meritocratic traditions of our secondary schools still prevail. A concerted effort is, however, now being made to help the principals and staffs of secondary schools, their students and parents, and the communities they serve to re-think the educational mission of the secondary school. The review is necessarily comprehensive in scope. For our purposes, six nodal points of change and development should be mentioned.

The first, is the limiting influence of public examinations. In the New Zealand system the important national public examinations come at the end of the Fifth Form, after eleven years of schooling, and at the end of the Sixth Form, after twelve years of schooling. Success in these examinations opens the way to further education and to white collar and professional occupations. About 85% of each group stays on at school until the Fifth Form year (1) and 45% pass in three or more School Certificate Examination subjects. 35% of each age group complete the Sixth Form year and 25% are accredited for University Entrance or gain it by examination. These examinations have come under serious professional and public criticism. Their critics points to the crippling effect they have on studies, activities, and methods of teaching other than those known to be successful in producing good examination results. They stress that the shadow of the School Certificate darkens the work in Third and Fourth Forms as well as Fifth Forms; that many students are prepared for the examination whose studies should be of quite a different character; and that the total effect on large numbers of students is that they leave school with a sense of failure because they have performed badly in or have not been considered able enough to sit School Certificate. The additional argument is levelled against University Entrance that its content and prestige still symbolise a time that is rapidly passing, a time when the university was the only institution of post-secondary education that qualified school leavers might wish to enter.

A great deal of effort is being directed to the finding of ways by which the dominance of these examinations might be reduced. It is likely that the School Certificate Examination will be progressively dismantled and phased out during the next few years. At the Sixth Form level, it is the policy of the Department of Education and of the University Entrance to the more broadly based Sixth Form Certificate. When that happens, the

1) Children are required by law to be at school until their 15th birthday which, for most, would fall during their Fourth Form or early in their Fifth Form year.

universities will allow students to matriculate on the basis of the assessment their school has made of their overall performance in the Sixth Form. The main aims of these reforms are to reduce the emphasis on academic achievement; give a higher place to non-examinable studies and activities, including work-experience and community service; devote more attention to the educational needs of the vast majority of each age group who are not academic in their orientation; remove the expectation of failure that many students cannot now avoid and replace it with approaches to education that will build on what each student has and help him to develop positive attitudes to learning as an activity that should occupy him for a lifetime. A good deal of attention is now being given to forms of reporting that will assess students' competence in relation to this much broader set of educational objectives.

The second point is accordingly a review of the studies and activities that all students should experience while at secondary school. The third is concerned with forms of school organisation. Two trends have become noticeable. There has been a marked tendency for schools to do away with forms of organisations based on prevocational options. This is in part a response to the increased opportunities that have opened up for vocational education and training at the post-secondary level with the development of technical institutes. There is also a tendency for schools to do away with "streamed" classes, that is, class groupings based on some assessment of academic achievement or promise. These tendencies reflect the same convictions about education that are causing the emphasis to be taken off the public examinations. It is held that in their objectives, curricula and organisation, secondary schools should be less of an academic sorting machine and more of a community where students can experience a broader conception of living and learning. These tendencies are most marked in schools which have large ethnic - mainly Maori and Pacific Island Polynesian - minorities, which have asked themselves what the experience of schooling means to students who find themselves always at the bottom of the academic heap, and which have decided to explore other forms of school organisation.

The fourth point is the idea of the school as a focal point for its community, a place which parents and other citizens will want to use for their own educational, social, cultural and recreational purposes. Most New Zealand secondary schools conduct evening classes for those who have left school. But the present impulse is to open the schools up during the day and to admit adults to classes with teenagers. A small number of schools are experimenting along these lines. It calls in question one of the assumptions which has been taken for granted for generations in the

organisation of public education, namely, that the best education results will be achieved if students are all of the same age or stage of maturity. There are interesting signs that, for some of the learning experiences that may be of the greatest significance in attuning young people to the importance of recurrent education, teaching groups that include people of different ages from teenagers upwards have a great deal to offer. Schools for example, which are teaching adults and senior secondary students in the same group have been impressed by the extent to which the adults, by the very fact that they are valuing particular studies and qualifications sufficiently highly to return to school, are helping teenagers to make the difficult connection between what they are studying at school and the meaning it could have for them later in the adult world.

The fifth point arises from another development that is at variance with traditional practice - the sharp distinction which used to be made between "live" teaching and teaching by correspondence. People in all parts of the education system are now discovering that a mixture of personal contact with a teacher or tutor and materials for individual study can add up to a very effective teaching technology. The implications for the schools are two-fold: for the individualising of teaching for their secondary school students; and for their adult students, whether they are day-time or evening students whose personal circumstances are such that private study under guidance and with carefully designed instructional materials is the real answer to their needs.

Through the Correspondence School of the Department of Education, the Technical Correspondence Institute and extra-mural studies provided by Massey University, the country has a complete coverage of the levels for which materials are prepared for teaching at a distance. Ways are now being explored of linking these national institutions to local schools and, from next year, with community colleges so that courses can be designed on the assumption that teachers and students at the local level can incorporate materials and other services that have been developed nationally for teaching at a distance. The final point is that of the reasons that have led to the development of new policies for the guidance of secondary school students, one of the most important is to ensure that every student is fully informed of educational and vocational possibilities and of the choices and decisions they would need to make to relate their present educational interests and activities to their future hopes and expectations.

5. CONTINUING EDUCATION

I have already made four points about continuing education. First, that in the New Zealand context, it is the phrase in common parlance in discussion that, for the purposes of this paper, fall under the heading of recurrent education. Second, that the further education of people who have completed their formal requirement for schooling is increasingly being reorganised as a matter of fundamental importance, one requiring a new way of looking at the relationship of education to the interests, needs, and circumstances of people at different stages of their life. Third, that the review of secondary education now under way sees it as a main task of the school system to help each student to develop skills, knowledge and attitudes that will make him want to go on learning after he has left school, know how to go about doing it, and know where to go for advice and guidance. And fourth, that the institutions of the formal educational system are developing an "extension" or "outreach" function which is requiring them to re-think their relationships to the wider communities of which they are a part.

Three further comments need to be made under this heading. The first is conceptual, the second organisational, and the third institutional. I have already made the point that, in the New Zealand context, 'continuing education has superseded adult education as the descriptive term for educational activities undertaken by persons after they have completed their initial encounter with the formal education system. The phrase is comprehensive in another sense as well. It breaks down the long-standing distinction between vocational and non-vocational studies. That distinction has been enshrined in the thinking and practice of the education of adults for more than seventy years. Vocational studies were associated with courses leading to recognised academic, professional, technician and trade qualifications. They were classified under the heading of technical and continuation education. Tuition was free. Non-vocational courses were equated with hobbies and recreational pursuits. For a period in recent years, as an economy measure, tuition fees were charged.

The present Government has introduced a number of policies intended to breathe new life into studies of a non-vocational character. One of its first actions on becoming the Government was to rescind the decision of the previous administration to require users of non-vocational courses to contribute towards the costs of tuition. This decision has, among other things, allowed the more fundamental question to be asked whether the distinction between vocational and non-vocational studies at the adult level is worth maintaining. The consensus of informed opinion is that it is not. The Education Act has this year (1974) been amended to include

"continuing education" as the generic function of educational institutions for those who have completed their initial period of formal education. The earlier terms - technical education, vocational education and continuation education - are to be repealed. Provision is also being made to enable primary schools, secondary schools, technical institutes and community colleges, not only to provide courses of continuing education but "related advisory and guidance services". This is being done in recognition of the "extension" and "outreach" functions that are seen to be essential to the effective development of community education programmes.

The second comment is organisational. As part of the discussion of the meaning of continuing education, the question has been raised whether the Vocational Training Council whose responsibility is for the development of courses of industrial training, and the National Council for Adult Education, whose responsibility has traditionally been to make recommendations for the development of non-vocational courses for adults, should be merged into a single national statutory body. On the conceptual grounds outlined above, there is a strong case for merging them. On practical grounds, however, there are stronger arguments for allowing them each to pursue their separate but related responsibilities. The Vocational Training Council, established in 1968, is just emerging from its early formative period. It has made a significant impact on the thinking of employers and employees and, through its associated industry training boards, is identifying a wide range of training needs in industry and prescribing the types of courses that need to be mounted to meet these needs. It is not considered wise to deflect the Council from this task at this stage. The circumstances of the National Council on Adult Education are very different. That Council is facing up to the task of re-thinking its own role and that of educational institutions generally in relation to the broader conception of continuing education. Much of the re-thinking that is taking place has indeed been sparked off by the National Council. To merge it at this stage with the Vocational Training Council would run the risk of having its less tangible concerns subordinated to the consideration of the imperative and very evident training needs of industry. The present view is to link the two Councils administratively and provide them with joint research services rather than roll them into one.

At the national level the role of the Department of Education is clearly important. The Department has recently appointed an Officer for Continuing Education who will have wide responsibilities for the development of policy, the co-ordination of effort in the public education system, the introduction of training schemes for the wide range of persons engaged as tutors, staff trainers and recreational leaders in continuing education in some form, and the development and provision of supporting

materials. The Department has a number of pilot projects in progress as a prelude to a larger commitment of resources in continuing education.

These initiatives at the national level are all to the good and have been welcomed by the advocates of continuing education, many of whom believe that they had dwelt in the wilderness quite long enough. The next set of problems do not require national but district or regional solutions. I said earlier that in the provision of educational services it was the provincial centres - the secondary cities serving areas with from 50,000 to 100,000 people - whose interests now need to be looked to. Until the present time the organisation of educational services at the post-secondary level has for the most part been concentrated on the six university centres. But the present Government is committed to policies of regional development and attaches great importance to the development of educational services in regional centres for both social and economic reasons. The third comment is accordingly institutional, and refers to the development of community colleges in the provincial centres.

6. COMMUNITY COLLEGES (1)

In February 1975, the first New Zealand Community College will open at Taradale in Hawkes Bay. It will provide courses of post-secondary education and related advisory and guidance services. Numerically, the bulk of these courses, at least to begin with, will be related to the trade, technician, and professional requirements of the region. No less important in terms of the mission of the college, however, will be its community education programme. The establishment of the college has been preceded by a detailed study of the educational needs of the region and of the existing network of voluntary and professional services. (2) The intention is that the college will support and strengthen existing initiatives rather than supplant them. Its staff will bring specialist skills and experience which, it is hoped, will be readily available to individuals and community groups and organisations. It is expected that much of their work will be advisory and undertaken off-campus. The college will develop refresher courses, weekend seminars, and in-service training courses for teachers and other profession groups in the region. It will

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1) For a map of New Zealand showing the areas served by the full range of post-secondary institutions and by community colleges, see page 43.

2) A Hawkes Bay Community College: A Feasibility Study, Department of Education, Wellington, 1973.

co-operate with Massey University by providing house room for study circles for extra-mural students. It will develop, in co-operation with its neighbouring secondary schools, courses for Sixth and Seventh Form students in subjects such as economics, sociology, and psychology, which may not be included in the teaching specialisms of their staffs. It will provide courses of "second chance" education. It will have a particular responsibility for the educational advancement of the Maori people in the Hawkes Bay.

The community college is thus intended to become the focal point of a network of educational services for its region. Its mission will be as much extra-mural as intra-mural. It will seek to develop co-operative relationships with other educational institutions in its region, with Massey University within whose district it is located, with the local broadcasting authority, and with the national bodies that specialise in the development of materials for teaching at a distance - the Correspondence School, the Technical Correspondence Institute, and Massey University. One of the keys to the success of Hawkes Bay Community College will be the sensitivity and expertise of the principal and his staff. They will need to combine a strong sense of mission with a high degree of leadership whose essence is that it is directed to the fulfilment of others and must largely be activated through the willing co-operation of others.

It is the Government's intention that the essential features of the Hawkes Bay Community College will be the basis for the development of similar institutions in regions with populations of more than 40-50,000 people. In four centres this will mean the conversion of existing small technical institutes. In four or five others it will mean the establishment of new institutions. By the end of this decade it is probable that all regions outside the six main centres of population will have their own community college.

7. COMMUNITY EDUCATION PROGRAMMES

The developments I have outlined would still leave a large number of rural districts without a focal point for community education programmes. Their secondary, and, in some cases, primary schools, will obviously have an important contribution to make. But the schools, though clearly important, are by no means the only community agencies with educational functions in these districts. An interesting development is under way in the Wairarapa Valley (population 37,000) which seems likely to provide solutions that could be applied to other districts - of which there are perhaps 10 - of similar size. The important thing about this project is

that it has been developed by people in the Wairarapa district itself and is seen by them as a realistic answer to their own requirements of a community education service. (1) The aim is to add a small corps of professionals in continuing education who will work with the schools, the voluntary organisations, and the people of the community itself to exploit the educative possibilities that already exist in the region, to identify new educational needs, and to assist the community to find satisfactory answers for them. A small team of three professionals is envisaged who, together, would be skilled in mobilising the resources within the community and linking them with educational and other agencies that can help people to achieve their educational purposes; in responding to the educational, cultural, and recreational interests of people of all ages in the community; and in providing advice to groups to enable them to carry out voluntary leadership roles more effectively in the community, and guidance to individuals to help them assess their own interests and consider the lines of action they can themselves take to realise them.

8. LABOUR MARKET POLICIES

The Government is committed to policies which seek to make the best use of the skills of the total labour force. Very high priority is being given to the expansion of technical education. There is close liaison between the Vocational Training Council and the associated industry training boards and the Departments of Education and Labour, which have the responsibility of providing the courses of training recommended by the industry training boards on the basis of their studies of the training needs of particular industries. The development of community colleges in the secondary centres of population is also being planned in the wider context of regional development, a vital part of which is the provision of educational and training schemes related to the industrial and other development needs of the region.

These policies are being developed in a context of over-full employment (2) and in a country whose population, small to begin with, is thinly spread in many parts of the country. These circumstances pose interesting difficulties for the effective development of policies aimed at structural

1) Continuing Education in the Wairarapa: An Investigation of Needs and Proposals Focusing in Particular on the Masterton Community. G.L. Hermansson, Levin 1973.

2) This paper was written in July 1974, before the shadows of the world economic situation began to darken. Whether and for how long New Zealand will be able to maintain full employment are questions that are producing much anxious discussion.

changes in the work force. Where employers are in seller's market for employees it is unreal to expect them to be greatly concerned about relevant training. Redundancy is unusual and where it happens, employees find that they can move to a new employer without much difficulty. There is thus little overt demand for vocational counselling, redundancy payments, and state supported re-training programmes. The Government is nevertheless upgrading and reorganising its vocational guidance and employment advisory services. Paradoxically, the very buoyancy of the labour market is a powerful reason for strengthening these services. For if the labour force is not to be forced into new shapes by the hard task-master of unemployment, then the objective of getting people with the right skills into the right occupations must be achieved by educative means by helping employers and employees to be better informed about the meaning of productivity, by assisting individuals to make wise career choices at school, after they have entered the work force, and when they are preparing to re-enter it. Initiatives are now being taken by the Departments of Education and Labour to review the total requirement for advisory and guidance services, to determine their separate responsibilities, and to work out new patterns of co-operation in the development of vocational guidance and counselling services that would be available to the student and adult population throughout the country. Some pilot schemes are already in operation.

It is a reflection both on the state of the labour market and the social ethos of New Zealanders that a main impetus to the development of more effective vocational advisory services has arisen from a concern to ensure that women, Maoris, and Pacific Island Polynesians living in New Zealand, will have services available to them for educational and vocational opportunity, not as a means of helping unemployed people to find a way back into the work force.

9. FINANCIAL ASSISTANCE FOR STUDY AND TRAINING

The point has already been made that the cost to individuals of enrolment in university is minimal. Tuition is free to all qualified to enter a New Zealand university. Tuition fees, where they are charged by technical institutes, are also low by international comparison. The Education Act is in the process of being amended to provide free continuing education to all who are qualified to embark upon particular courses of education or training. This change is intended to tidy up a somewhat anomalous

situation in respect of tuition fees in technical institutes. But even more, it is an expression of the Government's belief that financial barriers which might prevent people from resuming their education should, wherever possible, be removed.

Student living allowances in New Zealand are at present on the basis of grants-in-aid which are not computed on a cost of living basis, but are intended to be a form of supplementary assistance. They have been the object of public criticism in recent years, particularly from full-time students in technical institutes and their supporters, who argue that the basis of the awards, though overtly reasonable, discriminates in fact against technical institute students. The Government is preparing for the introduction of a standard tertiary bursary, one that would be related to the cost of living, the length of courses, and the marital responsibilities of students. This scheme will probably remove the financial grievances of what are now recognised as the student group, that is, young people between the ages of 17 or 18 and 22 or so who are completing their initial experience of formal education. It will be a large step towards a reorganised educational entitlement. But it will still fall a long way short of the level of financial support that adults with family responsibilities would need if they wished to take time out from work for full-time study.

III. EMERGING ISSUES

One of the traditional strengths of the New Zealand education system has been its openness to the expressed wants of individuals. Most of what has been written above can be interpreted as a further extension of the frontiers of educational opportunity. But it is one thing to make educational opportunities available and another to create the conditions under which individuals know that they exist, want to make use of them, and have the financial means to do so. The over-riding issue of the coming decade is likely to be one of ensuring that individuals have access and the means of securing it - to the educational services that are being developed for their benefit. And many of the key changes must be changes in attitude, orientation and expectation. I list below what seem to me to be the main lines of development that are required.

1. TEACHER EDUCATION

Discussions of recurrent education, particularly of the conditions needed to make it a fact in the lives of individuals, rightly emphasise the crucial importance of the attitudes to self and to learning that are formed by children and young people during their initial encounter with institutionalised education. Our schools - if I may exaggerate to make my point - are still places for winners rather than losers. Teachers in the early stages of their professional socialisation internalise the normal distribution curve; and, throughout their careers, they work in a climate of expectation that requires them to grade and mark performance, and interpret the results to students, parents, and their colleagues. They are the unwitting agents of a self-fulfilling prophecy which associates success in education with the "bright" and lack of success with the "dull".

Now it would clearly be unrealistic to expect that schools will somehow cease to be sorting and selecting institutions. The urge to strive and compete, and to assess one's own comparative performance is something that schools in the New Zealand community reinforce. The point, however,

is that important among the attitudes that need to be modified are the attitudes of teachers. Nor is this a matter only for teachers in the later years of formal schooling. All teachers, at all stages of their careers, will need to reinterpret their own professional roles if the objectives of recurrent education are to become a reality in the lives of the generality of men and women.

2. THE PROFESSION OF CONTINUING EDUCATORS

From being a small, insecure appendage of the university departments of extension studies, the corps of people working largely or wholly with adult learners has suddenly started to burgeon in a wide variety of institutional and community settings. There are industrial training officers, local body community advisers and recreation leaders, social workers employed by the State, by local bodies and by voluntary associations, agricultural extension workers, and teachers engaged in community education programmes, to name only the most obvious. The National Council of Adult Education has taken a number of initiatives that are having the effect of helping these diverse groups of people to recognise that an essential thing they have in common is the profession of continuing education. The nature of the professional socialisation of these people during the next few years will be of the greatest importance in the development of policies for recurrent education. The perceptions they develop of their roles, the messages they internalise about the work they are doing, the skills and sensibilities they bring to their work, and the resources they will be able to call upon will all be crucial.

That raises the question of the training of continuing educators. The Department of Education is now developing proposals under this heading. Until the present time, most of the discussion of the training of continuing educators has tended to concentrate on the provision of part or full-time diploma courses, the assumption being that the teaching would be in the conventional face-to-face setting. The main point at issue has been whether such courses should be provided by the universities, by their extension departments, by selected technical institutes, or by teachers colleges. The Department has come to question the assumptions on which these discussions have proceeded. The diversity of the groups for whom training is to be provided, the range of geographic, institutional and community settings in which they work, the fact that many of them cannot easily be released for full-time courses of study, and the important principle that persons in the field of continuing education should themselves experience the modes of learning they will themselves be advocating

for some of the most important of the groups and individuals with whom they work - these all suggest a very different approach to the training of continuing educators. The Department is making a survey of the learning needs of continuing educators, as perceived by those at present in the field. Its present intention is then to develop courses of study materials suitable for teaching at a distance. The preferred solution at this stage would use self-tutoring materials associated with written assignments that would be marked and directed by a correspondence tutor, short courses for practical activities and regular opportunity for discussion through study circles.

3. LEARNING MATERIALS FOR ADULTS

New Zealand has a long experience of teaching by correspondence. A good deal has been learnt in recent years about the combination of private study, live tutoring, and short residential courses. Much is now known from the observation of other systems of the usefulness of multimedia resources which can have the effect of converting a correspondence course into a more effective means of teaching at a distance. There is a rich field to be explored in this connection in the revision of existing courses and the development of new ones. Virtually all the courses already in existence have, however, been prepared for adult learners who have a sufficient educational background and enough confidence in themselves to be able to handle their own learning tasks without a great deal of outside assistance. We are only now beginning to devise courses for adults whose level of educational achievement and whose self-image may be quite low but who are anxiously seeking a second chance through education. The Correspondence School of the Department of Education is beginning to develop study materials for these groups.

4. THE EXTENSION FUNCTION

Those of us whose experience is in institutionalised education are in the process of turning many of our received opinions inside out. The formal institutions of education no longer have the unquestioning standing that they had before the events of May 1968 sent their shock waves of apprehension around the world. Institutions that many of us still regard as the hand-maidens of educational opportunity have to defend themselves against the charge that they are bastions of elitism and social stratification. That, and the developing recognition of the importance of

out-of-school learning and of informal educational influences, has made it imperative that schools, colleges and universities look again at their relationship to the community outside their walls. As they do this they are discovering such possibilities for "outreach" or "extension" functions. To the extent that educational institutions become outward rather than inward looking, they may well find that they are creating the conditions that will enable them to become more effective in achieving their educational objectives.

Most New Zealand experience to date has been with vocational education. The technical institutes in close association with the industry training boards, are building up courses, advisory services, and a network of relationships with employers and employees. The schools that are pioneering community education programmes are similarly entering into new relationships with their community. A main aim of such developments as the Hawkes Community College and the Masterton Community Action Programme is to provide a focal point and an additional source of expertise in a region or district so that existing learning networks can be assisted and strengthened and new ones created in partnership with the new institution. The ideal is the creation of learning communities; and schools, technical institutes, community colleges, teachers colleges, and universities through a new conception of their extension functions have an indispensable part to play in its achievement. For educational institutions, this has become the challenge of the seventies.

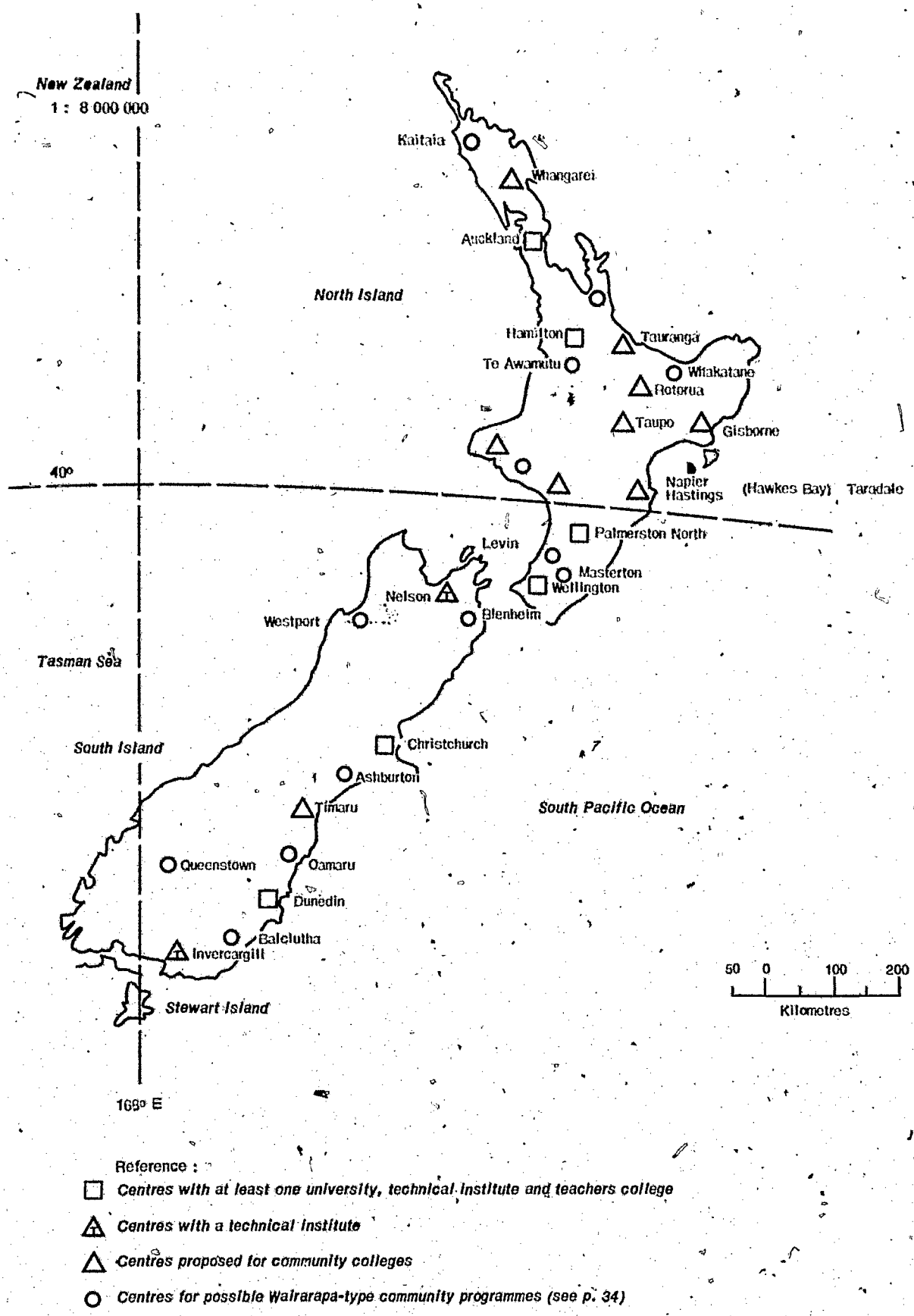
5. EDUCATIONAL ENTITLEMENT

I have already emphasised that in a community without unemployment the stark realities that have given rise to much of the discussion of educational inequalities between generations and of the need for paid educational leave is missing. Discussion of the idea of educational entitlement is only now coming to be discussed within the New Zealand trade union movement. It is, moreover, being discussed as an interesting idea imported from overseas countries rather than as an imperative need to eradicate deeply felt injustices in the New Zealand society. How long it will be possible for New Zealanders to take such a detached view of this matter it is impossible to say. But it does raise one important question about the purposes for which paid educational leave is required in a society. How far do those who perceive a benefit to be derived from paid educational leave look upon it as a means of achieving greater vocational security? How far do they aspire to paid educational leave for avocational purposes? It may well be that, in communities where the vocational

imperative is muffled, the objectives of recurrent education may, for most people, be achieved within the province of their leisure time activities rather than in alternation with paid employment. These are questions still largely unconsidered in New Zealand. The fact that they are, and that there are other features of New Zealand's experience of recurrent education that mark it off from other advanced countries, might provide a good starting point for some comparative research into national attitudes to recurrent education.

6. THE TARGET GROUPS

All educational reforms are carried through in the face of doubting Thomases and downright unbelievers. When the subject of reform is opportunities for people to continue their educational interests throughout their lifetime there is ample room for scepticism. Is not the whole thing a figment of the fertile imagination of educationists who have still to learn that the real world is not peopled by educationists? Doubts of this order can be settled only by successful practice and effective means for spreading the word about successful practice. This is a formidable challenge to institutionalised education. More resources and new forms of organisation are needed. But above all it will be the skill, sensitivity and ingenuity of the people who in increasing numbers will become engaged in continuing education, whether as professionals or volunteers, who will determine the success of the enterprise.



Reference :

- Centres with at least one university, technical institute and teachers college
- Centres with a technical institute
- Centres proposed for community colleges
- Centres for possible Wairarapa-type community programmes (see p. 34)

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