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CABINET DECISION

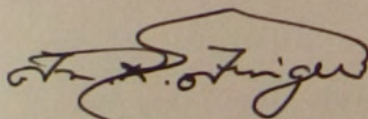
NO. 1370

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Submission No.: 1165

Title: UNIVERSITY OF THE NORTHERN TERRITORY -  
WALKER REPORT.

Cabinet approved the release of the Walker Report with  
no formal expression of Government opinion.



(M.R. FINGER),  
Secretary to Cabinet.  
5 November, 1980.

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FOR CABINET

SUBMISSION No: ..... 1165

<p>Title:</p>	<p>University of the Northern Territory - Walker Report</p>
<p>Minister</p>	<p>The Hon J M Robertson MLA</p>
<p>Purpose:</p>	<p>Cabinet approval to release the Walker Report for public information with no formal expression of Government opinion.</p>
<p>Relation to existing policy:</p>	<p>Consequent upon Cabinet Decision No 1117 (of 26 March) approving in principle the establishment of a university within the NT system.</p>
<p>Timing/ legislative priority:</p>	<p>Decision needed to allow planning to proceed. Legislation not anticipated before early 1981.</p>
<p>Announcement of decision, tabling, etc:</p>	<p>Announcement to be made by Ministerial press release (draft attached).</p>
<p>Action required before announcement:</p>	<p>Not applicable</p>
<p>Staffing implications, numbers and costs, etc:</p>	<p>Nil</p>
<p>Total cost:</p>	<p>Nil</p>



1. THE ISSUE

Cabinet approval to have the Walker Report on the establishment and governance of a university in the Northern Territory released for public information with no formal expression of Government opinion.

2. BACKGROUND

- (a) Cabinet Decision No 1117 (of 26 March) endorsed the establishment of a university in the Northern Territory.
- (b) Professor W G Walker, Principal and Chief Executive of the Australian Administrative Staff College, was employed as a consultant to advise on the feasibility of developing in the Northern Territory a tertiary education system similar to that of Alaska.
- (c) Professor Walker has presented his final report (copy attached) to the Chief Minister.

3. CONSIDERATION OF THE ISSUES

There has been considerable publicity and speculation on the possible recommendations of the Walker Report. Several interested parties have asked when the report is to be released.

4. OPTIONS

The options are:

- (a) to release the report without comment
- (b) to release the report with some formal expression of Government opinion.

The recommended option is (a) which will not restrict the Government in any way but will give interested parties an opportunity to comment on the recommendations.

5. PUBLIC IMPACT OF THE RECOMMENDED COURSE OF ACTION  
Release of the Walker Report will put an end to speculation about its contents. If the Report is released without comment, interested parties will see that they have an opportunity to comment on any or all of its recommendations.
6. FINANCIAL CONSIDERATIONS  
Nil.
7. EMPLOYMENT CONSIDERATIONS  
Nil.
8. CO-ORDINATION AND CONSULTATION  
The Final Walker Report has not been distributed to other Government Departments.
9. PUBLICITY  
A Ministerial announcement could be made as a press release following the Cabinet decision. A draft press release is attached.
10. RECOMMENDATION  
It is recommended that Cabinet approve the release of the Walker Report with no formal expression of Government opinion.

*Jim Robertson 17/10/80*



DRAFT PRESS RELEASE

WALKER REPORT

The Minister for Education, Mr J M Robertson, announced today that Cabinet had decided to release the Walker Report for public information.

Following the Cabinet decision in March to endorse the proposal to establish a university in the Northern Territory, Professor W G Walker, Principal and Chief Executive of the Australian Administrative Staff College, was employed as a consultant to advise on the structure and governance of the proposed university. Professor Walker was asked to give special consideration to the feasibility of adopting a structure similar to that of the University of Alaska wherein both the co-ordination and conduct of all post-school state education is the responsibility of the governing body of the university.

Professor Walker presented an Interim Report in July and a Final Report in September. The reports cover such matters as structure, governance, staffing, external studies, areas for research, residential accommodation, developments in provincial centres.

**CONFIDENTIAL**

FINAL REPORT TO THE CHIEF MINISTER

ON THE ESTABLISHMENT OF A

UNIVERSITY IN THE

NORTHERN TERRITORY

(TO BE READ IN CONJUNCTION WITH  
INTERIM REPORT OF 16 JULY 1980)

W.G. Walker  
The Australian Administrative Staff College  
26 September 1980





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F.Inst.D., F.A.I.M.

WGW:MY

26 September 1980

Mr Paul Everingham  
Chief Minister  
DARWIN, N.T. 5790

My dear Chief Minister

Attached is my final report on the proposed model for, and governance of, a University of the Northern Territory.

My original intention was to present you with an extremely comprehensive final report covering a range of minor, as well as major, issues which might prove of significance for the proposed model. I believe that that intention has now been overtaken by events. The appointment of a Planning Vice Chancellor, the establishment of a Planning Unit, the consultation with four Vice Chancellors and the tabling of a University Bill in parliament have illustrated the dynamic thrust of your administration in relation to the major proposals made in my letter of 22 May 1980 and in my Interim Report submitted on 16 July 1980.

Progress has been so rapid with regard to these moves that the devotion of too much time and effort to minor matters would almost certainly prove counter-productive: the living organisation envisaged under your current legislative proposals will need to be flexible enough to find ways of adjusting quickly in the light of local, national and perhaps international pressures.

This final report, therefore, merely summarises the major proposals presented earlier before making a number of subsequent major recommendations regarding the proposed university structure. Recommendations are made regarding the functions and governance of the Community Colleges, residential accommodation, specific areas for research, the aboriginal population, developments in provincial centres and external studies.

It would be remiss of me not to acknowledge the remarkable level of support and encouragement I have received from all Territorians associated with this enquiry. In particular, the thoughtfulness and courtesy extended by Mr J. Flint, Principal of the Darwin Community College, is gratefully acknowledged.

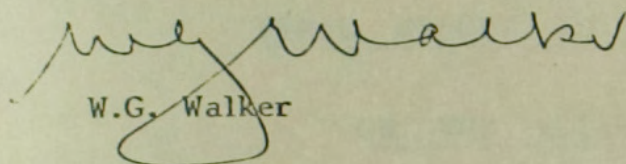


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While my immediate responsibility to advise you closes with this report I shall be pleased to assist further at any time should you wish to approach me.

Might I conclude with the wish that you persist with the development of a structure which is best suited to the unique human and geographical characteristics of the Territory? I was extremely impressed with the enthusiasm, energy and pioneering spirit of the persons whom I interviewed in the Territory and I have no doubt as to their capacity to support and encourage a foundation which they see as related specifically to their needs.

Yours sincerely

A handwritten signature in cursive script, appearing to read 'W.G. Walker'. The signature is written in dark ink and is positioned above the typed name.

W.G. Walker

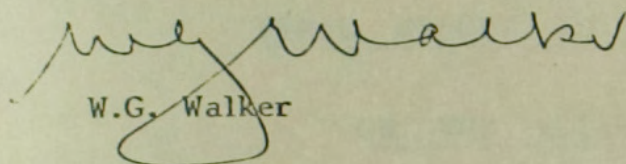


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(TO BE READ IN CONJUNCTION WITH  
INTERIM REPORT OF 16 JULY 1980)

W.G. Walker  
The Australian Administrative Staff College  
26 September 1980



## CHAPTER 1

### LETTER TO THE CHIEF MINISTER

1.1 Since your announcement in April 1980 that you endorsed in principle the establishment of a university in the Northern Territory in 1982 you have taken a number of significant steps towards that goal. These have included the appointment of a Planning Vice Chancellor, the establishment of a Northern Territory University Planning Unit, the drafting of a University Bill and the carrying on of informal consultations with the Vice Chancellors of four Australian universities.

1.2 Some time before taking the above steps you commissioned me to prepare a brief on the administrative form which the University might take. After consulting widely among the residents of Darwin, Alice Springs and Katherine at both formal and informal levels I submitted an Interim Report to you on 16 July 1980.

1.3 I do not consider it necessary to repeat the mass of recommendations which appeared in that Report. However it is appropriate to remind you of certain key recommendations with regard to structure. These were:

- (a) That the University of the Northern Territory should in the first instance consist of a combination of three institutions: the Darwin Community College, the Community College of Central Australia and the Northern Territory University College.
- (b) The three institutions should be governed by a Senate with membership and powers like those of university senates elsewhere but with additional powers not unlike those of a state co-ordinating committee of higher education.



(c) The Northern Territory University College should be based initially on the C.A.E.-level offerings of the Darwin Community College together with additional activities including research and service functions.

1.4 The effect of the above recommendations would be to establish in the Territory a higher education system not unlike that of the U.S. State of Alaska, with some obvious adjustments to procedures and nomenclature in order to meet the demands of Australian academic and vocational traditions.

1.5 The acceptance of this model would break new ground in Australia in fusing university level and TAFE level work into "a single ladder" system well suited to the unique geographical and racial make-up of the Territory. This would call for an unusually high degree of understanding and co-operation not only within the University itself but within the relevant Australian and state government bureaucracies.

1.6 The scheme implies the development of an acceptable method of monitoring the academic and professional standards of the courses taught in the University College. This might be achieved through a relationship with a consortium of universities or with a single university, but it must be achieved if the University College is to have standing in the national and international scholarly communities.

1.7 It is unnecessary to repeat the detailed comments made on the above and other recommendations in the Interim Report. Thus the Interim Report should always be read in tandem with this Final Report.

1.8 This Final Report is concerned with a number of issues arising from the above recommendations: the special role of the community colleges, research thrusts, residential requirements, aboriginal programs, developments in provincial centres and external studies.



1.9 Most Territorians interviewed in the course of the enquiry expressed strong interest in a University structure specifically designed to cater for the special problems of the Territory. While it is always necessary in planning a university to take into account the mores and traditions of the national and international academic community, it would be unfortunate if such mores and traditions were allowed to interfere unduly with the development of an integrated institution best suited to the Territory's unique needs.

W.G. Walker



## CHAPTER 2

### THE COMMUNITY COLLEGES

2.1 The existing Community Colleges at Darwin and Alice Springs are at present chiefly TAFE institutions, though Darwin enrolls some hundreds of students who are in C.A.E. level programs. It is probable that any further colleges established, for example an agricultural institution at Katherine, would also be at TAFE level.

2.2 There was a high degree of acceptance of the Community Colleges among those who expressed views in support of the development of a University of the Northern Territory. The work of the Darwin Community College and the leadership given to it by the Foundation Principal, Mr J. Flint, was widely acknowledged.

2.3 It is crucial for the development of the Territory that the two Community Colleges retain their technical and applied thrust. It would be unfortunate if they were allowed to develop into chiefly academic institutions as pale shadows of the University College. Clearly the Territory will have a need for skilled tradesmen in a vast range of fields for many years to come.

2.4 At the same time there is no avoiding the fact that the Colleges would be neglecting their responsibility to the community if they did not provide services required by that community. Thus, the Community College of Central Australia will certainly be called upon sooner or later to provide some university level courses for residents of Alice Springs, while both Colleges can anticipate a demand for at least some of their courses to serve as entry qualifications to the University College.

2.5 Traditionally the best U.S. community colleges have served a number of functions, including:



1. Initial trade and vocational training.
2. Refreshment or recurrent vocational and trade training.
3. Adult education courses.
4. University entrance qualifications.
5. Tertiary level courses accredited by adjoining universities.

2.6 Thus, in a typical college a student who left school without university matriculation can undertake a variety of courses which are recognised as giving university entrance. On the other hand one who has achieved matriculation status at high school can enrol in a restricted range of first or even second year level university courses offered within the college. Another person, whether university qualified or not, can enrol in a wide range of adult education or vocational courses.

2.7 It seems that, where appropriate, all or some of the above thrusts could be offered by the Territory's existing and future Community Colleges, depending upon their respective geographical situation and community's needs. Most of the existing Australian models of "community colleges" do not seem appropriate for the needs of the Territory. It is recommended that a careful study be made of the approach taken by the Community Colleges in Alaska, and perhaps Hawaii and California, before firm patterns and structures are decided upon by the interim Senate.

2.8 This report does not seek to close off options available to the Territory's Community Colleges. However, it does firmly recommend the transfer of all existing C.A.E. level courses to the University College. This includes "fine arts" courses taught



towards the UG2 Diploma in that area in the Darwin Community College. These courses, enriched at a later date by departments of music or ethnomusicology, drama and dance, would constitute a firm base for a Faculty of Performing Arts - a Faculty well suited to the multicultural ethos of the Territory and especially to its Aboriginal tradition.

2.9 It will of course be essential for the interim Senate to ensure the continuation of the trades-vocational tradition already so well developed in the Colleges. Success in doing so will largely depend upon:

- (a) Close contact with the workforce,
- (b) Close relationships with TAFE, and
- (c) Close links with the Apprenticeship Commissioner.

2.10 With regard to (a) it is important that the Councils of the Community Colleges have significant representation from industry, commerce and unions as well as from government and academe.

2.11 With respect to (b) it is important to notice that the overall co-ordination of TAFE activities is the responsibility of an Education Department officer, the Director of Technical and Further Education. Clearly, some *modus vivendi* will need to be worked out to accommodate this relationship. In view of the very large component of TAFE within the University of the Northern Territory it would seem appropriate for the Director of TAFE to be ex officio or by government nomination a member of the Council of the University.

2.12 With respect to (c), because of the considerable role played by the Community Colleges in the training of apprentices it is essential that good liaison exist with the Apprenticeship



Commissioner. A possible link might be his membership ex officio on the Councils of each of the Community Colleges. The whole question of apprenticeship is undergoing scrutiny in Australia at present, some interested bodies and persons recommending its abolition or at least the development of a parallel mode of self-enrolment for a trade through attendance full time or part time at a technical college or trade school. Irrespective of the direction taken by the Territory in the future the advice of the Commissioner would be of considerable importance.

2.13 A nettle which must be grasped before the University College is established is the question of the transfer of Darwin Community College staff to the University College. At present several staff teach in both the C.A.E. and TAFE sectors and special provisions are made for adjusting the salary and conditions which apply to each sector.

2.14 It is desirable that as soon as possible every staff member be clearly designated as "TAFE" or "University" level and that provisions be laid down to cover the payment of those who, for a period, might be required to teach outside their "home" sector. (It is to be hoped that in the long run the distinction in salary scales as "University" and "TAFE" will be abandoned. This is not possible at present because of Federal Government funding policies.)

2.15 In general it is desirable that all permanent academic staff who are at present designated C.A.E. level should be designated University level as from the date of establishment of the University College. The steps taken by some Australian states in the past to "pick the eyes out" of staffs in order to staff a college or university emerging from an existing institution have produced aggressions and tensions which have scarred the new institutions in the most sensitive years of their development.



2.16 Fixed term appointees might appropriately continue at their existing salary levels until the completion of their contracts. The status of each temporary and part-time staff member will have to be looked at individually.

2.17 On transferring to the University College, staff should in general retain their current titles of Lecturer, Senior Lecturer or Principal Lecturer. Under no circumstances, until the Senate has determined a policy on the matter, should any transferred staff members be granted the title Professor or Associate Professor.

2.18 It would be a good move, when the date of the proposed establishment of a University College is known, for the interim Senate to establish a small committee including the Principal of the Darwin Community College, a representative of the "C.A.E." staff of that institution and an experienced university professor to make recommendations and, if necessary, hear appeals on this matter.

2.19 It can confidently be expected that new "outside" appointments to the University staff will gradually influence, should this be necessary, C.A.E. staff towards the University College ethos. Observation of the Darwin Community College "C.A.E." staff suggests that the adoption of such an ethos would not be a difficult process.

2.20 It is recommended that special attention be paid to recognising the work of the Principal of the Darwin Community College, Mr J. Flint, who has played a major role in establishing and nurturing a College which has now won national acclaim.



## CHAPTER 3

### EXTERNAL STUDIES

3.1 Without a doubt one of the most significant innovations in Australian higher education has been the development of External Studies. The early offerings of the University of Queensland were further developed by the now massive programs of the University of New England and the growing range of courses of Deakin University. In addition, numerous Colleges of Advanced Education have become involved in external teaching.

3.2 Much of the appeal of such courses is to those who are isolated in one way or another, whether geographically, physically or through family commitments.

3.3 There is already a considerable interest in external studies among residents of the Territory, and this is especially true of the teaching community. In the course of discussions in one centre alone I heard of external students enrolled with the Universities of Queensland and New England and with C.A.E.'s in Rockhampton, Warrnambool, Churchill and Adelaide.

3.4 It goes without saying that the proposed University of the Northern Territory will have a considerable interest in this mode of teaching, both with regard to meeting the needs of Territorians and in rationalising its own range of courses.

3.5 Although the Darwin Community College has already had some experience of such teaching it would seem a desirable step to arrange a meeting of the Heads of the Departments of External Studies in a number of institutions in order to (a) ascertain what "fat", if any, exists in the systems of the institutions and (b) help the University plan its own long term system.

3.6 With regard to (a) it seems that some universities and colleges might be prepared to provide places for University of the Northern Territory students at an early date -- at least



until the new University has devised its own courses. Institutions which come to mind immediately are Deakin University and, especially in the difficult and expensive area of science teaching, Macquarie University.

3.7 With regard to (b) it will be necessary for the University to decide upon a model for its own external studies enterprise. Will it wish to adopt the Queensland, New England or Deakin system, or will it attempt to devise a scheme of its own? Is there a means of drawing on the capacities of other institutions so that a special Northern Territory scheme need not be developed?

3.8 While I recommend that the University move as soon as possible to establish its own independent scheme, it would be foolish and uneconomical not to make "bridging" use of appropriate offerings from elsewhere, especially if students can be accepted as early as 1982. For this reason I recommend the sampling of available offerings by the Planning Vice Chancellor at an early date.



## CHAPTER 4

### SPECIFIC AREAS FOR RESEARCH

4.1 Many persons interviewed were clearly aware of the university's traditional role as a research institution, and several had a long list of research areas which were regarded as appropriate for a Northern Territory University. The areas covered virtually the whole range of human endeavour, including accounting, banking, forestry, agriculture, anthropology, law, solar energy, geophysics and tourism.

4.2 There were, however, three areas which were repeatedly cited as being especially appropriate for research in a Northern Territory University. These were:

- Aboriginal Studies, which included anthropology, sociology, psychology, economics, art, music and linguistics.
- Natural Resources Studies, which included tropical and arid zone agriculture, minerology, wind, solar and tidal energy, hydrology, botany and zoology.
- South East Asian Studies, which included comparative studies of virtually every aspect of the history, economics, politics, religion and culture of the 250,000,000 people living in the region.

4.3 All three of these appear to be of special significance to the Territory, a considerable amount of largely unco-ordinated work having already been carried out with respect to the first and second areas. In the case of the first, the Darwin Community College, several Australian and overseas universities and research organisations and a number of government departments have been active for many years. This is also true of the second area, with the notable addition of the work of the C.S.I.R.O.



4.4 in view of the very great interest shown in these areas there is clearly a case for the encouragement of some co-ordination of effort and special purpose funding. This is not to say that there should be deliberate attempts to bureaucratise relevant activities. It is to say, however, that as far as possible senior researchers should be encouraged to work closely together when appropriate. Thus, it would seem sensible to establish C.S.I.R.O. laboratories, agencies such as the Australian National University Research Unit and perhaps certain State agencies on the University College site.

4.5 It is recommended that the interim Senate take steps to bring together, for discussions regarding the co-ordination and funding of research, all persons and agencies in the Territory who are already active or are likely to be active in the two specific areas of Aboriginal Studies and National Resources Studies.

4.6 South East Asian Studies, however, should be approached with caution. The question of the nature, range and depth of South East Asian Studies which might be undertaken calls for careful consideration. Some contributors suggested that a high level research institute could examine aspects of South East Asian culture; others felt that a special effort should be made to attract South East Asian students to study traditional university subjects in Darwin rather than in the southern universities. Others again envisaged the establishment of something like the U.S.-government funded East-West Centre which is closely associated with the University of Hawaii.

4.7 All of these suggestions are useful ones but all have sensitive academic and political overtones. It would indeed be unfortunate if Australia's northern-most university, one situated on the very doorstep of Asia, did not develop a particular interest in its neighbours. Yet, the question of how this interest is to be developed is crucial. It is recommended that the interim Senate carry out a detailed enquiry into this area of proposed specialisation. It would be wise to investigate the demand for South East Asian Studies in other Australian



universities, to check on the Australian Government's policy towards the encouragement of enrolments from overseas and to test with foundations, governments and others the depth of the water regarding the establishment of an East-West Centre-type institution. Such enquiries are likely to sharpen thinking on the issue and to produce a more clearly defined area of interest for the University.

4.8 The establishment of research centres will in the long run produce a demand for some form of decentralisation. Thus, Alice Springs might argue that it is well placed for the siting of an Aboriginal Studies centre of excellence and Katherine for an agricultural research station. Such developments should be seen as distinctly long term: in the first instance it is essential to develop a cohesive core of scholars on a central site where they can interact with undergraduate as well as postgraduate students. On the other hand the Senate should be encouraged to be on the lookout for appropriate research sites. Obviously, Alice Springs cannot be a suitable site for research in tropical agriculture but can be an excellent site for studies in aboriginal culture. It is essential, therefore, that the University move slowly rather than quickly in finding permanent homes for its chief research centres, should it decide to sponsor them.

4.9 Another question which will inevitably occur to the Senate is that of whether it should support relevant research through grants to competent persons in its teaching departments or through the establishment of the special research units referred to here and designed expressly to attract both scholars and postgraduate students of world class. It might well be that action in both directions is called for: while competent teaching staff in departments need encouragement to conduct research, there can be little doubt as to the great appeal which all three areas, if generously financed, would have to distinguished researchers from other parts of Australia and beyond.



4.10 Because research is so fundamental to the ethos of a university it would be a desirable move for the Senate to ask the Vice Chancellor to set up a research policy committee as soon as possible. This committee's responsibilities spread far beyond those special interest groups referred to above in connection with specific areas of research. In addition to the delineation of key areas which might provide bases for "Centres of Excellence" there are questions of interaction with undergraduate teaching, university policy on funding individuals and groups — and, in the early stages at least, questions of how best to approach such Commonwealth bodies as the Australian Research Grants Committee. Research is an expensive, sometimes politically sensitive and usually time-consuming enterprise. It is essential that the University looks before it leaps in this area.



## CHAPTER 5

### RESIDENTIAL ACCOMMODATION

5.1 It is obvious that in a large territory with a scattered population generous provision must be made for appropriate low-cost residential accommodation for tertiary level students. The lack of such accommodation virtually guarantees a lack of equality of opportunity for those who do not live within daily travelling distance of a college. That this is so was recognised by the provision of 72 semi-self-contained units at the Darwin Community College from its inception. Unfortunately, all were severely damaged in the cyclone and had to be demolished.

5.2 The experience of such institutions as the Mitchell College of Advanced Education in Bathurst and the University of New England in Armidale is that adequate residential accommodation is crucial not only for the development of a reasonable sized student body but also for the growth of a proper academic ethos.

5.3 While in recent years the demand for residential places by undergraduates in many Australian colleges has declined due largely to the increasing availability of privately-built houses and flats, a strong demand for college-provided beds remains. There can be no doubt that in rapidly growing and accommodation-hungry centres like Darwin and Alice Springs there will be a demand for college-provided residential accommodation for many years to come.

5.4 It is recommended that in the case of all three Colleges priority be given to the erection of student residences. The arguments presented by the Darwin Community College in its "Capital Grants Submission" to the Tertiary Education Commission (March 1980) will no doubt apply equally to all three institutions.



5.5 In the case of at least the University College (and elsewhere if financially feasible) special efforts should be made to provide residential accommodation of such a standard that it could be used during College vacations for senior conference purposes. Darwin's key position in the South East Asian region suggests that it will develop rapidly as a convention venue given the availability of good accommodation. With this in mind all rooms should be provided with hot and cold water and at least one wing should, if possible, provide private bathrooms or bathrooms shared by two rooms only.

5.6 Early provision should be made at the University College for small flats to provide accommodation for mature age and graduate students. Some designs of college residences (e.g. from Educational Facilities Laboratories, Stanford) permit the ready conversion of single student residences to married accommodation and vice versa. Because of the difficulty of predicting accurately the nature of the future demand for both student and visitor housing it is recommended that buildings of maximum flexibility be planned from the beginning.



## CHAPTER 6

### THE ABORIGINAL POPULATION

6.1 The Northern Territory in general and Darwin in particular are remarkable for their racial mix. This is widely recognised as contributing to the enrichment of Australia's culture and it can confidently be expected that the University will be sensitive to its responsibilities and advantages in this respect.

6.2 However, in the light of the experience of tertiary education in the Territory to date it does no harm to state that it would be unthinkable for the University of the Northern Territory not to pay particular regard to the needs and aspirations of the aboriginal communities. While it is to be hoped that aboriginal culture will find a place in the curricula of numerous departments, the University will need to take special steps to ensure that the aboriginal people are not merely subjects to be studied but are given every opportunity to become students in their own right.

6.3 Although the great bulk of courses of relevance and interest to the aboriginal population might initially be in the TAFE area, there must be recognition of the interest of some in enrolling direct at the University College level. It is recommended that special provision be made for scholarships, bridging courses, special entry routes and the like in order actively to encourage enrolment at both levels.

6.4 While this aspect of the University College's operation will not be without its problems there is a moral imperative which should spur the institution to special efforts in this direction. It is recommended that any visit to Alaska by a representative of the proposed University include a special study of the provision made in that state for the enrolment and counselling of the indigenous people at both university and college levels.



## CHAPTER 7

### DEVELOPMENTS IN PROVINCIAL CENTRES

7.1 The only provincial centre to which I was able to give special attention was Katherine. This centre has been interested for some time in the establishment of an agricultural college or a similar institution. Some years ago a civic group made an ambitious proposal for the establishment of such a college, but nothing came of the project. However, TAFE has established the Katherine Rural Education Centre in which six students (year ten-plus) are enrolled for a full-time Certificate course and numerous part-time students take part in special courses (e.g. horseshoeing) on properties in the region.

7.2 The Centre has available to it a hostel which will accommodate more than twenty students. The Centre has four staff members, one of whom is seconded to it from the Darwin Community College. At the time of my visit it appeared that the Centre was to move to the premises of the Katherine Experiment Farm.

7.3 The general opinion among those interviewed was that Katherine was an ideal site for a two year practically-oriented agricultural college along the lines of that established at Longreach in Queensland. During my brief stay in Katherine I was impressed by the enthusiasm and commonsense of those who sought to see me. I suggest that when the time is ripe for the establishment of an agricultural college in the Territory, serious consideration be given to Katherine's claims in this regard.

7.4 Unfortunately, I was unable to visit Tennant Creek, though I did receive useful and thoughtful information from three citizens who met me in Alice Springs. The suitability of Tennant Creek as the site for a future School of Mines was suggested but time did not permit a systematic discussion on this matter. Should a proposal for a School of Mines be presented



in the future the claims of Tennant Creek should be carefully considered.

7.5 No visit was made to Batchelor but it does seem from verbal evidence that the town provides an excellent site for certain aspects of aboriginal teacher training. Nor was a visit made to Nhulunbuy. Thus I am not in a position to make any recommendations regarding these centres.

7.6 In general it will suffice to say that in the event of a decision to site a college in one or more of the Territory's provincial centres in the future it will not be difficult to fit such a college into the structure of governance proposed in this report.



## CHAPTER 8

### PERSONS INTERVIEWED

8.1 A large number of citizens of the Territory gave freely of their time and expertise in presenting data and opinions on the proposed University. There were occasions when shortage of interviewing time must have given some citizens the feeling that they were being processed like sausages: nonetheless they were always courteous and helpful in the extreme.

8.2 Unfortunately the list of citizens interviewed is not complete. On several occasions dinners and receptions were arranged where distinguished members of the community were invited but no complete list of those attending was available. Perhaps as many as one half of all interviews were conducted in this way.

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8.4 Thanks are due to all who made arrangements for both formal and informal gatherings. These activities provided opportunities for sampling a very much wider range of opinion than would otherwise have been possible.

8.5 Particular thanks are due to three persons from Tennant Creek who went to a great deal of trouble to present their opinions in an all-too-brief meeting in Alice Springs and to the Acting Principal of the Community College of Central Australia, Mr H. Tinsley, who agreed to be interviewed while being prepared for surgery at the Alice Springs Hospital.



## CHAPTER 8

### PERSONS INTERVIEWED

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## ALICE SPRINGS

- Mr G. Cooper, Northern Territory Teachers' Federation  
Mr J. Ferguson, Northern Territory Council of Government Schools  
Organisation  
Mr G. Godden, School of the Air  
Mr M. Ivory, Department of Aboriginal Affairs  
Mr J. Pierce, Community College of Central Australia  
Mr J. Reeves, Lawyer  
Mr S. Saville, Department of Health; Councillor, Community  
College of Central Australia  
Ms B. Sims, Alice Springs Principals' Association  
Mr G. Smith, Mayor  
Dr V. Squires, Commonwealth Scientific and Industrial Research  
Organisation  
Mr H. Tinsley, Community College of Central Australia  
Mr J. Wolstencroft, Alice Springs Principals' Association  
Mr H. Weber, Community College of Central Australia  
Mr R. Woodward, Industries Training Commissioner

### Informal discussions

#### Evening reception:

Staff of Community College of  
Central Australia, and of various  
private and public social service  
agencies.

## DARWIN

- Mr C. Adams, Northern Territory Development Corporation  
Mr N. Campbell, Public Service Commissioner  
Mr M. Elliott, Master Builders' Association  
Mr J. Flint, Darwin Community College  
Ms J. Hills, Veterinary Surgeon  
Mr J. Hurrell, Northern Territory Council of Government Schools  
Organisation  
Mr N. Lynagh, Co-ordinator-General's Office



DARWIN (continued)

Bishop Mason, Church of England

Mr J. Pontifex, Northern Territory Council of Government Schools  
Organisation

Dr E. Stack, Mayor

Mr J. Suter, Darwin Community College

Rev. J. Taylor, Uniting Church

Formal group discussions

Departmental Heads, Department  
of Education

Ministers Fraternal

Secondary Principals

Darwin Community College Council

Darwin Community College Lecturing  
Staff

Northern Territory Professional  
Centre (see below)

Meetings attended

Royal Commonwealth Society

The Australian Administrative  
Staff College Association

Northern Territory Institute of  
Management

Informal discussions

Receptions for leading citizens,  
including business, professional  
and union community at homes  
of Dr J. Eedle and Mr J. Flint.

Professional Centre of the Northern Territory Inc.

Dr J.H. Eedle, Australian College of Education

Mr G.K. Lindsay, Institution of Surveyors, Australia

Mr R.G. Twigg, Australian Institute of Management

Mr G. Spring, Australian College of Education

Mr G. Everingham, Institution of Surveyors, Australia

Mr K. Lange, Institution of Engineers, Australia

Dr A. Comar, Royal Australian Planning Institute

Dr M. James, Postgraduate Medical Society of the Northern  
Territory and Darwin Private Medical Society

Mr B. Pascoe, Museums & Art Galleries of the Northern Territory



DARWIN (continued)

Professional Centre of the Northern Territory Inc. (cont'd)

- Ms H. Buchanan, Australian Physiotherapy Association  
Dr A. Westwater, The Dental Society of the Northern Territory  
Ms K. Biggs, Northern Territory Institute of Educational  
Administration  
Mr D. Moor, Royal Australian Institute of Architects  
Mr A. Stapledon, Royal Australian Institute of Architects

KATHERINE

- Ms C. Bader, Past President, Katherine High School Board  
Mr C. Cuff, Youth and Aboriginal Employment; COGSO  
Ms P. Davies, Mayor  
Mr M. Davis, Katherine Rural Education Centre  
Mr K. Duncan, Transport and Works Department  
Mr R. Everard, Clyde Fenton School Board; Minister of United  
Church  
Mr J.L. Macfarlane, MLA: Member for Elsey  
Ms V. Mitchell, Agricultural Economist, Department of Primary  
Industry; Commissioner, Australian Broadcasting  
Commission  
Mr N. O'may, Katherine High School Board  
Ms Riddell, Regional Co-ordinator, Darwin Community College

Informal discussions

Reception at home of Acting Education  
Officer for members of the  
educational community

TENNANT CREEK  
(Interviewed at Alice Springs)

- Mr A. Cameron, Education Department, Tennant Creek  
Ms J. Carpenter  
Ms M. Reveleigh



**CONFIDENTIAL**

FINAL REPORT TO THE CHIEF MINISTER  
ON THE ESTABLISHMENT OF A  
UNIVERSITY IN THE  
NORTHERN TERRITORY

(TO BE READ IN CONJUNCTION WITH  
INTERIM REPORT OF 16 JULY 1980)

W.G. Walker  
The Australian Administrative Staff College  
26 September 1980





THE AUSTRALIAN ADMINISTRATIVE STAFF COLLEGE

CHIEF EXECUTIVE AND PRINCIPAL

Emeritus Professor W. G. Walker,  
A.M., M.A.(Sydney), Ph.D.(Illinois), T.C.,  
F.A.C.E., F.C.C.E.A., Hon.F.I.E.A.(W.A.),  
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Telex AA36677

WGW:MY

26 September 1980

Mr Paul Everingham  
Chief Minister  
DARWIN, N.T. 5790

My dear Chief Minister

Attached is my final report on the proposed model for, and governance of, a University of the Northern Territory.

My original intention was to present you with an extremely comprehensive final report covering a range of minor, as well as major, issues which might prove of significance for the proposed model. I believe that that intention has now been overtaken by events. The appointment of a Planning Vice Chancellor, the establishment of a Planning Unit, the consultation with four Vice Chancellors and the tabling of a University Bill in parliament have illustrated the dynamic thrust of your administration in relation to the major proposals made in my letter of 22 May 1980 and in my Interim Report submitted on 16 July 1980.

Progress has been so rapid with regard to these moves that the devotion of too much time and effort to minor matters would almost certainly prove counter-productive: the living organisation envisaged under your current legislative proposals will need to be flexible enough to find ways of adjusting quickly in the light of local, national and perhaps international pressures.

This final report, therefore, merely summarises the major proposals presented earlier before making a number of subsequent major recommendations regarding the proposed university structure. Recommendations are made regarding the functions and governance of the Community Colleges, residential accommodation, specific areas for research, the aboriginal population, developments in provincial centres and external studies.

It would be remiss of me not to acknowledge the remarkable level of support and encouragement I have received from all Territorians associated with this enquiry. In particular, the thoughtfulness and courtesy extended by Mr J. Flint, Principal of the Darwin Community College, is gratefully acknowledged.

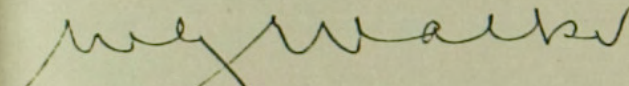


-2-

While my immediate responsibility to advise you closes with this report I shall be pleased to assist further at any time should you wish to approach me.

Might I conclude with the wish that you persist with the development of a structure which is best suited to the unique human and geographical characteristics of the Territory? I was extremely impressed with the enthusiasm, energy and pioneering spirit of the persons whom I interviewed in the Territory and I have no doubt as to their capacity to support and encourage a foundation which they see as related specifically to their needs.

Yours sincerely



W.G. Walker



~~CONFIDENTIAL~~

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26 September 1980



## CHAPTER 1

### LETTER TO THE CHIEF MINISTER

1.1 Since your announcement in April 1980 that you endorsed in principle the establishment of a university in the Northern Territory in 1982 you have taken a number of significant steps towards that goal. These have included the appointment of a Planning Vice Chancellor, the establishment of a Northern Territory University Planning Unit, the drafting of a University Bill and the carrying on of informal consultations with the Vice Chancellors of four Australian universities.

1.2 Some time before taking the above steps you commissioned me to prepare a brief on the administrative form which the University might take. After consulting widely among the residents of Darwin, Alice Springs and Katherine at both formal and informal levels I submitted an Interim Report to you on 16 July 1980.

1.3 I do not consider it necessary to repeat the mass of recommendations which appeared in that Report. However it is appropriate to remind you of certain key recommendations with regard to structure. These were:

- (a) That the University of the Northern Territory should in the first instance consist of a combination of three institutions: the Darwin Community College, the Community College of Central Australia and the Northern Territory University College.
- (b) The three institutions should be governed by a Senate with membership and powers like those of university senates elsewhere but with additional powers not unlike those of a state co-ordinating committee of higher education.



(c) The Northern Territory University College should be based initially on the C.A.E.-level offerings of the Darwin Community College together with additional activities including research and service functions.

1.4 The effect of the above recommendations would be to establish in the Territory a higher education system not unlike that of the U.S. State of Alaska, with some obvious adjustments to procedures and nomenclature in order to meet the demands of Australian academic and vocational traditions.

1.5 The acceptance of this model would break new ground in Australia in fusing university level and TAFE level work into "a single ladder" system well suited to the unique geographical and racial make-up of the Territory. This would call for an unusually high degree of understanding and co-operation not only within the University itself but within the relevant Australian and state government bureaucracies.

1.6 The scheme implies the development of an acceptable method of monitoring the academic and professional standards of the courses taught in the University College. This might be achieved through a relationship with a consortium of universities or with a single university, but it must be achieved if the University College is to have standing in the national and international scholarly communities.

1.7 It is unnecessary to repeat the detailed comments made on the above and other recommendations in the Interim Report. Thus the Interim Report should always be read in tandem with this Final Report.

1.8 This Final Report is concerned with a number of issues arising from the above recommendations: the special role of the community colleges, research thrusts, residential requirements, aboriginal programs, developments in provincial centres and external studies.



1.9 Most Territorians interviewed in the course of the enquiry expressed strong interest in a University structure specifically designed to cater for the special problems of the Territory. While it is always necessary in planning a university to take into account the mores and traditions of the national and international academic community, it would be unfortunate if such mores and traditions were allowed to interfere unduly with the development of an integrated institution best suited to the Territory's unique needs.

W.G. Walker



## CHAPTER 2

### THE COMMUNITY COLLEGES

2.1 The existing Community Colleges at Darwin and Alice Springs are at present chiefly TAFE institutions, though Darwin enrolls some hundreds of students who are in C.A.E. level programs. It is probable that any further colleges established, for example an agricultural institution at Katherine, would also be at TAFE level.

2.2 There was a high degree of acceptance of the Community Colleges among those who expressed views in support of the development of a University of the Northern Territory. The work of the Darwin Community College and the leadership given to it by the Foundation Principal, Mr J. Flint, was widely acknowledged.

2.3 It is crucial for the development of the Territory that the two Community Colleges retain their technical and applied thrust. It would be unfortunate if they were allowed to develop into chiefly academic institutions as pale shadows of the University College. Clearly the Territory will have a need for skilled tradesmen in a vast range of fields for many years to come.

2.4 At the same time there is no avoiding the fact that the Colleges would be neglecting their responsibility to the community if they did not provide services required by that community. Thus, the Community College of Central Australia will certainly be called upon sooner or later to provide some university level courses for residents of Alice Springs, while both Colleges can anticipate a demand for at least some of their courses to serve as entry qualifications to the University College.

2.5 Traditionally the best U.S. community colleges have served a number of functions, including:



1. Initial trade and vocational training.
2. Refreshment or recurrent vocational and trade training.
3. Adult education courses.
4. University entrance qualifications.
5. Tertiary level courses accredited by adjoining universities.

2.6 Thus, in a typical college a student who left school without university matriculation can undertake a variety of courses which are recognised as giving university entrance. On the other hand one who has achieved matriculation status at high school can enrol in a restricted range of first or even second year level university courses offered within the college. Another person, whether university qualified or not, can enrol in a wide range of adult education or vocational courses.

2.7 It seems that, where appropriate, all or some of the above thrusts could be offered by the Territory's existing and future Community Colleges, depending upon their respective geographical situation and community's needs. Most of the existing Australian models of "community colleges" do not seem appropriate for the needs of the Territory. It is recommended that a careful study be made of the approach taken by the Community Colleges in Alaska, and perhaps Hawaii and California, before firm patterns and structures are decided upon by the interim Senate.

2.8 This report does not seek to close off options available to the Territory's Community Colleges. However, it does firmly recommend the transfer of all existing C.A.E. level courses to the University College. This includes "fine arts" courses taught



towards the UG2 Diploma in that area in the Darwin Community College. These courses, enriched at a later date by departments of music or ethnomusicology, drama and dance, would constitute a firm base for a Faculty of Performing Arts - a Faculty well suited to the multicultural ethos of the Territory and especially to its Aboriginal tradition.

2.9 It will of course be essential for the interim Senate to ensure the continuation of the trades-vocational tradition already so well developed in the Colleges. Success in doing so will largely depend upon:

- (a) Close contact with the workface,
- (b) Close relationships with TAFE, and
- (c) Close links with the Apprenticeship Commissioner.

2.10 With regard to (a) it is important that the Councils of the Community Colleges have significant representation from industry, commerce and unions as well as from government and academe.

2.11 With respect to (b) it is important to notice that the overall co-ordination of TAFE activities is the responsibility of an Education Department officer, the Director of Technical and Further Education. Clearly, some modus vivendi will need to be worked out to accommodate this relationship. In view of the very large component of TAFE within the University of the Northern Territory it would seem appropriate for the Director of TAFE to be ex officio or by government nomination a member of the Council of the University.

2.12 With respect to (c), because of the considerable role played by the Community Colleges in the training of apprentices it is essential that good liaison exist with the Apprenticeship



Commissioner. A possible link might be his membership ex officio on the Councils of each of the Community Colleges. The whole question of apprenticeship is undergoing scrutiny in Australia at present, some interested bodies and persons recommending its abolition or at least the development of a parallel mode of self-enrolment for a trade through attendance full time or part time at a technical college or trade school. Irrespective of the direction taken by the Territory in the future the advice of the Commissioner would be of considerable importance.

2.13 A nettle which must be grasped before the University College is established is the question of the transfer of Darwin Community College staff to the University College. At present several staff teach in both the C.A.E. and TAFE sectors and special provisions are made for adjusting the salary and conditions which apply to each sector.

2.14 It is desirable that as soon as possible every staff member be clearly designated as "TAFE" or "University" level and that provisions be laid down to cover the payment of those who, for a period, might be required to teach outside their "home" sector. (It is to be hoped that in the long run the distinction in salary scales as "University" and "TAFE" will be abandoned. This is not possible at present because of Federal Government funding policies.)

2.15 In general it is desirable that all permanent academic staff who are at present designated C.A.E. level should be designated University level as from the date of establishment of the University College. The steps taken by some Australian states in the past to "pick the eyes out" of staffs in order to staff a college or university emerging from an existing institution have produced aggressions and tensions which have scarred the new institutions in the most sensitive years of their development.



2.16 Fixed term appointees might appropriately continue at their existing salary levels until the completion of their contracts. The status of each temporary and part-time staff member will have to be looked at individually.

2.17 On transferring to the University College, staff should in general retain their current titles of Lecturer, Senior Lecturer or Principal Lecturer. Under no circumstances, until the Senate has determined a policy on the matter, should any transferred staff members be granted the title Professor or Associate Professor.

2.18 It would be a good move, when the date of the proposed establishment of a University College is known, for the interim Senate to establish a small committee including the Principal of the Darwin Community College, a representative of the "C.A.E." staff of that institution and an experienced university professor to make recommendations and, if necessary, hear appeals on this matter.

2.19 It can confidently be expected that new "outside" appointments to the University staff will gradually influence, should this be necessary, C.A.E. staff towards the University College ethos. Observation of the Darwin Community College "C.A.E." staff suggests that the adoption of such an ethos would not be a difficult process.

2.20 It is recommended that special attention be paid to recognising the work of the Principal of the Darwin Community College, Mr J. Flint, who has played a major role in establishing and nurturing a College which has now won national acclaim.



## CHAPTER 3

### EXTERNAL STUDIES

3.1 Without a doubt one of the most significant innovations in Australian higher education has been the development of External Studies. The early offerings of the University of Queensland were further developed by the now massive programs of the University of New England and the growing range of courses of Deakin University. In addition, numerous Colleges of Advanced Education have become involved in external teaching.

3.2 Much of the appeal of such courses is to those who are isolated in one way or another, whether geographically, physically or through family commitments.

3.3 There is already a considerable interest in external studies among residents of the Territory, and this is especially true of the teaching community. In the course of discussions in one centre alone I heard of external students enrolled with the Universities of Queensland and New England and with C.A.E.'s in Rockhampton, Warrnambool, Churchill and Adelaide.

3.4 It goes without saying that the proposed University of the Northern Territory will have a considerable interest in this mode of teaching, both with regard to meeting the needs of Territorians and in rationalising its own range of courses.

3.5 Although the Darwin Community College has already had some experience of such teaching it would seem a desirable step to arrange a meeting of the Heads of the Departments of External Studies in a number of institutions in order to (a) ascertain what "fat", if any, exists in the systems of the institutions and (b) help the University plan its own long term system.

3.6 With regard to (a) it seems that some universities and colleges might be prepared to provide places for University of the Northern Territory students at an early date -- at least



until the new University has devised its own courses. Institutions which come to mind immediately are Deakin University and, especially in the difficult and expensive area of science teaching, Macquarie University.

3.7 With regard to (b) it will be necessary for the University to decide upon a model for its own external studies enterprise. Will it wish to adopt the Queensland, New England or Deakin system, or will it attempt to devise a scheme of its own? Is there a means of drawing on the capacities of other institutions so that a special Northern Territory scheme need not be developed?

3.8 While I recommend that the University move as soon as possible to establish its own independent scheme, it would be foolish and uneconomical not to make "bridging" use of appropriate offerings from elsewhere, especially if students can be accepted as early as 1982. For this reason I recommend the sampling of available offerings by the Planning Vice Chancellor at an early date.



## CHAPTER 4

### SPECIFIC AREAS FOR RESEARCH

4.1 Many persons interviewed were clearly aware of the university's traditional role as a research institution, and several had a long list of research areas which were regarded as appropriate for a Northern Territory University. The areas covered virtually the whole range of human endeavour, including accounting, banking, forestry, agriculture, anthropology, law, solar energy, geophysics and tourism.

4.2 There were, however, three areas which were repeatedly cited as being especially appropriate for research in a Northern Territory University. These were:

- Aboriginal Studies, which included anthropology, sociology, psychology, economics, art, music and linguistics.
- Natural Resources Studies, which included tropical and arid zone agriculture, minerology, wind, solar and tidal energy, hydrology, botany and zoology.
- South East Asian Studies, which included comparative studies of virtually every aspect of the history, economics, politics, religion and culture of the 250,000,000 people living in the region.

4.3 All three of these appear to be of special significance to the Territory, a considerable amount of largely unco-ordinated work having already been carried out with respect to the first and second areas. In the case of the first, the Darwin Community College, several Australian and overseas universities and research organisations and a number of government departments have been active for many years. This is also true of the second area, with the notable addition of the work of the C.S.I.R.O.



4.4 in view of the very great interest shown in these areas there is clearly a case for the encouragement of some co-ordination of effort and special purpose funding. This is not to say that there should be deliberate attempts to bureaucratise relevant activities. It is to say, however, that as far as possible senior researchers should be encouraged to work closely together when appropriate. Thus, it would seem sensible to establish C.S.I.R.O. laboratories, agencies such as the Australian National University Research Unit and perhaps certain State agencies on the University College site.

4.5 It is recommended that the interim Senate take steps to bring together, for discussions regarding the co-ordination and funding of research, all persons and agencies in the Territory who are already active or are likely to be active in the two specific areas of Aboriginal Studies and National Resources Studies.

4.6 South East Asian Studies, however, should be approached with caution. The question of the nature, range and depth of South East Asian Studies which might be undertaken calls for careful consideration. Some contributors suggested that a high level research institute could examine aspects of South East Asian culture; others felt that a special effort should be made to attract South East Asian students to study traditional university subjects in Darwin rather than in the southern universities. Others again envisaged the establishment of something like the U.S.-government funded East-West Centre which is closely associated with the University of Hawaii.

4.7 All of these suggestions are useful ones but all have sensitive academic and political overtones. It would indeed be unfortunate if Australia's northern-most university, one situated on the very doorstep of Asia, did not develop a particular interest in its neighbours. Yet, the question of how this interest is to be developed is crucial. It is recommended that the interim Senate carry out a detailed enquiry into this area of proposed specialisation. It would be wise to investigate the demand for South East Asian Studies in other Australian



universities, to check on the Australian Government's policy towards the encouragement of enrolments from overseas and to test with foundations, governments and others the depth of the water regarding the establishment of an East-West Centre-type institution. Such enquiries are likely to sharpen thinking on the issue and to produce a more clearly defined area of interest for the University.

4.8 The establishment of research centres will in the long run produce a demand for some form of decentralisation. Thus, Alice Springs might argue that it is well placed for the siting of an Aboriginal Studies centre of excellence and Katherine for an agricultural research station. Such developments should be seen as distinctly long term: in the first instance it is essential to develop a cohesive core of scholars on a central site where they can interact with undergraduate as well as postgraduate students. On the other hand the Senate should be encouraged to be on the lookout for appropriate research sites. Obviously, Alice Springs cannot be a suitable site for research in tropical agriculture but can be an excellent site for studies in aboriginal culture. It is essential, therefore, that the University move slowly rather than quickly in finding permanent homes for its chief research centres, should it decide to sponsor them.

4.9 Another question which will inevitably occur to the Senate is that of whether it should support relevant research through grants to competent persons in its teaching departments or through the establishment of the special research units referred to here and designed expressly to attract both scholars and postgraduate students of world class. It might well be that action in both directions is called for: while competent teaching staff in departments need encouragement to conduct research, there can be little doubt as to the great appeal which all three areas, if generously financed, would have to distinguished researchers from other parts of Australia and beyond.



4.10 Because research is so fundamental to the ethos of a university it would be a desirable move for the Senate to ask the Vice Chancellor to set up a research policy committee as soon as possible. This committee's responsibilities spread far beyond those special interest groups referred to above in connection with specific areas of research. In addition to the delineation of key areas which might provide bases for "Centres of Excellence" there are questions of interaction with undergraduate teaching, university policy on funding individuals and groups -- and, in the early stages at least, questions of how best to approach such Commonwealth bodies as the Australian Research Grants Committee. Research is an expensive, sometimes politically sensitive and usually time-consuming enterprise. It is essential that the University looks before it leaps in this area.



## CHAPTER 5

### RESIDENTIAL ACCOMMODATION

5.1 It is obvious that in a large territory with a scattered population generous provision must be made for appropriate low-cost residential accommodation for tertiary level students. The lack of such accommodation virtually guarantees a lack of equality of opportunity for those who do not live within daily travelling distance of a college. That this is so was recognised by the provision of 72 semi-self-contained units at the Darwin Community College from its inception. Unfortunately, all were severely damaged in the cyclone and had to be demolished.

5.2 The experience of such institutions as the Mitchell College of Advanced Education in Bathurst and the University of New England in Armidale is that adequate residential accommodation is crucial not only for the development of a reasonable sized student body but also for the growth of a proper academic ethos.

5.3 While in recent years the demand for residential places by undergraduates in many Australian colleges has declined due largely to the increasing availability of privately-built houses and flats, a strong demand for college-provided beds remains. There can be no doubt that in rapidly growing and accommodation-hungry centres like Darwin and Alice Springs there will be a demand for college-provided residential accommodation for many years to come.

5.4 It is recommended that in the case of all three Colleges priority be given to the erection of student residences. The arguments presented by the Darwin Community College in its "Capital Grants Submission" to the Tertiary Education Commission (March 1980) will no doubt apply equally to all three institutions.



5.5 In the case of at least the University College (and elsewhere if financially feasible) special efforts should be made to provide residential accommodation of such a standard that it could be used during College vacations for senior conference purposes. Darwin's key position in the South East Asian region suggests that it will develop rapidly as a convention venue given the availability of good accommodation. With this in mind all rooms should be provided with hot and cold water and at least one wing should, if possible, provide private bathrooms or bathrooms shared by two rooms only.

5.6 Early provision should be made at the University College for small flats to provide accommodation for mature age and graduate students. Some designs of college residences (e.g. from Educational Facilities Laboratories, Stanford) permit the ready conversion of single student residences to married accommodation and vice versa. Because of the difficulty of predicting accurately the nature of the future demand for both student and visitor housing it is recommended that buildings of maximum flexibility be planned from the beginning.



## CHAPTER 6

### THE ABORIGINAL POPULATION

6.1 The Northern Territory in general and Darwin in particular are remarkable for their racial mix. This is widely recognised as contributing to the enrichment of Australia's culture and it can confidently be expected that the University will be sensitive to its responsibilities and advantages in this respect.

6.2 However, in the light of the experience of tertiary education in the Territory to date it does no harm to state that it would be unthinkable for the University of the Northern Territory not to pay particular regard to the needs and aspirations of the aboriginal communities. While it is to be hoped that aboriginal culture will find a place in the curricula of numerous departments, the University will need to take special steps to ensure that the aboriginal people are not merely subjects to be studied but are given every opportunity to become students in their own right.

6.3 Although the great bulk of courses of relevance and interest to the aboriginal population might initially be in the TAFE area, there must be recognition of the interest of some in enrolling direct at the University College level. It is recommended that special provision be made for scholarships, bridging courses, special entry routes and the like in order actively to encourage enrolment at both levels.

6.4 While this aspect of the University College's operation will not be without its problems there is a moral imperative which should spur the institution to special efforts in this direction. It is recommended that any visit to Alaska by a representative of the proposed University include a special study of the provision made in that state for the enrolment and counselling of the indigenous people at both university and college levels.



## CHAPTER 7

### DEVELOPMENTS IN PROVINCIAL CENTRES

7.1 The only provincial centre to which I was able to give special attention was Katherine. This centre has been interested for some time in the establishment of an agricultural college or a similar institution. Some years ago a civic group made an ambitious proposal for the establishment of such a college, but nothing came of the project. However, TAFE has established the Katherine Rural Education Centre in which six students (year ten-plus) are enrolled for a full-time Certificate course and numerous part-time students take part in special courses (e.g. horseshoeing) on properties in the region.

7.2 The Centre has available to it a hostel which will accommodate more than twenty students. The Centre has four staff members, one of whom is seconded to it from the Darwin Community College. At the time of my visit it appeared that the Centre was to move to the premises of the Katherine Experiment Farm.

7.3 The general opinion among those interviewed was that Katherine was an ideal site for a two year practically-oriented agricultural college along the lines of that established at Longreach in Queensland. During my brief stay in Katherine I was impressed by the enthusiasm and commonsense of those who sought to see me. I suggest that when the time is ripe for the establishment of an agricultural college in the Territory, serious consideration be given to Katherine's claims in this regard.

7.4 Unfortunately, I was unable to visit Tennant Creek, though I did receive useful and thoughtful information from three citizens who met me in Alice Springs. The suitability of Tennant Creek as the site for a future School of Mines was suggested but time did not permit a systematic discussion on this matter. Should a proposal for a School of Mines be presented



in the future the claims of Tennant Creek should be carefully considered.

7.5 No visit was made to Batchelor but it does seem from verbal evidence that the town provides an excellent site for certain aspects of aboriginal teacher training. Nor was a visit made to Nhulunbuy. Thus I am not in a position to make any recommendations regarding these centres.

7.6 In general it will suffice to say that in the event of a decision to site a college in one or more of the Territory's provincial centres in the future it will not be difficult to fit such a college into the structure of governance proposed in this report.



## CHAPTER 8

### PERSONS INTERVIEWED

8.1 A large number of citizens of the Territory gave freely of their time and expertise in presenting data and opinions on the proposed University. There were occasions when shortage of interviewing time must have given some citizens the feeling that they were being processed like sausages: nonetheless they were always courteous and helpful in the extreme.

8.2 Unfortunately the list of citizens interviewed is not complete. On several occasions dinners and receptions were arranged where distinguished members of the community were invited but no complete list of those attending was available. Perhaps as many as one half of all interviews were conducted in this way.

8.3 For the purpose of the list which follows only the names of those who participated in formal interviews are given. Occasionally there will be inaccuracies due to the last minute non-availability of the expected visitor or to the arrival of an additional member of a group.

8.4 Thanks are due to all who made arrangements for both formal and informal gatherings. These activities provided opportunities for sampling a very much wider range of opinion than would otherwise have been possible.

8.5 Particular thanks are due to three persons from Tennant Creek who went to a great deal of trouble to present their opinions in an all-too-brief meeting in Alice Springs and to the Acting Principal of the Community College of Central Australia, Mr H. Tinsley, who agreed to be interviewed while being prepared for surgery at the Alice Springs Hospital.



## ALICE SPRINGS

- Mr G. Cooper, Northern Territory Teachers' Federation  
Mr J. Ferguson, Northern Territory Council of Government Schools  
Organisation  
Mr G. Godden, School of the Air  
Mr M. Ivory, Department of Aboriginal Affairs  
Mr J. Pierce, Community College of Central Australia  
Mr J. Reeves, Lawyer  
Mr S. Saville, Department of Health; Councillor, Community  
College of Central Australia  
Ms B. Sims, Alice Springs Principals' Association  
Mr G. Smith, Mayor  
Dr V. Squires, Commonwealth Scientific and Industrial Research  
Organisation  
Mr H. Tinsley, Community College of Central Australia  
Mr J. Wolstencroft, Alice Springs Principals' Association  
Mr H. Weber, Community College of Central Australia  
Mr R. Woodward, Industries Training Commissioner

### Informal discussions

#### Evening reception:

Staff of Community College of  
Central Australia, and of various  
private and public social service  
agencies.

## DARWIN

- Mr C. Adams, Northern Territory Development Corporation  
Mr N. Campbell, Public Service Commissioner  
Mr M. Elliott, Master Builders' Association  
Mr J. Flint, Darwin Community College  
Ms J. Hills, Veterinary Surgeon  
Mr J. Hurrell, Northern Territory Council of Government Schools  
Organisation  
Mr N. Lynagh, Co-ordinator-General's Office



DARWIN (continued)

Bishop Mason, Church of England

Mr J. Pontifex, Northern Territory Council of Government Schools  
Organisation

Dr E. Stack, Mayor

Mr J. Suter, Darwin Community College

Rev. J. Taylor, Uniting Church

Formal group discussions

Departmental Heads, Department  
of Education

Ministers Fraternal

Secondary Principals

Darwin Community College Council

Darwin Community College Lecturing  
Staff

Northern Territory Professional  
Centre (see below)

Meetings attended

Royal Commonwealth Society

The Australian Administrative  
Staff College Association

Northern Territory Institute of  
Management

Informal discussions

Receptions for leading citizens,  
including business, professional  
and union community at homes  
of Dr J. Eedle and Mr J. Flint.

Professional Centre of the Northern Territory Inc.

Dr J.H. Eedle, Australian College of Education

Mr G.K. Lindsay, Institution of Surveyors, Australia

Mr R.G. Twigg, Australian Institute of Management

Mr G. Spring, Australian College of Education

Mr G. Everingham, Institution of Surveyors, Australia

Mr K. Lange, Institution of Engineers, Australia

Dr A. Comar, Royal Australian Planning Institute

Dr M. James, Postgraduate Medical Society of the Northern  
Territory and Darwin Private Medical Society

Mr B. Pascoe, Museums & Art Galleries of the Northern Territory



DARWIN (continued)

Professional Centre of the Northern Territory Inc. (cont'd)

- Ms H. Buchanan, Australian Physiotherapy Association  
Dr A. Westwater, The Dental Society of the Northern Territory  
Ms K. Biggs, Northern Territory Institute of Educational  
Administration  
Mr D. Moor, Royal Australian Institute of Architects  
Mr A. Stapledon, Royal Australian Institute of Architects

KATHERINE

- Ms C. Bader, Past President, Katherine High School Board  
Mr C. Cuff, Youth and Aboriginal Employment; COGSO  
Ms P. Davies, Mayor  
Mr M. Davis, Katherine Rural Education Centre  
Mr K. Duncan, Transport and Works Department  
Mr R. Everard, Clyde Fenton School Board; Minister of United  
Church  
Mr J.L. Macfarlane, MLA: Member for Elsey  
Ms V. Mitchell, Agricultural Economist, Department of Primary  
Industry; Commissioner, Australian Broadcasting  
Commission  
Mr N. O'may, Katherine High School Board  
Ms Riddell, Regional Co-ordinator, Darwin Community College

Informal discussions

Reception at home of Acting Education  
Officer for members of the  
educational community

TENNANT CREEK  
(Interviewed at Alice Springs)

- Mr A. Cameron, Education Department, Tennant Creek  
Ms J. Carpenter  
Ms M. Reveleigh