

ISSUES PAPER

Mixed-sector tertiary education: implications for self-accrediting and other higher education institutions

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RMIT



Australian Government
Department of Education, Employment
and Workplace Relations

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Mixed-sector tertiary education: implications for self-accrediting and other higher education institutions

Gavin Moodie, RMIT

'Mixed-sector' institutions are relatively new in Australia, but numbers are likely to increase as the boundaries between vocational education and training (VET) and higher education become increasingly blurred.

In 2009 the National Centre for Vocational Education Research (NCVER) published research examining the nature of higher education offered by public VET providers (*Higher education in TAFE* by Leesa Wheelahan, Gavin Moodie, Stephen Billett and Ann Kelly¹).

Gavin Moodie and his colleagues are continuing their research and this paper has been written with the intention of provoking discussion. It presents an initial account of mixed-sector tertiary education in Australia—separating institutions accrediting their own higher education programs, most of which are large public universities, from other tertiary education institutions, primarily smaller private providers.

A range of issues about the emerging character of mixed-sector provision is flagged and will be considered as part of the research, including:

How relevant will the sector designations be if the distinctions relating to tertiary education continue to blur, and if Australian governments allocate public support for teaching by mechanisms that do not distinguish between types of institutions?

To what degree is mixed-sector provision affected by the extent to which the smaller sector is integrated with an institution's organisational structure, the level of the organisation at which vocational and higher education are integrated and the level of autonomy granted to organisational units?

What are the implications of mixed-sector provision for the students, staff and institutional futures?

Dr Moodie has indicated that he welcomes any response to this paper.

Tom Karmel
Managing Director, NCVER

¹ <<http://www.ncver.edu.au/publications/2167.html>>.

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Introduction

Why is mixed-sector tertiary education an issue?

Australia is unusual amongst wealthy English-speaking countries in distinguishing sharply between vocational and higher education; yet this is a relatively recent phenomenon. Before the report of the Kangan Committee (Australian Committee on Technical and Further Education 1974) Australia did not recognise a sector of vocational education and training (VET). At that time there were universities, colleges of advanced education, which were established as a sector following the report of the Martin Committee (1964), and a miscellany of other colleges which were usually classified by their main field or industry, such as agricultural, art, commercial, mines and industries, music, nursing, police, religious and technical. Some, such as agricultural colleges, nursing colleges, police academies and schools of mines and industries, were established, funded and managed by state government departments in the relevant field. Others such as commercial colleges were private for-profit enterprises, while others such as religious colleges were private not-for-profit.

The Australian and state governments accepted the recommendation of the Kangan Committee to reorganise most of the publicly funded colleges as a new type of college—of technical and further education (TAFE). Responsibility for managing the colleges was moved from departments of agriculture, mining etc. to be managed together by a department of education or employment. Since then the distinctions between vocational and higher education have been deepened by successive decisions of Australian governments, which wished to establish a clear boundary between the teachers colleges, technical institutes and other higher education institutions to which it contributed recurrent funding, and colleges of TAFE, for which it made no contribution for recurrent funding. The distinctions between vocational and higher education were further deepened when state government departments and ministers responsible for managing TAFE institutes established distinctive management and administrative practices, as well as distinctive policies, for example, on charging tuition fees, staffing and curriculum.

Kangan conceived of TAFE as having multiple roles in training graduates for industry and in developing students' further education in the 'FE' part of TAFE's title. This established TAFE as an *educational* sector, with a distinctive role in technical and further education. From the mid-1980s both Australian and state and territory governments narrowed TAFE's role to serving employers' needs for training their employees and for skilling workers. This relinquishment or at least minimisation of TAFE's further education role further separated it from school and higher education. The divide between vocational and higher education was deepest by about 2000. Since then the divide has eroded somewhat.

Australian governments have insisted that publicly funded vocational education be provided by private providers, not just TAFE institutes. This not only supported the expansion of private vocational education providers but also encouraged colleges that had previously offered only or mainly higher education to expand into vocational education programs. In 2005 the Australian Government introduced income-contingent loans, guaranteed and subsidised by the Australian Government for full-fee-paying higher education places, offered by either public or private institutions. This stimulated the explosion of private higher education providers, many of which previously had offered only or mainly vocational education.

Over the same period the economy began to demand workers with different skills. The development of skills for some of these workers had no obvious sectoral location, such as information technology and tourism and hospitality, and programs in these fields were established or expanded by institutions in both the vocational and higher education sectors, often with no obviously different occupational outcome. More recent examples of new or greatly expanded fields without clear sectoral distinctions are media and the creative arts. Also, as Karmel (2008) demonstrated, bachelor and diploma graduates have competed for the same jobs from at least the mid-2000s. Whether this has been longstanding or has developed or intensified recently is still not yet clear, but it becomes harder to sustain sharp sector distinctions when their graduates' employment overlap so substantially.

The changes in the economy that are undermining the rationale for sharp distinctions between vocational and higher education, the changes in governments' policies which are reducing the barriers between the sectors, and the increasing cross-sectoral behaviour of tertiary education institutions have led to a general observation that the boundaries between vocational and higher education are blurring. While this trend seems most marked in Australia because the sectoral divide has been deepest in recent experience, the blurring of the boundaries between vocational and higher education and the emergence of increasing numbers of institutions which offer both types of education have attracted increasing interest in Canada, England and the United States of America, as well as Australia.

The development and operation of dual-sector universities with substantial enrolments in both vocational and higher education, a distinctively Australian development, has been analysed by Wheelahan (2000), Moodie (2008) and by several authors in Garrod and Macfarlane (2009).

In the United Kingdom the emergence of higher education in colleges of further education was studied in depth in the FurtherHigher project (University of Sheffield 2010) led by Parry and is the subject of several papers (Parry & Thompson 2002; Bathmaker et al. 2008; Parry 2009).

In Australia the National Centre for Vocational Education Research funded a project to examine higher education offered by TAFE institutes, which resulted in an issues paper (Moodie et al. 2009), the publication of a final report, which included a literature review (Wheelahan et al. 2009) and five research overviews for teachers and TAFE managers and covering public policy, staff development and status (Moodie et al. 2010). This project found that higher education in TAFE was growing strongly, is likely to continue growing, and faced many of the developmental issues encountered by English further education colleges over the last decade.

A classification of mixed-sector tertiary education institutions

The higher education in TAFE project (Wheelahan et al. 2009) proposed a tripartite classification of institutions into single-sector, mixed-sector and dual-sector. The purpose of the classification is to group institutions with similar characteristics and therefore may be expected to encounter similar challenges and to respond to them in somewhat similar ways. The distinction is based on the proportion of an institution's student load in each sector. An institution may have so low a proportion of its activity in its smaller sector that it depends on the larger sector for almost all of its processes, systems and infrastructure, and probably also for some of its resources. Since almost all its students, staff and resources are in its larger sector, the institution's governance, management, policies and processes are almost fully concerned with the larger sector and the institution remains essentially *single-sector*.

Because of the limitations of data it is often not possible to distinguish mixed-sector institutions from single-sector institutions with some but very small student load in their minority sector, so the term *cross-sector institutions* may be used to refer to institutions which may be single- or mixed-sector institutions. This paper proposes to add 'cross-sector institution' to the terminology proposed in the higher education in TAFE paper to use the terms as follows:

<i>single-sector institutions:</i>	those with more than 97% of their student load enrolled in one sector
<i>mixed-sector institutions:</i>	those with at least 3% but no more than 20% of their student load enrolled in their minority sector
<i>dual-sector institutions:</i>	those with at least 20% but less than 80% of their student load enrolled in each sector (Moodie et al. 2009, p.9; Moodie 2009)
<i>cross-sector institutions</i>	those institutions which have some student load in both vocational and higher education.

This study complements the higher education in TAFE project by examining TAFE in higher education, or more precisely, vocational education and training offered by institutions which also offer higher education but which are not TAFE institutes. As will be explored in the following pages, two types of institution are of interest: self-accrediting and other higher education institutions.

While these institutions are conceptually similar in offering both vocational and higher education, the substantial differences in their nature and approach suggest that at least for some purposes they should be considered separately.

A common issue is the difficulty of getting accurate (higher education) or any (vocational education) data on cross-sector institutions' provision of vocational and higher education.

Relevance of sectoral designation

Governments establish institutions to serve a specified role and confine institutions to that role. Thus, governments established TAFE institutes to offer vocational education and until recently confined TAFE institutes to vocational education. Likewise, governments established universities to offer higher education and over time confined them to offering higher education programs. Furthermore, governments established distinctive management practices for each sector. The sector in which a public institution is located is therefore important in determining its activities and also often in shaping the way it undertakes those activities.

Private institutions are very different in this respect. Private educational institutions are normally established as a company under the corporations' law, although they may be incorporated as an association, established as a partnership or pursuant to a trust, or simply operated by its proprietor in their own right. In any case, the objectives or role of a private institution are normally described very broadly. For example, a private educational institution such as Holmes Institute (2010) may be established to offer essentially vocational education programs in secretarial studies and bookkeeping. It may later begin to offer English language programs, introduce senior secondary programs, add a teacher preparation program and then start offering higher education programs. There is no suggestion that Holmes Institute has transgressed sectoral boundaries—unlike the situation when public institutions such as RMIT and Swinburne universities developed from their foundation as technical colleges.

Indeed, the sectors are largely irrelevant to Holmes Institute and to other private institutions, since the sectors do not describe their role or how they are managed. The sectors are relevant to private institutions only inasmuch as they interact with government, mostly to get and maintain the authority to operate and to obtain any government funding or other support. While it is often argued that public institutions must be confined to their sectoral role to preserve their distinctive identity and role, no such argument is ever advanced about private institutions.

We noted in the introduction that the boundaries between vocational and higher education are being blurred by the changes in the economy that are undermining the rationale for sharp distinctions between the sectors, by changes in governments' policies, which are reducing the barriers between the sectors, and by the increasing cross-sectoral behaviour of tertiary education institutions. Australian governments are also increasingly allocating public support for teaching in

ways that do not distinguish between public and private institutions and between institutions initially established as vocational or higher education institutions.

An issue for the project is how relevant sectoral designations may be if:

- ✧ the distinctions between the sectors continue to blur
- ✧ Australian governments continue to allocate public support for teaching by mechanisms that do not distinguish between types of institutions.

Self-accrediting tertiary education institutions

All 39 Australian universities are authorised to accredit their qualifications. Of those, five are dual-sector universities, with more than 20% of their load in both vocational and higher education. While universities can in theory accredit any qualifications, if they wish to offer VET qualifications recognised on the Australian Qualifications Framework they must seek registration as a registered training provider and comply with the requirements of the Australian Quality Training Framework in the same way as any other VET provider. At least 16 more universities are registered as training organisations, either in their own right or through a subsidiary (table 1).

The Australian Maritime College used to be a self-accrediting tertiary education institution offering both vocational and higher education but has been an institution of the University of Tasmania since 2008. There are currently four non-university institutions authorised to accredit their higher education programs: the Australian College of Theology, which is a company limited by guarantee; the Australian Film, Television and Radio School, established by the *Australian Film, Television and Radio School Act 1973* (Com.); the Batchelor Institute of Indigenous Tertiary Education, established by the *Batchelor Institute of Indigenous Tertiary Education Act 1999* (NT); and the Melbourne College of Divinity, which is incorporated by the *Melbourne College of Divinity Act 1910* (Vic.) and is affiliated with the University of Melbourne. Of these only Batchelor Institute of Indigenous Tertiary Education is also a registered training organisation.

The current data-sharing protocols for the VET sector do not allow the publishing of enrolments, full-year training equivalents, hours of delivery or qualification completions of publicly funded vocational education for any registered training organisations. This is a major gap in openness and accountability, and it is extraordinary that governments have suppressed this basic information for so long.²

Neither do governments collect data on enrolments in privately funded vocational education. Considering that it is subsidised by the Australian Government through tax concessions as well as with direct grants, and notwithstanding that at least some of this activity results in accredited qualifications, this is also a substantial gap in information about the nation's vocational education and training system.³

Because of this information suppression and gap it is not possible to say how substantial universities' vocational education may be. It seems likely that many universities with a registered training organisation offer small amounts of vocational education, probably less than 3% of their total student load. It is therefore probable that many universities listed in table 1 are effectively single-sector institutions.

² At the time of publication new data-sharing protocols are being considered by the Ministerial Council for Tertiary Education and Employment to allow reporting of registered training organisation information, which will balance transparent information sharing against concerns that publication will harm commercial interests.

³ At the time of publication new measures are being considered to report total VET activity.

Table 1 Universities with a registered training organisation showing their equivalent full-time student load (eftsl) in higher education, 2008

Institution	Eftsl	Registered training organisation	No. VET programs
<i>Dual-sector universities</i>			
Charles Darwin University	3 587	Charles Darwin University	373
Royal Melbourne Institute of Technology	34 588	RMIT University	337
Swinburne University of Technology	14 124	Swinburne University of Technology	400
University of Ballarat	10 036	University of Ballarat	488
Victoria University	15 156	Victoria University	423
<i>Universities with a registered training organisation</i>			
Australian Catholic University	11 547	Australian Catholic University (St Patrick's campus)	15
Charles Sturt University	17 754	CSU Training	17
Curtin University of Technology	28 441	Vocational Training and Education Centre	167
Deakin University	25 576	DeakinPrime	8
Edith Cowan University	15 545	West Australian Academy of Performing Arts	21
Griffith University	27 743	Griffith University	2
La Trobe University	22 386	La Trobe University	1
Monash University	42 826	Monash University Centre for Ambulance and Paramedic Studies	6
		Monash Student Association (Clayton) Inc.	4
University of Adelaide	16 831	University of Adelaide	4
		Radio Adelaide	11
University of Canberra	7 500	University of Canberra College Pty Ltd	5
University of New England	8 885	UNE Partnerships Pty Ltd	46
University of Notre Dame Australia	5 535	University of Notre Dame Australia	6
University of Queensland	29 803	University of Queensland (Gatton campus)	34
		The University of Queensland, the Institute of Continuing & TESOL Education	3
University of Tasmania	14 462	Australian Maritime College	37
University of Western Sydney	24 517	UWS College Pty Ltd	38
University of Wollongong	17 408	International Training & Careers College	3
		Wollongong University College, Wollongong College Australia	
<i>Self-accrediting tertiary education institution</i>			
Batchelor Institute of Indigenous Tertiary Education	432	Batchelor Institute of Indigenous Tertiary Education	88

Source: DEEWR (2009, table 40, 2010, table i); and derived from National Training Information Service website.

Australian universities with a registered training organisation offer vocational education and training for a variety of reasons. Some, such as the University of Adelaide, offer vocational education programs, for example, in music as a legacy of the time when most universities offered sub-graduate diplomas and some offered sub-graduate certificates. Others such as the University of Queensland offer vocational education programs as a result of their amalgamation with colleges, typically agricultural colleges. Others such as Australian Catholic University (St Patrick's campus) offer vocational education as part of their vertical integration—offering programs which supply their baccalaureate programs with students, usually for international students. Yet other universities such as Deakin University offer vocational education mainly to broaden their role. These various reasons are explored further in the next sections.

Vocational education as a historical legacy

Australian universities have offered qualifications below the level of bachelor degree since their establishment. Table 2 shows the enrolments just before the Second World War of Australian universities and the New England University College, which became the University of New England in 1954, and Canberra University College, which became the faculties of the Australian National University in 1960. Miscellaneous students were students enrolled in single subjects. It will be noted that 13% of universities' students were enrolled in sub-graduate diplomas and certificates.

Table 2 Australian universities' enrolments, 1939

University	Degree	Postgrad. diploma	Sub-graduate diploma	Certificate	Miscellaneous	Total
Sydney	3 206	58	273	0	234	3 771
Melbourne	3 387	5	544	119	414	4 469
Queensland	1 319	0	1412	30	220	1 710
Adelaide	1 238	79	479	0	831	2 627
Western Australia	775	49	78	88	0	990
Tasmania	329	0	28	0	100	457
New England U C	58	0	1		6	65
Canberra U C	42	0	46	0	59	147
Total	10 354	191	1590	237	1864	14 236

Source: Department of Employment, Education and Training (1993, table 1.1 Australian universities: students enrolled, 1939).

By 1959 sub-graduate diplomas and certificates had increased to 22% of universities' enrolments (Australian Universities Commission 1960, pp.28–9). More than half of sub-graduate enrolments in 1959 were in engineering and science programs at the University of New South Wales, which had only recently been founded from the Sydney Technical College, and other sub-graduate enrolments were in pharmacy, in the certificate of education and in 'various vocational courses such as journalism, physical education, physiotherapy, social studies ...' (Australian Universities Commission 1960, p.29). The Australian Universities Commission (1960, p.29) reports that some miscellaneous students were located at the University of Adelaide's Elder Conservatorium of Music.

The Murray Committee on Australian Universities (1957, para 110) criticised universities' sub-degree programs:

Universities should certainly seek to avoid responsibility for groups of students who have not reached matriculation level; and where they already have such responsibilities they should take early opportunity to make their own courses conform to a true university standard and make arrangements for such groups of students as are below the necessary academic level to be taught elsewhere.

The Australian Universities Commission (1960, p.29) agreed:

The Commission is in complete agreement with this view and, noting that nearly one-quarter of the student population is not reading for a university degree, hopes that some of the existing sub-graduate diplomas or certificates will be replaced by proper degree courses and that more appropriate institutions will make provision for the others.

Four years later the Martin Committee on the Future of Tertiary Education in Australia (1964) recommended the establishment of the advanced education sector of higher education, whose highest and distinctive qualification was to be the diploma. The committee enjoined universities to relinquish their diplomas and concentrate on higher-level study and research training, which was to be their distinctive role. By 1977 diplomas were only 3% of university enrolments and were 44.6% of advanced education enrolments (Williams Committee 1979, p.20, table 3).

Table 3 Enrolments in diploma programs as a proportion of all enrolments in TAFE, colleges of advanced education and universities, 1977

Sector	Diploma as % of all enrolments
TAFE	0.7
Advanced education	44.6
Universities	3.0

Source: Williams Committee (1979, p.20, table 1.7).

The Australian Government progressively made its funding of universities, colleges of advanced education and TAFE institutes conditional on their offering programs distinctive of their sector (Technical and Further Education Commission 1976, para 5.59; Moodie 2003). This in turn led to the close alignment of the institutional and programmatic designations of the tertiary education sectors in Australia—vocational education institutions offered vocational education programs only, while higher education institutions offered higher education programs only (Moodie 2002). This alignment of the institutional and programmatic designations of the tertiary education sectors was particularly close in Australia, although recently it has relaxed to be more similar to the UK and the US, neither of which had such a tight alignment of the institutional and programmatic designations of the sectors.

The University of Adelaide was the first in Australia to establish a chair (1884) and a conservatorium (1897) of music (Duncan & Leonard 1973, p.41), whose sub-degree programs, as we noted above, attracted the notice of the Australian Universities Commission in 1960. The university is a registered training organisation and its Elder Conservatorium of Music still offers the VET Certificate III in Music, Certificate IV in Music and Diploma of Music (National Training Information Service no date, a). The University of Adelaide is thus an example of a university that offers vocational education programs as a legacy of its history.

Amalgamation

The University of Queensland is a registered training organisation with 34 qualifications and accredited programs, from certificate I to advanced diploma, in animal technology, agriculture, conservation and land management, horticulture, rural business and veterinary nursing. The university offers its vocational education programs at its Gatton campus by virtue of its amalgamation in 1990 with the Queensland Agricultural College, which was founded in 1897 as a combined agricultural college and experimental farm. The University of Tasmania offers vocational education by virtue of its amalgamation with the Australian Maritime College in 2008 and the universities of Melbourne, New England and Sydney have also been vocational education providers by virtue of amalgamation, although these campuses are now parts of other institutions.

Vertical integration

Many universities have established colleges to offer programs which prepare mostly international students for admission to the first or second year of their baccalaureates, for example, Insearch (University of Technology, Sydney), Wollongong College Australia and Monash College. These colleges typically offer higher education diplomas and English language programs. The Australian National University has established ANU College in this mould and has extended its vertical integration to the establishment of ANU Secondary College.

Some universities have extended their vertical integration to offering vocational education programs. Thus, St Patrick's campus of the Australian Catholic University in Melbourne is a registered training organisation (National Training Information Service no date, c) offering certificates III and IV and diplomas in aged care, business, children's services and nursing, programs which provide direct entry

to the university's baccalaureates (Australian Catholic University 2010). The University of New England has established UNE Partnerships Pty Ltd as the university's education and training company. Amongst other things, UNE Partnerships offers certificates, diplomas and advanced diplomas in business for entry into the university's baccalaureates (UNE Partnerships no date).

Broadened role

Some universities offer vocational education and training to broaden their range of activities. The University of New England is also an example of this, since UNE Partnerships also provides customised training to corporations. Deakin University (2010) established DeakinPrime as its corporate education arm, which provides a range of services to business, including certificates and diplomas in business, as a registered training organisation.

An issue for the project is the extent to which these different reasons for offering vocational and higher education may affect provision, and the extent to which they may be applied to other tertiary education institutions.

Other tertiary education institutions

The appendix lists 96 institutions which are accredited to offer both vocational and higher education. Of these 23 are self-accrediting institutions, including the five dual-sector universities. There are 73 other tertiary education institutions accredited to offer both vocational and higher education, including 12 TAFE institutes. Several institutions have accredited higher education programs without apparently enrolling any students in those programs, so the list of colleges which are accredited to offer both vocational and higher education shown in the appendix probably overstates the number of cross-sectoral colleges.

It is likely that at least some institutions enrol students in accredited higher education programs without reporting those enrolments to the Australian Department of Education, Employment and Workplace Relations because they find reporting requirements onerous and without any direct relevance to their immediate interests. However, they are now required to report their higher education enrolments, so we should expect greater compliance in the future.

A list restricted to the colleges that report higher education enrolments therefore probably understates the number of colleges offering higher education. Nonetheless, we decided to base our list shown in table 4 on the private higher education colleges which report enrolments to the Australian Department of Education, Employment and Workplace Relations because this is likely to reflect more accurately the colleges with substantial higher education enrolments; they are therefore more likely to be mixed-sector institutions.

Table 4 shows for each college its state of incorporation, its equivalent full-time student load in higher education and the broad field of education in which most of its higher education load was enrolled. The student load figures for most colleges are for 2008, the most recent year for which the department has published full-year data. However, a few colleges reported higher student load for the first half of 2009 and the higher load is reported in table 4. We then searched for each provider on the National Training Information Service and report the number of vocational education and training programs each college was accredited to offer and the field in which most programs are offered.

Table 4 Colleges which reported higher education student load (efstl) to DEEWR in 2008 or 2009 and which were registered training organisations in 2010

College	State	Higher education		Vocational education	
		Efstl	Main field	No. programs	Main field
JMC Pty Ltd (The JMC Academy)	NSW	1 048	Creative arts	15	Creative arts
National Institute of Dramatic Art (NIDA)	NSW	170	Creative arts	3	Creative arts
QANTM Pty Ltd	QLD	340	Creative arts	6	Creative arts
Raffles College of Design and Commerce	NSW	721	Creative arts	18	Creative arts
SAE Institute	NSW	362	Creative arts	8	Creative arts
Think: Colleges (Billy Blue College of Design)	NSW	327	Creative arts	55	Creative arts
Whitehouse Institute Pty Ltd	NSW	101	Creative arts	16	Creative arts
<i>Subtotal creative arts colleges</i>		<i>3 069</i>		<i>121</i>	
Australian College of Natural Medicine Pty Ltd (Endeavour College of Natural Health)	QLD	1 687	Health	22	Health
Nature Care College Pty Ltd	NSW	194	Health	32	Health
<i>Subtotal health colleges</i>		<i>1 881</i>		<i>54</i>	
Blue Mountains International Hotel Mgt School	NSW	367	Mgt & comm.	7	Tourism & hospitality
Cengage Education Pty Ltd	NSW	29	Mgt & comm.	86	Mgt & comm.
Holmes Institute Pty Ltd	Vic.	1 095	Mgt & comm.	5	Mgt & comm.
International College of Management Sydney	NSW	440	Mgt & comm.	14	Tourism & hospitality
Macleay College Pty Ltd	NSW	310	Mgt & comm.	21	Mgt & comm.
Melbourne Institute of Business & Technology	Vic.	1 433	Mgt & comm.	1	Foundation studies
Perth Institute of Business and Technology	WA	675	Mgt & comm.	1	Foundation studies
Queensland Institute of Business & Technology	QLD	1 243	Mgt & comm.	2	Foundation studies
Sarina Russo Schools Australia Pty Ltd	QLD	28	Mgt & comm.	48	Mgt & comm.
South Aust Institute of Business & Technology	SA	514	Mgt & comm.	2	Foundation studies
Sydney Institute of Business & Technology	NSW	3 049	Mgt & comm.	2	Foundation studies
International College of Hotel Management	SA	55	Food hosp	14	Food, hosp
<i>Subtotal management colleges</i>		<i>9 238</i>		<i>203</i>	
Adelaide College of Divinity Inc	SA	46	Soc. & culture	8	Soc. & culture
Avondale College Ltd	NSW	1 026	Education	11	Mgt & comm.
Harvest Bible College Inc.	Vic.	171	Soc. & culture	5	Soc. & culture
Tabor College (NSW) Ltd	NSW	50	Soc. & culture	10	Soc. & culture
Tabor College (Victoria) Inc.	Vic.	184	Soc. & culture	26	Soc. & culture
Tabor College Inc (Tabor College Adelaide)	SA	488	Soc. & culture	23	Soc. & culture
<i>Subtotal religious colleges</i>		<i>1 965</i>		<i>83</i>	
Box Hill Institute of TAFE	Vic.	381	Creative arts	353	Most fields
Gordon Institute of TAFE	Vic.	31	Creative arts	543	Most fields
Holmesglen Institute of TAFE	Vic.	270	Mgt & comm.	414	Most fields
Northern Melbourne Institute of TAFE	Vic.	139	Creative arts	535	Most fields
William Angliss Institute of TAFE	Vic.	189	Mgt & comm.	127	Food, hosp.
<i>Sub total TAFE institutes</i>		<i>1 010</i>		<i>1972</i>	
Australian College of Applied Psychology	NSW	1 154	Soc. & culture	4	Soc. & culture
Oceania Polytechnic Institute of Education	Vic.	54	Arch. & build.	6	Creative arts
<i>Subtotal other colleges</i>		<i>1 208</i>		<i>10</i>	
All		18 371		2443	

Sources: DEEWR (2009, table 40, 2010, table ii); National Training Information Service website.

Seven of the institutions in table 4 have most of their higher education load in the creative arts. Most creative arts colleges have a small higher education student load, and together they are 17% of the higher education load of cross-sectoral colleges. Only two colleges have most of their higher education load in health, but the Australian College of Natural Medicine, which has changed its name to Endeavour College of Natural Health, is relatively large, with 9% of all higher education load.

The largest group of cross-sector colleges—12 colleges—has most of their higher education student load in management and commerce, which is half of total load reported in table 4. There are six religious colleges, most of them small, which have 11% of total load. All of the five TAFE institutes which reported higher education load are in Victoria, which was 5% of the total, and primarily in the creative arts or management and commerce.

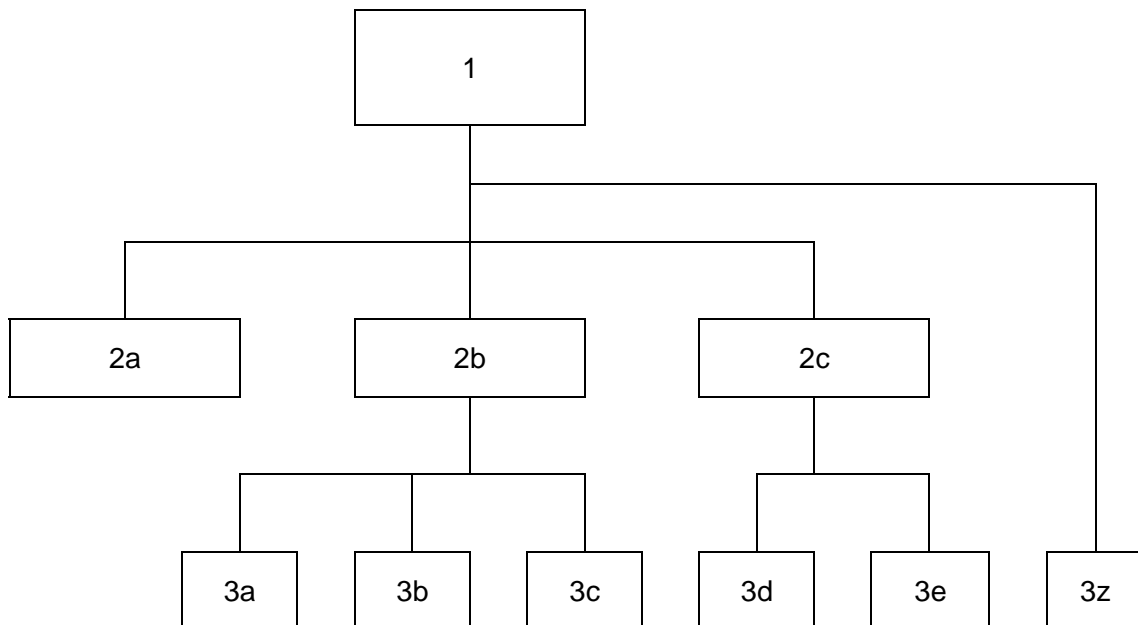
An issue for the project is whether this or any other categorisation of other mixed-sector tertiary education institutions is useful.

Organisational structure

Mixed-sector tertiary education institutions have very different internal organisational structures. To demonstrate this we examine the ‘first illustrative organisational structure’ of a mixed-sector tertiary education institution, shown in figure 1.

This illustrative organisational structure may be interpreted in several ways to apply to different types of mixed-sector institutions. In all interpretations organisational unit 1 is the institution’s senior management and governing body. Units at level 2 might be faculties or campuses. In a private institution units at level 2 might be faculties or campuses but they may also be state or regional divisions, or they may be subsidiary companies of parent company 1. Institutions may grant varying levels of autonomy to units at levels 2 and 3, for example, by allowing them to brand themselves differently from their parent company. Thus the University of Wollongong’s (no date) organisational unit that offers graduate business programs is called the Sydney Business School. Mixed-sector institutions may also offer programs in their smaller sector by an organisational unit that is not closely integrated with its other organisational units, illustrated by unit 3z in figure 1. Examples in universities are Charles Sturt Services Ltd, which trades as CSU Training, and UNE Partnerships Pty Ltd.

Figure 1 A first illustrative organisational structure of a mixed-sector tertiary education institution



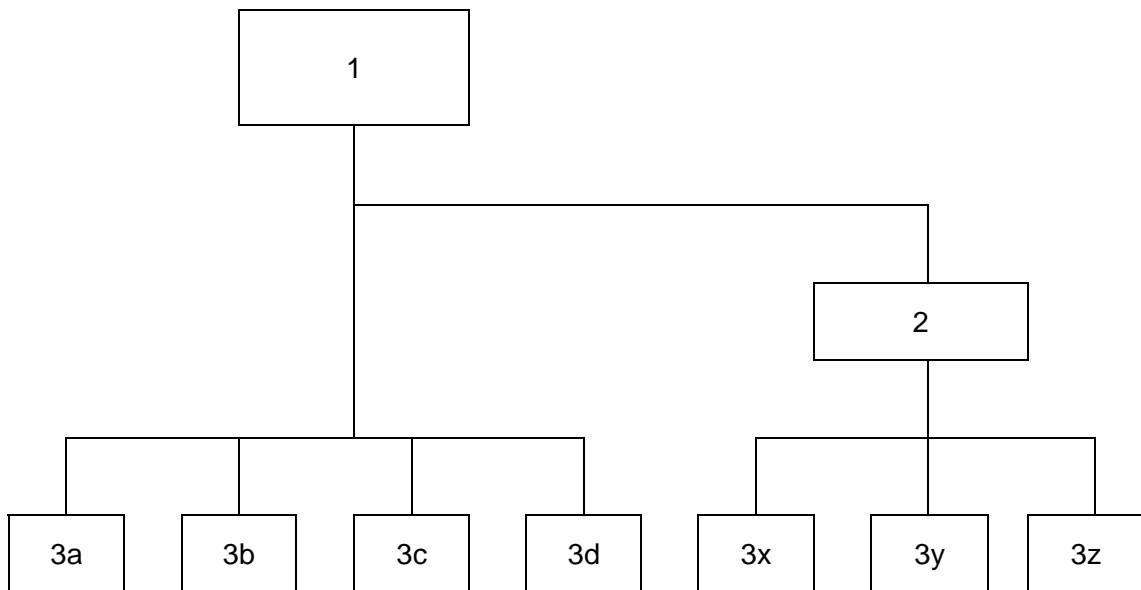
Some mixed-sector institutions seem to offer vocational and higher education studies in academic organisational units that are closely integrated with their other academic organisational units. Thus, a fully integrated mixed-sector institution might offer both vocational and higher education studies in academic organisational units 3a, 3c and 3d in figure 1, making those units mixed-sector units. Another institution might offer only vocational education in units 3a, 3c and 3e and only higher education in units 3b and 3e. Each academic organisational unit at level 3 would be single-sector but the intermediate organisational units 2b and 2c would be mixed-sector because they have at

least one unit which offers vocational education and another which offers higher education. Still other less-integrated mixed-sector institutions might offer only higher education in the intermediate organisational unit 2a and only vocational education in units 2b and 2c. This would make each intermediate unit single-sector but the institution as a whole mixed-sector.

There seems to be a great variety in the organisational forms adopted by private mixed-sector providers. For example, Think: Education Group comprises the APM College of Business and Communication, ACNT Australasian College of Natural Therapies, ANCB Australian National College of Beauty, Billy Blue College of Design, Billy Blue College of English, CATC Commercial Arts Training College, Jansen Newman Institute and the William Blue College of Hospitality Management. Each member of the Think Group has its own distinctive campus, logo, branding and website. This reflects each college's different programs in: business and communication; design; beauty, health and wellness; and hospitality and tourism (Think Education Group 2010) and the fact that the Think Group expanded by acquiring well-established colleges. Think Group's APM College of Business and Communication and Billy Blue College of Design offer both vocational and higher education programs. If the Think Group's organisational structure were represented in figure 1, the box labelled 1 would be the parent company and each college would be represented by 2a, 2b, 2c etc., with some level 2 units being mixed-sector and others being single-sector. But the level 2 units are quite different from each other, offering their different programs in their different ways.

In contrast the SAE Institute was established as the School of Audio Engineering in Sydney in 1977. Over the following 30 years SAE established about 30 campuses throughout Australia and in 23 other countries (SAE Institute 2010). All SAE campuses have similar programs and presentation and share a website. The Australian campuses in Byron Bay, Melbourne, Perth and Sydney offer both vocational and higher education. In 2004 SAE acquired Qantm, a college based in Brisbane that offers vocational and higher education programs in animation, games and new media in Brisbane, Melbourne, Sydney and in eight countries overseas. Qantm maintains its own distinctive campus, logo, branding and website. Figure 2 is an idealised representation of SAE Institute's organisational structure. SAE Institute (Global) would be the box labelled 1; there would be no analogue to level 2 units for the SAE Institute and its campuses would be units 3a to 3d. Quantum would be represented by unit 2 and its colleges would be 3x, y, z.

Figure 2 A second illustrative organisational structure of a mixed-sector tertiary education institution



These observations on institutions' organisational structure suggest that the project consider the extent to which mixed-sector provision is affected by:

- ✧ the extent to which the smaller sector is integrated with an institution's organisational structure
- ✧ the level of the organisation at which vocational and higher education are integrated
- ✧ the level of autonomy granted to organisational units.

Implications and conclusion

This research project is exploring the implications of mixed-sector tertiary education institutions via three major research questions:

- ✧ What vocational education and training do the public single-sector universities offer? Why and how?
- ✧ What do mixed-sector private providers look like, what is the nature of their provision and what impact is this having on the VET–higher education sectoral divide?
- ✧ What are the general conclusions about the impact of mixed-sector provision on the sectoral divide in tertiary education, and what are the consequences for policy, institutions, teachers and students?

This paper has touched on a number of issues which, along with the implications outlined below, will be further explored as part of the research. The researchers welcome comments on these or other issues you may wish to raise to help inform the research.

Student transfer

One of the more important implications of the blurring of boundaries between vocational and higher education is the opportunity it gives for students to transfer between the sectors. Charles Sturt University, for example, admits a relatively high 22% of its baccalaureate students on the basis of a vocational education qualification, which is much higher than the university average of 9% and is higher than even some dual-sector universities report. Cross-sector TAFE institutes admit 19% of their bachelor students on the basis of a vocational education qualification. Yet other mixed-sector tertiary education institutions have relatively modest rates of student transfer between the sectors (table 5).

Table 5 Proportion of domestic students commencing a bachelor program who were admitted on the basis of a vocational education qualification, 2008

Type of college	%
Private creative arts colleges	5
Private religious colleges	4
Private business colleges	4
Private health colleges	0
Other private colleges	1
All private colleges	3
All TAFE institutes	19

Source: Moodie (submitted for publication).

Is student transfer between the sectors an important advantage of mixed-sector institutions, in which case are there some arrangements which might encourage student transfer more than others?

Sectoral experience

The higher education in TAFE project found that higher education students and staff identified themselves as higher education students and staff, but that their location in an institution not widely recognised for higher education caused some ambivalence in their identification with their institution and their representation of themselves to friends. The project also found that higher education students and staff in some TAFE institutes were not yet part of a higher education community of scholars and that this affected students' education and teachers' scholarship. The Australian Universities Quality Agency (2010) has reported similar findings. The project also found that some higher education teachers in TAFE did not have the time, resources or other support to engage in scholarship, as is expected of most higher education teachers. The project should investigate whether these findings are common to other mixed-sector institutions.

Just as higher education programs may be weak and their students and staff isolated when they are a small part of an institution that offers mainly vocational education, so vocational education programs may be weak and their students and staff isolated when they are a small part of an institution that offers mainly higher education. Vocational education seems to be a very small part of some cross-sector universities' activities, which raises several issues:

- ✧ whether the management of universities understands vocational education sufficiently to give it the appropriate support and recognise its difference from higher education
- ✧ whether vocational education students and staff have enough opportunities to collaborate with other vocational education students and staff
- ✧ whether vocational education teachers have enough industry experience and maintain their industry currency and networks with other vocational teachers
- ✧ whether vocational education students gain enough experience in the workplace.

Long-term developments

The higher education in TAFE project questioned whether mixed-sector provision was stable or whether it might be a transition to other older institutional forms. Similar questions arise with other mixed-sector institutions, with several aspiring to become universities. Corresponding questions arise for universities: whether they envisage their vocational education provision remaining a modest and relatively discrete part of their activities or expanding to become more like dual-sector universities.

The Victorian Government is introducing student entitlements for vocational education which are broadly similar to higher education student entitlements; the South Australian Government's consultation paper *Skills for all: productivity and participation through skills* raises the possibility of vocational education student entitlements in South Australia, and the Australian Government is offering to support vocational education student entitlements in all jurisdictions in its policy released with its 2010–11 budget, *National entitlement to a quality training place*.

Might the extension of student entitlements to vocational and higher education encourage more higher education institutions to offer vocational education programs either to broaden their role or to increase their recruitment of students to bachelor programs?

The separate quality assurance and reporting arrangements for vocational and higher education frustrate higher education institutions as much as vocational institutions. The establishment of the national VET Regulator and combined quality assurance for vocational and higher education in the Tertiary Education Quality and Standards Agency after 2012 holds the prospect of harmonising quality assurance for vocational and higher education. Yet, presumably there need to be some differences in quality assurance to reflect the different natures of vocational and higher education. Mixed-sector institutions potentially have a valuable role in advising the Tertiary Education Quality

and Standards Agency and governments on how quality assurance for the two sectors may be appropriately streamlined and where they should remain different.

Conclusion

This issues paper has presented an initial account of Australian mixed-sector tertiary education institutions, or at least of cross-sector institutions. The account separated institutions which are authorised to accredit their higher education programs, most of which are large public universities, from other tertiary education institutions, most of which are smaller private, for-profit providers.

- ✧ Is it useful to separate self-accrediting mixed-sector tertiary education institutions and other mixed-sector tertiary education institutions:
 - ◆ for the purposes of analysis
 - ◆ for the purposes of government policy, regulation and/or financing?

The description of self-accrediting cross-sector tertiary education institutions posited four reasons for institutions to offer both vocational and higher education: historical legacy, amalgamation, vertical integration and role broadening.

- ✧ Is it useful to distinguish the reasons for institutions offering both vocational and higher education:
 - ◆ in non-self-accrediting as well as self-accrediting mixed-sector tertiary education institutions
 - ◆ because it affects educational provision?

The paper analysed other cross-sector tertiary education institutions into groups: creative arts colleges, health colleges, management colleges, religious colleges, TAFE institutes and other colleges. This categorisation mixes disciplinary orientation (creative, arts, health, management), purpose (religion) and ownership (TAFE institutes).

- ✧ Is it useful to categorise mixed-sector tertiary education institutions into the four groups used in the discussion paper or would other groupings be more appropriate?

The discussion paper argued that the education sectors are artefacts of government ownership, management, regulation and funding.

- ✧ How relevant will the sectoral designations be if:
 - ◆ the distinctions between the sectors continue to blur
 - ◆ Australian governments continue to allocate public support for teaching by mechanisms that do not distinguish between types of institutions?

From an initial review the discussion paper observed that cross-sector tertiary educational institutions seem to have a variety of organisational forms or internal organisational structures.

- ✧ To what extent is mixed-sector provision affected by:
 - ◆ the extent to which the smaller sector is integrated with an institution's organisational structure
 - ◆ the level of the organisation at which vocational and higher education are integrated
 - ◆ the level of autonomy granted to organisational units?

The project should consider the implications of mixed-sector provision for students, staff and the future of institutions.

- ✧ What are the implications of mixed-sector provisions for:
 - ◆ students' experience
 - ◆ staff experience and expertise
 - ◆ institutions' futures?

Finally, a difficulty throughout the discussion paper was in getting accurate (higher education) or any (vocational education) data on cross-sector institutions' provision of vocational and higher education.

✧ How might accurate data on cross-sectoral tertiary education institutions' provision be obtained?

Comments invited

Comments on these and other issues relevant to the discussion paper are invited and may be sent to:

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Appendix

Table A1 All tertiary education institutions accredited to offer both vocational and higher education, 2010

Institution	State
<i>Self-accrediting tertiary education institutions</i>	
Australian Catholic University	Victoria
Batchelor Institute of Indigenous Tertiary Education	NT
Charles Darwin University	NT
Charles Sturt University	NSW
Curtin University of Technology	WA
Deakin University	Victoria
Edith Cowan University	WA
Griffith University	Queensland
James Cook University	Queensland
La Trobe University	Victoria
Monash University	Victoria
Royal Melbourne Institute of Technology	Victoria
Swinburne University of Technology	Victoria
University of Adelaide	SA
University of Ballarat	Victoria
University of Canberra	ACT
University of New England	NSW
University of Notre Dame, Australia	WA
University of Queensland	QLD
University of Tasmania	Tasmania
Victoria University	Victoria
University of Western Sydney	NSW
University of Wollongong	NSW
<i>Other tertiary education institutions</i>	
Academy of Information Technology Pty Ltd	NSW
Adelaide College of Divinity Inc	SA
Alphacrucis College Ltd	NSW
Australian College of Natural Medicine Pty Ltd (Endeavour College of Natural health)	Queensland
Australian College of Applied Psychology	NSW
Australian Guild of Music Education Inc	Victoria
Australian Institute of Business Administration Pty Ltd	SA
Australian Institute of Management South Australian Division Inc (AIM SA)	SA
Australian Institute of Management NSW & ACT Training Centre Ltd registered in NSW	NSW
Australian Institute of Management QLD & NT	Queensland
Australian Institute of Music Ltd	NSW
Australian Institute of Professional Counsellors Pty Ltd	Queensland
Avondale College Ltd	NSW
Blue Mountains International Hotel Management School Pty Ltd	NSW
Box Hill Institute of Technical and Further Education	Victoria

Institution	State
Cambridge International College	Victoria
Canberra Institute of Technology	ACT
Canning College	WA
Carrick Higher Education Pty Ltd	Victoria
Cengage Education Pty Ltd	NSW
Challenger Institute of Technology	WA
Chifley School of Business	Victoria
Chisholm institute of TAFE	Victoria
College of Nursing	NSW
Community Arts Network	SA
Entrepreneurship Institute Australia	SA
Eynesbury Institute of Business and Technology	SA
Gibran Graduate School of Business Pty Ltd	SA
Gordon Institute of TAFE	Victoria
Group Colleges Australia Pty Ltd (Universal International College)	NSW
Harvest Bible College Inc	Victoria
Holmes Institute Pty Ltd	Victoria
Holmesglen Institute of TAFE	Victoria
International College of Hotel Management (ICHM Pty Ltd)	SA
International College of Management, Sydney Pty Ltd	NSW
ITC Education Ltd (Wollongong College Australia)	NSW
Jazzworx! Pty Ltd	Queensland
JMC Pty Ltd (The JMC Academy)	NSW
Kaplan Education Pty Ltd, Kaplan Professional	NSW
Le Cordon Bleu Australia	SA
Macleay College Pty Ltd	NSW
Melbourne Institute of Business & Technology Pty Ltd	Victoria
Melbourne Institute of Technology Pty Ltd	Victoria
Montessori World Educational Institute (Australia)	WA
National Institute of Dramatic Art (NIDA)	NSW
Nature Care College Pty Ltd	NSW
Navitas College of Public Safety	Victoria
Northern Melbourne Institute of TAFE	Victoria
Oceania Polytechnic Institute of Education Pty Ltd	Victoria
Paramount College of Natural Medicine (Trading as ParaPharm Pty Ltd)	WA
Perth Institute of Business and Technology Pty Ltd	WA
Phoenix Institute of Victoria Pty Ltd	Victoria
Polytechnic West	WA
QANTM Pty Ltd	Queensland
Queensland Institute of Business & Technology Pty Ltd	Queensland
Raffles College Pty Ltd (Raffles College of Design and Commerce)	NSW
SAE Investments (Aust) Pty Ltd (SAE Institute)	NSW
Sarina Russo Schools Australia Pty Ltd	Queensland
South Australian Institute of Business & Technology Pty Ltd	SA
Southbank Institute of Technology	Queensland
Southern School of Natural Therapies Ltd	Victoria
Stott's Colleges Pty Ltd	Victoria
Sydney Institute of Business & Technology Pty Ltd	NSW
Tabor College (NSW) Ltd	NSW
Tabor College (Victoria) Inc	Victoria
Tabor College Inc (Tabor College Adelaide)	SA
Tabor College Inc (WA)	WA

Institution	State
TAFE SA	SA
Technical and Further Education Commission (trading as TAFE NSW Higher Education)	NSW
Think: Colleges Pty Ltd (Billy Blue College of Design)	NSW
Vose Seminary (Baptist Union of WA)	WA
Whitehouse Institute Pty Ltd	NSW
William Angliss Institute of TAFE	Victoria

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