

**LEGISLATIVE ASSEMBLY FOR THE AUSTRALIAN CAPITAL TERRITORY**

**SELECT COMMITTEE ON**

**TERTIARY**

**AMALGAMATION**

**REPORT**

**JULY 1989**

**TERMS OF REFERENCE OF THE COMMITTEE**

A standing committee be appointed to enquire into and report on the amalgamation of the Australian National University, the Canberra College of Advanced Education and the Canberra Institute of the Arts including:

- a) possible alternatives to amalgamation; and
- b) the appropriate relationship between the ACT Executive and those institutions.

**MEMBERS OF THE COMMITTEE**

Chairman	Dr H. Kinloch
Deputy Chairman	Mr B. Wood
Member	Mr G. Humphries
Secretary to the Committee	Mrs B. Young
Secretary to the Inquiry	Miss C. Scarlett

## PREFACE

In these early months of the Legislative Assembly for the ACT we have had many major tasks and responsibilities. None has been more crucial for the future of the ACT as our consideration of the shape and nature of our tertiary institutions. Our terms of reference have limited our focus to the Australian National University (ANU), the Canberra College of Advanced Education (CCAЕ) and the Canberra Institute of the Arts (CITA), but we are also well aware of the range of other bodies such as the Australian Defence Force Academy (ADFA), the Australian Federal Police Academy, Signadou College, the Institute of Technical and Further Education (TAFE) and several private colleges and institutions which concentrate on areas ranging from business and computing to religion and theology.

Indeed, as one considers the range of educational and research establishments in the ACT including the National Library, the National Gallery, the National Archives, the National Film and Sound Archives, the many centres for the study of science, including the Commonwealth Scientific Industrial Research Organisation (CSIRO) and the National Science and Technology Centre, the conclusion is that the ACT is a national powerhouse in education, research and the pursuit and dissemination of knowledge. It is one of the glories of our national city that we are not merely a focal point of political power, but we contain within our borders the highest aspirations of mankind in a search for meaning and truth. The future of our national city is to continue to grow and develop as a new Athens, a national centre offering our nation as well as our own Canberran society the very best which can be offered in the life of the mind, in technical and technological training, in research, in science, humanities and the arts. It is in that spirit that our enquiry has been conducted.

The Select Committee, therefore, has been concerned not merely to get various administrative and demarcation matters right, but to point the way to furthering and achieving both local and national purposes. We believe that the long-term interest of the ACT itself is to be a pace-setter and example for the whole nation. In doing that, we also accomplish the very best outcomes for the citizens of the ACT.

The Committee wishes to thank the administrations, staff and students of the institutions we have visited for their generous and thoughtful help. We have learned a great deal. In each institution we have visited, we have discovered assets and benefits which should be known and appreciated by all Canberrans. We regret that we have not been able to spend more time in those institutions, and we especially regret that problems of time and resources prevented us from visiting all tertiary institutions in the ACT. We are also grateful for the extensive submissions received, often under pressure of very short notice. The Committee is especially grateful to a dedicated and hard-working small staff for organizing our enquiries and assisting in the preparation of this report.

We hope that the outcome of these enquiries will be far more than settling some temporary problems of organization and structure. We urge all the institutions concerned to see new beginnings and challenges, to reject old and often out-dated assumptions and to build on the reputation of our national city as the very heart of research, scholarship, education and training in Australia.

Hector Kinloch

## RECOMMENDATIONS

The Committee recommends that:

1. the ANU and CITA move towards amalgamation under Commonwealth Government legislation. (Paragraph 3.50)
2. there be a formal agreement between the ACT Government and CITA setting out the facilities and services CITA will provide and support in the ACT; and the funding and other assistance which it will receive from the ACT Government. (Paragraph 4.8)
3. the Commonwealth Government transfer the CCAE to the ACT Government; with funding under the existing arrangements. (Paragraph 3.34)
4. whatever its eventual future status, the CCAE be established under ACT legislation as a university as soon as possible. (Paragraph 3.34)
5. the ACT Government immediately prepare appropriate legislation to establish the CCAE as a university. (Paragraph 3.34)
6. the ANU and the new University hold separate and joint discussions to consider their long-term relationship, including whether an eventual amalgamation might be feasible and desirable. (Paragraph 3.20)
7. the ANU and the new University move towards formal and informal collaborative agreements about many matters including, for example, courses, credits, student housing, libraries, computing facilities and joint research programs etc. (Paragraph 3.20)
8. the ANU's Institute of Advanced Studies and the Faculties move towards greater co-operation and collaboration especially in joint research and postgraduate training. (Paragraph 3.26)

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## CHAPTER 1 – INTRODUCTION

### Background

1.1. The binary system in higher education has operated in Australia since the mid 60's with two distinct sectors. These have been differentiated according to their relative emphases on vocational as against academic studies; on undergraduate as against postgraduate and higher degrees; and on teaching only as against teaching and research as the general expectation of academic staff.

1.2. During the past decade, several of the larger and more diverse academic institutions not previously permitted to offer higher degrees or funded for research have gradually developed the necessary staff and resources to undertake both these functions in a way which had been seen as the sole preserve of universities. Accordingly some of the larger institutions of technology have been designated as universities. Other institutions have also indicated a strong desire to establish research and higher degree programs.

1.3. This as well as other factors related to administrative efficiency prompted the Commonwealth Government to abolish the binary system and to replace it with a Unified National System<sup>1</sup>. The Policy Discussion Paper on Higher Education (The Green Paper) was released in December 1987 outlining the funding of institutions for teaching purposes based on their educational profile rather than their institutional title. Resources for research were to be made available on a competitive basis through the higher education system according to institutional performance.

1.4. The Government Policy Statement on Higher Education (The White Paper, July 1988)<sup>2</sup> provided a framework for changing the higher education system. This paper outlines the opportunities and incentives for State Governments and institutions to review their higher education structures.

1.5. To be eligible for membership of the Unified National System institutions were required to have a minimal sustainable student load of 2,000 effective full-time student units (EFTSUs) as well as following the principles of equity, research management, credit transfer, staffing arrangements and a common academic year. Additional funding benefits are to be made available to institutions with 5,000 EFTSUs if they can justify a broad teaching profile and some specialised research activity. Further benefits are to be made available for those institutions with 8,000 EFTSUs and a comprehensive involvement in teaching with resources to undertake diverse research activities. Smaller institutions were therefore encouraged to consider carefully their future development as independent bodies. The argument seemed to be that continued "smallness" was not acceptable by the Commonwealth Government.

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1. Hon J. S. Dawkins MP, Minister for Employment, Education and Training, Higher Education, a policy discussion paper, December 1987. Australian Government Publishing Service, Canberra.
  2. Hon J. S. Dawkins MP, Minister for Employment, Education and Training, Higher Education, a policy statement, July 1988. Australian Government Publishing Service, Canberra.

1.6. Following the release of the Commonwealth Government's White Paper on Higher Education, some Universities and Colleges of Advanced Education across Australia are forming larger and more diversified institutions, and some smaller universities (ie fewer than 8,000 EFTSUs) are disappearing. Also, already large institutions such as the University of Melbourne and the University of Sydney which are under relatively little pressure from the Higher Education Act to amalgamate with other institutions, have done so to a limited degree.

1.7 The Commonwealth Government, however, has stressed that mergers will only be on the explicit agreement of the institutions involved and with the consent of the relevant State Government.

1.8. Subsequent to the release of the Commonwealth Government's White Paper on Higher Education, the Minister for Employment, Education and Training wrote to the Australian National University (ANU), Canberra College of Advanced Education (CCAЕ) and the Canberra Institute of the Arts (CITA.) suggesting the

*full range of educational benefits from amalgamation set out in its policy statement and substantial costs efficiencies would be generated if the three institutions were to be consolidated to form a single university.*

The Minister established a Steering Committee for Amalgamation of ANU, CCAE and CITA to be chaired by Mr H. R. Hudson and to liaise with these institutions and to report on a possible merger.

1.9. The White Paper also commented that the new institution might have a close working relationship with the Australian Defence Forces Academy (ADFA) to avoid duplication of facilities and course offerings.

1.10. In December 1988 the Commonwealth Minister of Employment, Education and Training introduced draft legislation into the Parliament (*Australian National University Bill 1988*)<sup>3</sup> to amalgamate the ANU, the CCAE and CITA to form the new Australian National University. The new university would be governed by a single council and would operate on both Acton and Bruce campuses.

1.11. A Task Force on Amalgamation in Higher Education was established in February 1989 to advise the Commonwealth Government on the progress of the proposed institutional mergers<sup>4</sup>.

1.12. The three institutions in the ACT formed an Interim Amalgamation Committee which prepared a draft Memorandum of Understanding in April 1989 based on the provisions contained in the *Australian National University Bill 1988*.

3. The Parliament of the Commonwealth of Australia. House of Representatives. *Australian National University Bill 1988*.

4. Report of the Task Force on Amalgamations in Higher Education. National Board of Employment, Education and Training. April 1989. Australian Government Publishing Service, Canberra.



1.13. In his statement of June 1989 Minister Dawkins said that

*in the Commonwealth's view the development of higher education in the ACT would be best served by a merger of the three institutions. This will ensure that there will exist in Canberra a university which is comparable in size and in range of disciplines with other universities now taking shape elsewhere.*

1.14. Minister Dawkins went on to say, however, that the Commonwealth would make its decisions only after considering the views of the ACT Government and the institutions concerned. This was doubly necessary when the new Legislative Assembly for the ACT came fully into being in May 1989.

#### **Establishment of the Committee**

1.15. The Assembly appointed this Committee on 1 June 1989 to inquire into and report on the possible amalgamation of the institutions, the alternatives to full amalgamation and the appropriate relationship between the ACT Executive and those institutions. The Committee was required to report to the Assembly on 27 July 1989.

#### **Submissions**

1.16. The Committee placed advertisements in *The Canberra Times* calling for submissions from interested people and organisations.

1.17. In all 37 submissions were lodged with the Committee (see Appendix 1).

#### **Numbers of Meetings**

1.18. The Committee held nine meetings and examined 57 witnesses representing 19 organisations and five private submissions (See appendix 2 for list of witnesses).

#### **Site Inspections**

1.19. The Committee visited the ANU, the CCAE, the CITA and the ADFA campuses. This enabled the Committee to gain an appreciation of the teaching and research functions of these institutions.

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5. Department of Employment, Education and Training. *Supplementary Funding Decisions on Higher Education for the 1989-91 Triennium* June 1989. Australian Government Publishing Service, Canberra.

### **Australian National University**

1.20. The present ANU was founded by a Commonwealth Act of 1946 as a national research institution. Subsequently Canberra University College, originally a branch of the University of Melbourne, became the School of General Studies. These two separate but conjoined bodies formed the ANU consisting now of the Institute of Advanced Studies (IAS) and the Faculties. The university's academic profile covers Asian studies, economics and commerce humanities, social sciences, science, law and forestry and "continuing education". In 1988 the University had 5,614 EFTSUs of which about 5,000 EFTSUs were enrolled in the Faculties. Both the Institute and the Faculties attract their research students from across Australia and overseas, while about two thirds of ANU's undergraduates are from Canberra and the surrounding areas.

### **National Role of the ANU**

1.21. The role of both the Institute of Advanced Studies and the Faculties is predominantly national and international in scope and significance. The justification for the existence of the former is that it serves a unique role within higher education and within research in Australia. In 1987 over one third of all academic visitors in Australia were visitors to the ANU.

1.22. The ANU is unique among Australian Universities in its large concentration of full-time professional research staff, whose high reputation is indicated by their prominence in membership of the four Australian Academies, the Royal Society of London and other overseas academies.

1.23. The ANU has a unique strength in a wide range of disciplines meeting the criteria of "national needs". The University performs a unique national role in graduate and undergraduate education particularly in the fields of forestry and Asian studies. The ANU also has a National Undergraduate Scholars Program which attracts students from all over Australia. Most of these are in the top one percent of Australian students.

### **Local Role of the ANU**

1.24. About 65 percent of ANU undergraduates come from Canberra and the surrounding area. The University also provides training courses for the Public Service, and members of the public can attend lectures, conferences or courses not only offered by the Centre of Continuing Education but also, as auditors, by the Faculties. The University facilities are also available to Canberra's residents.

1.25. In terms of the local economy the University is one of the largest employers in Canberra. ANU students from outside the ACT and the considerable number of university visitors spend much of their income in local business.

1.26. The ANU, together with CSIRO and other tertiary institutions make Canberra a favourable research environment. The revenue from ANUTECH Pty Ltd was \$11.8 million in 1988.

### **Canberra College of Advanced Education**

1.27. The College, whose interim council was established in December 1966, had 4,836 EFTSUs in 1988 mainly in the areas of environmental design, business, humanities, social science, education, mathematics/computing, engineering, languages and science. There were also over 200 students of nursing. A number of vocationally and professionally oriented courses are offered in teacher education, nursing, accounting, architecture and tourism which involve close collaboration with industry and employers.

### **National Role**

1.28. The CCAE, as with all tertiary institutions, has some programs and courses which have national as well as local significance. As befits the national capital, the CCAE's Public Administration Program has deservedly high status. The masters degrees both by course work and research are nationally acclaimed courses. There is now a Doctorate in Philosophy program in education. Work in research electronics and computing have also gained international recognition.

### **Local Role**

1.29. The College has always defined its mission to include a strong emphasis on serving local needs in higher education. About three quarters of its students come from Canberra and the surrounding areas. The CCAE offers an extensive range of extension courses for the Canberra community.

1.30. The College has developed close links with the ACT Schools Office, the TAFE colleges, CITA, ACT industry and the broader community. The courses available at the College reflect identified local needs including high-demand vocational areas such as accounting, computing, education, engineering and management.

1.31. The Principal of the College participates actively in various organisations including the ACT Education and Training Council, the Education Agency Heads meetings and the former ACT Administration Co-ordination Committee.

1.32. Members of the College staff also participate in the ACT Heritage Committee and are involved with the Canberra Development Board.

### **Canberra Institute of the Arts**

1.33. The Institute, established in February 1988, encompasses the Canberra School of Music formed in 1965 and the Canberra School of Art formed in 1976. It is a very small specialised institution with 513 EFTSUs in 1988.

1.34. The Institute offers higher education programs in art and music. The Canberra School of Music also provides programs for pre-school and school students as well as preparatory programs for tertiary entrance. Currently, the Institute is moving into the area of postgraduate degrees.

### **National Role**

1.35. The Canberra School of Music is recognised nationally and internationally as one of the premier institutions of music performance in this country. About 45 percent of the students are from interstate or overseas. Graduates hold positions in every orchestra in the country including leaders and principal positions. A high proportion of students are selected for the Australian Youth Orchestra and frequently perform in interstate orchestras. Students receive many national and international awards, prizes or scholarships. Members of the Faculty regularly perform in all states and overseas.

1.36. The staff of the Canberra School of Art includes some of the country's most distinguished artists with national and international reputations. About 50 percent of the students are from interstate or overseas. The School also conducts special projects of international standing; eg The 1988 International Symposium and Workshop. The School provides an excellent model for art education and attracts students from all States and overseas.

### **Local Role**

1.37. The Canberra School of Music is central to Canberra's musical life and has programs ranging from preschool to postgraduate levels.

1.38. The Canberra School of Art provides access for the public to non-award courses, artists in residence activities, art forum lectures, exhibitions, summer schools, teacher-in-service training as well as exhibitions in the Canberra School of Art Gallery and the Photospace Gallery.

### **The Proposed Australian National University**

1.39. If the amalgamation originally proposed by the Commonwealth Government were to take place, the new institution would have a student load in excess of 10,000 EFTSUs. It was intended that the new institution would preserve the existing nature of certain activities of CITA, CCAE and IAS and the ANU Faculties.

1.40. In addition to the traditional university activities, the new university would include courses with a greater professional, vocational and occupational flavour and a few subtertiary activities. There would also be greater emphasis on access for students from the ACT and the southern regions of NSW as well as the provision of cross crediting for students who have completed or partly completed courses elsewhere. The new university would also focus on ways of providing opportunities for potential students who are disadvantaged. There would be greater emphasis on assisting the local community with respect to technological development, extension services and the elimination of skill shortages.

## CHAPTER 2 – AMALGAMATION

### Amalgamation Proposal

2.1. The intention of the proposed Unified National System is to reduce the number of higher education institutions with the aim of offering a wider range of disciplines in each multiversity. The proposed multiversities would have an increased capacity to respond to changing patterns in student demand. The mergers are also intended to provide gains in efficiencies both through rationalisation of administrative functions and an elimination of overlapping programs. "Bigness" is seen as a benefit.

2.2. The Higher Education Council has been asked to establish a working party to monitor changes to ensure that no unnecessary reduction occurs in the range of educational programs following amalgamation, and that all institutions make appropriate provisions for both degree and subdegree vocational programs. The provision for access to students from disadvantaged backgrounds must be maintained and improved.

### Amalgamation Principles

2.3. As well as fulfilling these basic requirements the universities in the Unified National System would be expected to provide a wide range of academic and professional programs extending from subdegree to higher degree. These should conform to recognised national and international standards of performance. Each university would also be expected to have appropriately qualified staff with recognised professional standing in their respective disciplines.

2.4. A commitment to free enquiry and to the search for and the preservation of knowledge through teaching, research and professional practice is considered essential. To enable optimum performance of these functions, a range of capital facilities and resources would be necessary as would an effective and efficient management system with appropriate procedures for institutional planning.

2.5. Again, the assumption is that there is virtue in large over small institutions. The Committee in questioning this premise, recognises that institutions may be too small to be viable, but that "smallness" is often preferable to "bigness" for its own sake. The Committee notes the existence of many small universities of the highest calibre in research and teaching: eg Princeton (6,199 students in 1987), University of California at Riverside (5,726 students in 1987) and John Hopkins University (3,600 students in 1987), Cal Tech, (1,814 students in 1987) and Bryn Mawr, (1,794 students in 1987).

### Governmental Conditions of Amalgamation

2.6. The Task Force on Amalgamation in Higher Education has outlined a number of essential items that need to exist under a full amalgamation agreement:

- . one governing body
- . one chief executive
- . one educational profile
- . one funding allocation
- . one set of academic awards

### **Circumstances Particularly Appropriate to Amalgamation**

2.7. The Task Force on Amalgamation in Higher Education considers that amalgamation is most appropriate when institutions are small, specialised, on adjacent sites or have overlapping catchment areas. These circumstances are relevant to this inquiry and are therefore considered in further detail.

#### **(a) Amalgamation involving very small and specialised institutions**

2.8. Institutions specialising in music or art are required to affiliate with larger institutions in order to meet the minimal size requirement for membership of the Unified National System. By merging with larger metropolitan universities these smaller institutions can sometimes secure the advantage of strengthening common disciplines and can provide a base for developing more effective graduate and higher degree programs with potential for associated research activities.

2.9. The Task Force recommends that the small institution becomes fully integrated as a faculty or school of the larger whole ensuring a more effective coordination of teaching and research. This arrangement has the potential for maintaining the identity and established traditions of the specialist institution while minimising the risk of isolation with its inherent educational disadvantages and administrative inefficiencies.

#### **(b) Amalgamation involving contiguous operations of different institutions**

2.10. The Task Force on Amalgamation in Higher Education argues that there are unnecessary complexities and inherent inefficiencies of scale when two or more higher education institutions share adjacent sites. When there are different academic programs and procedures, different provisions for student admission, assessment and credit transfer, and different employment conditions for staff there is a basis for suggesting such operations should be incorporated within a single institutional framework.

#### **(c) Amalgamation involving institutions with overlapping catchment areas**

2.11. There is a mutual advantage in consolidating their respective resources to provide better coordinated academic programs and at the same time to strengthen smaller academic units to ensure their viability and wherever possible to achieve efficiencies of scale.

### **Potential Benefits of Amalgamation**

2.12. Various organisations have suggested a number of potential educational and financial benefits as likely outcomes of any proposed merger.

2.13. The increased size of the academic units would enable the development of new teaching programs with improved flexibility and subject choice. The new institutions would also be able to develop new areas of specialisation in professional training and research over an expanded range of available disciplines. This type of merger would also encourage wide interdisciplinary interactions across areas of specialisation.

2.14. In a large single institution there could be better provision for transfer of credit both within and between disciplines. Such a large institution could develop and accredit its own awards thus improving its capacity to adapt to changes in the pattern of student demand and to respond to new community needs.

2.15. Amalgamation would, it is claimed, enhance the ability of institutions to compete for research and development funds on the basis of merit and performance. Such mergers would also enable an expansion, improvement and more efficient use of resources under secure triennial funding arrangements.

2.16. A larger institution would also increase the opportunities for career advancement of academic and general staff with greater flexibility in staffing.

2.17. Inherent in amalgamation proposals is the prospect of economies of scale which would enable the improvement of facilities for staff and students alike: e.g. in central library, computing, student health, recreation and counselling services especially for institutions on adjacent sites.

2.18. A larger more diverse institution renamed with the term 'university' in its title could also provide a more competitive basis for attracting students and staff.

### **Institutional Conditions of Amalgamation**

2.19. In turning to the specific matter of the possible amalgamation of the ANU, CCAE and CITA, the Committee notes that the three institutions have placed a number of initial conditions considered essential for the acceptance of the proposed amalgamations.

#### **Australian National University**

- . that the name 'The Australian National University' should be retained because it attracts instant recognition and exemplifies national and international significance.
- . that the new university should be a national institution established by an act of the Commonwealth Parliament.
- . that the Council should be free of detailed Government regulation and should maintain a balanced representation of interests and expertise.
- . that the particular characteristics of the Institute of Advanced Studies should be preserved as defined in the present Australian National University Act.
- . that existing contractual obligations of the three institutions should be carried forward so that staffing may transfer with minimum disruption, without loss of status or benefits and in compliance with existing awards.
- . that the current range of research and teaching activities, the international, national and regional functions of the Faculties and its existing strong links in postgraduate research and teaching with the Institute of Advanced Studies should be preserved and extended.

#### **Canberra College of Advanced Education**

- . that there should be continued access for a wide range of students.
- . that the service to the needs of local public and private employers should be maintained.

- . that the present links with the local community, including TAFE should be retained and enhanced.
- . that a new name should recognise both the national and local roles of the new institution. This would symbolise that a merger rather than a takeover was occurring.
- . that new legislation should be drawn up, rather than amending the existing legislation.
- . that all senior management positions should be declared vacant and a new selection process undertaken.
- . that the trusteeship model for the new Council should effectively promote student and staff interests.

#### **Canberra Institute of the Arts**

- . that the Canberra School of Music and the Canberra School of Art should continue to maintain their independent entities under their respective directors.
- . that the Institute should maintain its orientation towards the practice of the music and art.
- . that the Institute's special characteristics and needs should be reflected in the selection criteria for staff and students.
- . that the Institute should retain the capacity to offer community access activities, non-award courses and educational programs for the very young.
- . that the Institute's budgets for 1989-1991 should be earmarked to be at least the same in real terms as in 1988.

2.20. The Committee notes that the Council of the ANU has recently created a Futures Directions Committee to look again at all proposals.

#### **Concerns About Amalgamation**

2.21. The Committee received many submissions expressing concerns about and/or objections to the proposed amalgamation.

2.22. The Green Paper argues that amalgamation would encourage diversity in the kinds and level of courses offered between institutions. In fact the proposed amalgamation could reduce the extent of diversity in courses. Possible duplication of courses is strongly criticised in The Green Paper but duplication is often more apparent than real. Courses of the same name at existing institutions are often taught at different levels, with different emphases designed for different kinds of students. Financial rationalisation of course offerings could result in a diminution of choice. Further if the transferability of credits were to determine course design, the result would inevitably be greater uniformity in content and level. *The Australian National University Bill 1988*, its explanatory memoranda and the Memorandum of Understanding do not give sufficient assurance to students that the present range of courses now offered on each campus would continue.



2.23. The distinctive and independent features of the Canberra School of Music and the Canberra School of Art should be permitted to continue. In the case of merging institutions with different missions and different approaches to teaching there would be a danger of a levelling of standards towards a common mean and a blurring of objectives.

2.24. The overwhelming majority of the ANU community considers the academic standards of the University, upon which its high national and international reputation depends to be under threat. The other institutions involved in the proposed merger also perceive a threat in the potential loss of identification of courses which have special standing, professional reputation or vocational character.

2.25. The Committee heard the view that the long-standing tradition of broadly comparable standards of student entry, staff appointment and promotion within an institution is not easily adapted to a situation in which some courses are highly vocationally oriented and others taught at a highly conceptual level; and in which staff qualifications vary to unacceptable levels.

2.26. The present CCAE is concerned to protect the employment potential of its graduates. It is important that a professional and vocational emphasis should be continued, especially in areas currently offered by CCAE and CITA.

2.27. The national interest in higher education is not necessarily identical with Canberra's interests. Professional and vocational education which reflects the priorities and opportunities of the Territory and surrounding area must be retained. Vocational education is a key factor in the economic and social development of the ACT.

2.28. Furthermore, if TAFE alone were left to provide for vocational education, it would have to do so with little hope of increased resources.

2.29. Resistance to amalgamation between the ANU and the CCAE is particularly strong among the staff and student bodies of the ANU. This resistance, based on a perceived threat of the standards of the ANU, would undoubtedly influence the willingness of ANU staff to redesign, restructure or provide new courses which would interlock with those of the CCAE.

2.30. The Committee notes, however, that this resistance is weaker in some areas of the Sciences. In the earth and environmental sciences there is a great deal of enthusiasm for amalgamation.

2.31. Although the *Australian National University Bill 1988* contains some assurances about continuity of employment and retention of benefits, other conditions relating either to equal access to research funds or to the structure of the university have not been assured. There would be "industrial" problems in amalgamating institutions which have adopted different criteria for appointments and promotions and which have different employment conditions.

2.32. Particularly worrying to staff of the ANU is the recent reclassification of some positions at the CCAE as Professorships. The Committee recognises that the status of "professor" could be easily accepted if the CCAE were to become an independent or affiliated university.

2.33. CCAE and CITA point out that staff promotions, appointments and access to research funds should take into account industrial and professional experience. A commitment to and excellence in teaching should be given full and proper recognition.

2.34. The student bodies showed some concern that there should be adequate student representation in decision making and representation on subsidiary boards and structural committees. It was also considered vital that other student benefits relating to class contact levels, continuous assessment, continuity of student enrolment and adequate funding of the student associations should continue. Other student issues of concern are supervision, appeals procedures, mitigation in special circumstances, sexual harassment, assessment criteria, equity of access for minority and disadvantaged groups and adequate maintenance of student support services. The CCAE must retain its right of appeal. The CCAE's students have drawn the Committee's attention to the recent amalgamation of the University of Melbourne and the Melbourne College of Advanced Education (MCAE), in which the MCAE lost its appeals procedures.

2.35. The disciplinary departmental structures characteristic of the ANU should not be imposed on the "professional area organisation" of the CCAE.

2.36. Further, full integration would be difficult and expensive because of the geographical separation of ANU and CCAE and would cause problems for both staff and students. It would be necessary to duplicate some services for staff and students and some library holdings. Telephone, facsimile and computer network changes would be costly. A regular and free transport system would have to be established between campuses. A great deal of time would be wasted by students required to travel between campuses.

2.37. Furthermore, there is a present discrepancy between the amounts of funding per student between CCAE and the ANU. There is also the problem of being fair to both institutions, especially as the IAS presently receives considerable additional funding without regard to student numbers.

2.38. A very strong objection to amalgamation is the range of problems which would be created by attempting to fund all teaching and research based on student numbers. Both the ANU and the CCAE recognise the difficulties of such a formula, both for teaching and research.

2.39. The amalgamation would require significant further expenditures in administration and related central area activities. In many submissions it was considered that the savings, if any, made possible by economies of scale would be too small to be significant as the institutions involved have complementarity in academic programs rather than competition.

2.40. It has also been pointed out to the Committee that the existing institutional structures have not been shown to be ineffective or inefficient. Furthermore there has been no adequate study to determine exactly what financial and educational benefits would result from amalgamation.

2.41. The Committee, therefore, considers that it is essential that prior to any proposed long-term amalgamation, an impact statement should be prepared with respect to the educational objectives, staffing, administration, course offering and campus services. Such a study should include proposed budget and decision making structures.

2.42. Several submissions expressed the concern that the threat of funding cuts was the main stimulus for the institutions to support the amalgamation proposal. The Committee was also made aware of the fear that a hasty and politically motivated scheme might set a precedent for future manipulation of the institutions in the ACT. There is also a concern about the possible domination by the Commonwealth Government, and the danger of growing interference with university autonomy.

2.43. It has been the experience of some staff members of the Canberra School of Art who have lived and worked abroad in North America and Europe that the institutes of visual arts have fared badly on being amalgamated with larger institutions.

2.44. The submissions received presented a wide range of concerns at all the institutions and within other relevant organisations. The Committee is convinced that the case for immediate amalgamation has not been adequately made in any of the papers and reports presented to us. The Committee sees some merit, however, in some of the arguments for long-term arrangements leading either to some form of amalgamation or affiliation.

#### Cost of Amalgamation

2.45. This section about the costs of amalgamation relates to agreements made before the existence of the ACT Legislative Assembly.

2.46. Under the Steering Committee proposal, as yet no money has been allocated for the ACT. The Commonwealth Government would consider the allocation of further funds as firm proposals emerge that have the endorsement of the ACT Government. These additional funds would be available only, if amalgamation or an acceptable form of affiliation were to proceed.

2.47. The Commonwealth Government would assist with the cost of communication links, the integration of the library and administrative systems, transport links and miscellaneous expenses from the National Priority (Reserve) Fund.

2.48. Separate proposals would be needed, however, for upgrading existing elements in the institutions and the appointment of additional staff and the merging of salary scales. The Committee notes many incipient difficulties in such arrangements.

2.49. The provision of early retirement or voluntary redundancy funds will be given priority to amalgamating institutions to assist with orderly restructuring.

2.50. The Commonwealth Government would provide the "one-off" costs. Any savings resulting from economics of scale would be retained by the institution. The joint ANU/CCAE/CITA bid to the Commonwealth Reserve Fund requested \$5.5 million to cover amalgamation related expenditure with expected savings of \$1 million per annum in the executive support area. The Committee is not convinced of the water-tightness of these figures.

2.51. There would be additional costs involved, however, in an increase in staff if all institutions were to enjoy the current working conditions of ANU. This vital consideration has not been included in these costs. The ANU Students Association consider that this would involve an additional \$12 million and claim that the Commonwealth Government has promised \$4 million to an amalgamated university of which half will be spent on improvements already needed by the existing institutions. The Committee considers that these matters have received inadequate attention by the Commonwealth Government.

2.52. The *Australian National University Bill 1988* provides that there will be no money variations when compared with the present arrangements for funding the current institutions in the ACT.

2.53. The Committee appreciates that Minister Dawkins would not wish to disadvantage the funding of the tertiary institutions in the ACT, under a system in which amalgamation did not proceed.

#### **Timing of Amalgamation**

2.54. The Hudson Steering Committee recommended that the Commonwealth Government should give urgent priority to the proposed amalgamation so that the enabling legislation could be passed by Parliament before the end of the calendar year 1988. The passage of time has demonstrated that such haste was not advisable.

2.55. The Committee recognises that there was and is a general consensus throughout the educational community that a delay in making decisions about the future of tertiary institutions in the Territory is intolerable. It is also clear that if eventual amalgamation were to proceed, its implementation must not be hasty. A substantial integration time frame should be established, both to reconsider any proposed amalgamation, and to pave the way for it, if it were found to be desirable.

2.56. It has been emphasized to the Committee that the current delay in coming to a decision on higher education in the ACT is causing interruptions to the academic life of all three institutions. This is damaging morale and causing inevitable procrastination in decision making with regard to updating current teaching, research and administrative arrangements. The delay is also adversely affecting the ability of the CCAE to recruit and retain well qualified staff and to attract students locally and from interstate, at a time when other Colleges of Advanced Education are becoming universities.

### CHAPTER 3 - ALTERNATIVES TO FULL AMALGAMATION

- 3.1. The Commonwealth is the main funding source for higher education. It would therefore seem to be contrary to the ACT interests if the institutions in the Territory were to be subjected to serious financial disadvantages if some of the options other than amalgamation were to be adopted. The Committee therefore has given careful consideration to all suggested alternative options.
- 3.2. The proposed amalgamation between the ANU, CCAE and CITA differs in some respects from the amalgamations proposed for the institutions in other States and therefore requires further consideration. This is the first cross sectional merger proposal involving two campuses of similar student numbers. It is also the first attempted merger of a clearly national institution with an institution primarily committed to serving the needs of a regional community. The Committee sees great dangers to both institutions in a hasty enforced merger.
- 3.3. So far there has been only one example of amalgamation between two already established universities i.e. Murdoch University and the University of Western Australia. Given the expectation that CCAE will become a university, the alternatives to the proposed merger must therefore be investigated in this context.
- 3.4. In considering the alternatives to amalgamation it is desirable to identify models which could go some distance towards achieving the educational and financial advantages that are argued for in the amalgamation option, without impairing the distinctive features and merits of the current institutions.
- 3.5. Mr Wood believes that in the context of the Unified National System the amalgamation of the three tertiary institutions is in many respects in their best interests. He is convinced that a larger and stronger institution with a broader disciplinary base provides the best option for continuing and expanding the quality, diversity and research capacity of tertiary education in the ACT.
- 3.6. Mr Wood recognises however, the intensity of the opposition to amalgamation. In view of this resistance and Minister Dawkins' statements that amalgamation would not be forced, and in the expectation that time and consultation will show the benefits of some form of eventual amalgamation, Mr Wood totally supports the following proposals as the realistic if less desirable option.
- 3.7. Dr Kinloch and Mr Humphries have concluded that amalgamation towards "bigness" is not necessarily a desirable option at all; but they join Mr Wood in urging long-term planning by both institutions towards collaboration and cooperation at many levels and in many ways, including open-ended affiliation.
- 3.8. The Committee believes that such collaboration could lay the groundwork, over a five year period, for some form of amalgamation, if that were thought to be desirable by all institutions. Arrangements which both preserved the independence of the two institutions and also came to some formal agreement over many areas of teaching and research might be preferable to complete amalgamation.

### Affiliation

3.9. The Task Force on Amalgamation in Higher Education perceived there to be no advantage in loose forms of affiliation which had no adequate frame work to ensure that potential gains in educational effectiveness and cost efficiency could be achieved. The Committee, however, considers there is a case for immediate formal agreements for the institutions to work together more closely, including the sharing of resources.

3.10. The ANU and CITA have formed an Affiliation Implementation Committee and an Affiliation Agreement which has now been signed. Benefits are envisaged for both in the interaction of academic activities and the provision of support services.

3.11. The agreement between ANU and CITA includes the promotion of cooperative efforts in both teaching and research. Under the Agreement the two institutions will look at ways of widening academic opportunities for students by way of access to each others courses.

3.12. In the Agreement there is also a commitment to investigate the feasibility of formal amalgamation between ANU and CITA by 1 January 1991.

3.13. The affiliation may be seen as an amalgamation of sorts but without having to compromise the larger fundamental differences of the two institutions. It simultaneously protects the differing functions and special characteristics of the institutions and satisfies the concerns of the small institutions.

3.14. The Committee endorses this careful, thoughtful, long-range approach to the possibility of eventual amalgamation.

3.15. The CCAE would support affiliation agreements between all three bodies. The Committee sees no reason why there could not be similiar arrangements between the new ANU and the new University.

3.16. Any proposed agreements should cover administrative collaboration, student services, curriculum issues and academic planning.

3.17. Suggestions were also made to the Committee that the Institute of TAFE should be considered in future affiliations. The Committee considers such moves inappropriate at this time especially if the CCAE were to become a fully-fledged university in the very near future.

3.18. The ACT Education and Training Council also considers that affiliation is usually regarded as a step towards ultimate amalgamation. Given that the Commonwealth Government regards an affiliation developed on this basis as meeting its requirements for membership of the Unified National System, the Committee considers an affiliation agreement between ANU and CITA to be the best available option.

## Collaboration and Cooperation

3.19. Whether amalgamation proceeds or not, the Committee feels that greater collaboration is necessary between all of the higher education institutions in the ACT. Some areas that could be explored for greater cooperation between the three institutions are student admission and credit transfer arrangements, student services, (eg housing and counselling), teaching and general staff interchanges, the integration of computing and library services and the marketing of ACT educational services in Australia and overseas.

3.20. Some areas of cooperation already exist but there are frustrating difficulties in relation to the different yearly and semester timetables, the lack of reciprocal rights for students at the libraries, Unions and other facilities, the different employment conditions for staff at each institution and the problems associated with staff and students having to travel between campuses.

## Recommendations

The Committee recommends that;

1. the ANU and the new University move towards formal and informal collaborative agreements about many matters including, for example, courses, credits, student housing, libraries, computing facilities and joint research programs etc.
2. the ANU and the new University hold separate and joint discussions to consider their long-term relationship, including whether an eventual amalgamation might be feasible and desirable.

3.21. Areas of collaboration should also be expanded with ADFA, Signadou College, Institute of TAFE and all other areas of tertiary institutions and ACT industry, as existing cooperative arrangements have proved most beneficial; eg

- . the Information Industry Training Advisory Committee of the Interim Vocational Training Authority has representatives from ANU, CCAE and Institute of TAFE.
- . ADFA students participate in foreign language classes at ANU and CCAE.
- . ADFA staff are involved in the planning of the engineering development at CCAE including membership of the Users Committee for the Information Sciences and Engineering Building
- . libraries at CCAE and ADFA have implemented reciprocal access and borrowing arrangements
- . more joint use of ADFA and CCAE facilities is anticipated.

CCAIE and Signadou College are exploring ways of assistance with respect to staff development, counselling services and possible curriculum and staff interchange.

combined student numbers in some courses may ensure the continuation and improvement of what might not be viable in individual institutions.

3.22. This is by no means exhaustive but indicates the areas of cooperation which can be enhanced. The Committee believes that such steps are intrinsically worthwhile even though they are unlikely to influence the funding outcomes.

#### **Institutions Retaining Separate Identities**

3.23. It is the strong preference of most of the submissions received that the Institutions retain their separate identities. The majority of submissions, however, hasten to point out that in the light of current Commonwealth Government policy this will create considerable difficulties. The paramount concern is that increased cooperation and collaboration alone will not produce the funding advantages promised to amalgamated institutions.

3.24. The Committee recognises that these arguments for maintaining independence have substantial credence.

#### **Australian National University**

3.25. The highest priority for the ANU is to integrate fully the Faculties and the Institute of Advanced Studies to ensure that the two cannot be separated. Some concern has been generated in light of the Commonwealth Government's proposed review in two years time in which there might be the possibility that some of the operations at ANU might be transferred to the ACT Government. The Committee recognises that this option would be fiercely opposed by the ANU Council.

3.26. The ANU is seeking to strengthen the existing ties through the proposed Graduate School which integrates many aspects of the Faculties and the Institute of Advanced Studies. The University is a national institution at both the graduate and undergraduate levels. A number of academic functions are part of both; and about a quarter of the administrative funds and staff are devoted to joint services. In recent years new policies and practices have been introduced to ensure that the quality of teaching and research and commercial outreach at the university exceeds the sum of what could be achieved by each division acting separately.

#### **Recommendation**

**The Committee recommends that the ANU's Institute of Advanced Studies and Faculties move towards greater co-operation and collaboration especially in joint research and postgraduate training.**

3.27. The Committee urges that the ANU to consider even stronger actions to bring both parts of the university together as a viable and creative institution.



3.28. None of the submissions received advocated the separation of the Faculties and the IAS, and several submissions argued strongly for the retention of the existing alliance. If the IAS were to be re-constituted as a free-standing institution, there would be considerable additional costs in administration, especially the establishment of separate student services. At the moment all student services at the ANU are open to students from the IAS and the Faculties alike, under the guiding eye of the Dean of Students.

3.29. Not all of the submissions considered the option of retained separate entities to be viable in the current economic climate. Professor Pitchford pointed out that under the Commonwealth Government Policy, as the ANU has only slightly over 5,000 EFTSUs, the Faculties would be funded primarily on a teaching basis only. As the salary bill is 85 percent of resources, in the event of any proposed severe financial cuts, there would be resultant staff reductions. The untenured senior lecturers, lecturers and senior tutors who will provide the future reputation of the University would be the first to go. Professor Bryant argued that if they go, other young academics already fortunate enough to have tenure might find the intellectual environment stultifying or might seek posts elsewhere where significantly more funds are available for research.

3.30. The Committee regards the Commonwealth Government's funding formula based on student numbers as not in the best interests of teaching and research.

3.31. There are some worries about a system in which the ANU and the CCAE, in whatever form, remain separate. Resources might flow out of the ACT. Under a limited system of funding the future of the Faculties would be a gradual withering as the resource implications of the Unified National System bite. Professor Bryant argued that if the Commonwealth Government were to transfer the Faculties to the ACT Government after the review in two years time, the community could not afford an expensive enterprise like science in both the 25th (ANU) and the 28th (CCAЕ) largest universities in Australia. Professor Bryant has calculated the Faculties would suffer budget cuts in excess of 40 percent if the ANU remains a separate institution and this would mean that \$22 million would not be spent in the ACT.

3.32. The Committee recognises this fear of under-funding, but welcomes Minister Dawkins' assurance that neither the ANU nor the CCAE would suffer financially if they stopped short of full amalgamation.

3.33. It is therefore essential that if the ANU is to make the best arrangement under the Commonwealth Government policy it must develop a long term strategic plan to increase the number of students and the levels of research funding. There are two schools of thought on the feasibility of this.

3.34. One point of view within the ANU is that student numbers cannot be increased without a decline in the quality of education unless additional resources can be obtained from sources other than those identified in The Green Paper.

## Recommendations

### The Committee recommends that;

1. **the Commonwealth Government transfer the CCAE to the ACT Government; with funding under the existing arrangements.**
2. **whatever its eventual future status, the CCAE be established under ACT legislation as a university as soon as possible.**
3. **the ACT Government immediately prepare appropriate legislation to establish the CCAE as a university.**

3.35. An alternative view is that within the ANU's teaching infrastructure of classrooms and laboratories, some growth in student numbers could be supported with relatively small additional capital requirements. There is also the possibility that there could be greater use of buildings for summer teaching.

3.36. The Committee can make no effective judgement on these views, but welcomes the determination of the ANU's Futures Committee to cope with these challenges.

### Canberra College of Advanced Education

3.37. If the CCAE is to remain as a separate institution it is essential that it be granted university status in line with all other Colleges of Advanced Education. They all have the prospect of awarding university degrees and of being transformed into universities. A number of sound arguments were presented to the Committee to support this change.

3.38. The Committee was assured that the CCAE meets all the criteria in the definition of a university recently formulated by the Australian Vice-Chancellors Committee and identified by the Task Force on Amalgamations in Higher Education.

3.39. The CCAE can operate effectively as a separate institution within the Unified National System.

3.40. The CCAE also attracts good undergraduate and postgraduate students. Many of their courses require high cut off scores. There is a high standard of research by staff who are able, despite heavy teaching loads, to attract research facilities and funding.

3.41. The Committee understands that the proposed University will be dedicated to serving the educational needs of the region, and will be a necessary complement to the ANU which is now considering the intensification of its national functions. The University would have considerable growth potential as significant numbers of eligible students have been turned away from existing courses.

3.42. Professor Scott (Principal, CCAE) in his evidence to the Committee stated that if the merger did not proceed, it would be appropriate that the University should identify with the

ACT Government (Transcript, p 17). He considered that funding would remain the responsibility of the Commonwealth Government just as it is for the University of Queensland and the University of Tasmania and that he anticipated some additional support for areas of activity that the ACT Government saw as important.

3.43 It is vital that the College be given university status as soon as possible as this affects its ability to attract research funds and to market courses at home and overseas. The effectiveness of the CCAE in the marketplace will continue to decline until the university title is granted. The College will also suffer through loss of current staff and an inability to attract the highest quality of staff and students in the future.

3.44 The College could acquire such status through association with another institution in another State as an interim measure to becoming a full university.

#### **Canberra Institute of the Arts**

3.45. As CITA has only 500 ETTSUs it does not qualify to operate as a separate institution within the Unified National System. Therefore in order to gain the funding and other advantages offered to the larger institutions it will be necessary to form an alliance with at least one of the other institutions.

#### **Signadou College**

3.46. Signadou College is likely to be absorbed by a Sydney based national institution and is unlikely to enter into a formal amalgamation with the three institutions being considered here.

3.47. The CCAE is, however, currently exploring avenues of cooperation with Signadou College in connection with staff development, counselling and curriculum.

#### **Australian Defence Force Academy**

3.48. ADFA is an integral part of the University of New South Wales in an arrangement that is satisfactory to both parties and therefore should not be considered further in this report in the context of possible amalgamations, at this time.

#### **Partial Amalgamations Suggested in Submissions**

##### **Australian National University and Canberra Institute of the Arts.**

3.49. The Committee considers that the amalgamation of these two institutions would present fewest complications since the teaching programs, especially in the Fine Arts and the Humanities, complement and do not compete with those of the ANU. CITA's national and international concerns and reputation also complement those of the ANU. The two institutions occupy adjoining sites and there is already a sense of amity and acceptance about the proposed merger. It is considered that the student records and other administrative matters can be relatively easily integrated.

3.50. The advantages and disadvantages of this merger are dealt with in considerable detail in the section under full amalgamation and are not repeated here.

### **Recommendation**

**The Committee recommends that the ANU and CITA move towards amalgamation under Commonwealth Government Legislation.**

3.51. Mr Wood recognises that the proposals for the merger of CITA with the ANU have progressed so far and with such amity that this should proceed. Nevertheless, he considers that other than the factor of contiguity, CITA's links with the CCAE are as strong as those of the ANU. With the substantial funding from the ACT and CITA's close and excellent participation in the ACT community, Mr Wood maintains that there are strong grounds for amalgamation with the CCAE. As the ANU and CITA merge there will need to be formal agreements between the ACT Government and CITA concerning CITA's local role.

### **Canberra College of Advanced Education and the Institute of Technical and Further Education**

3.52. If the CCAE became a University, within a 3-5 year time scale, this would enable the CCAE and the Institute of TAFE to merge and continue the role of those two institutions of providing vocationally relevant courses. The White Paper expounds further the institute of tertiary education concept which provides for an appropriate mix in higher education and TAFE courses in a single institution.

3.53. This type of proposal for Commonwealth funding of such institutions would need to have the support of the relevant State government. The Confederation of Industry considers that this type of university concept would be better able to meet the priorities and the needs of the ACT and its regional communities, including the needs of the ACT industry and the Canberra economy. The new institution would be better able to facilitate the interaction between the ACT education systems within the ACT and optimise future economies.

3.54. The amalgamation of these two institutions could include the devolution of some TAFE functions to the ACT secondary college system.

3.55. The Committee does not consider that this is a live option given other possibilities of affiliation and/or amalgamation.

### **Canberra College of Advanced Education and Canberra Institute of the Arts**

3.56. The Committee is thoroughly satisfied that an immediate affiliation followed by amalgamation between the ANU and CITA is the preferred option of both of those institutions. The Committee concludes, however, that this does not preclude areas of collaboration and cooperation between CCAE and CITA.

### **Canberra Institute of the Arts and Institute of Technical and Further Education**

3.57. The Canberra School of Art Staff Association strongly opposes this merger. The Committee sees no benefit in pursuing this option.

### **Complete Amalgamations Proposals**

3.58. The Confederation of ACT Industry proposes a merger of the ANU Faculties, the CCAE, CITA and Institute of TAFE as another option. This merger is unlikely to proceed because it would require the separation of the ANU Faculties and the Institute of Advanced Studies. This would be strongly opposed by all sections of the ANU community.

### **Sponsorship**

3.59. In this model a new university is formed by incorporating by legislation an existing institution under the wing of a sponsoring university. Sponsorship would continue until the new sponsored university could itself meet the criteria of a university.

3.60. The Committee concludes that it is not appropriate to the current situation in the ACT. In the case of the CCAE, it already meets the criteria to become a university. In the case of CITA with its limited growth potential in the immediate future, there is no need for an intermediate period of sponsorship. The Committee's preferred option for CITA is affiliation heading towards amalgamation with the ANU.

### **Incorporation**

3.61. In this model, one or more institutions would be incorporated by legislation as part of an established university following agreement between State and Commonwealth Governments. The smaller institution would gain university status while adding to the profile of the university. The incorporation model could be used for small institutions which are either contiguous with or have overlapping catchments with the established institution.

3.62. The Committee considers this model is less desirable than the full amalgamation model for CITA into the ANU. The latter option will enable CITA to retain a substantial degree of independence.

### **University College**

3.63. This model is suited to relatively small institutions which may or may not over time become universities in their own right. It is more applicable, however, to campuses which are some distance from the larger host university and is therefore inappropriate for CITA.

3.64. If the CCAE were to become a University College for a period of years until the granting of full and independent status, the College would be hampered and stifled. There is also little likelihood of additional funding under this arrangement; and the staff would suffer in their morale, as part of a subsidiary organisation to a "Big Brother".

3.65. The Committee sees no reason for these interim arrangements; and recommends that the CCAE should proceed immediately to the status of a university.

### **Federation**

3.66. The Federation Model proposed by ANU is less complete than the amalgamation envisaged in previous discussions. Structures would remain independent to a considerable degree with the retention of largely autonomous campuses in which the distinctive missions

of each institution were pursued and administered separately. The ANU and CCAE campuses would thus continue to develop their separate roles, with integration occurring by agreement in some areas but not others.

3.67. The ANU considers that the Federation Model could meet the Commonwealth criteria, would be consistent with the *Australian National University Bill 1988* and would avoid some of the disadvantages of full amalgamation.

3.68. The ANU Students' Association, however, opposes the Federation Model since it considers that all the positive aspects of federation are contained within the affiliation model, while the federation model contains some of the negative aspects of amalgamation.

3.69. The Federation Model has also been rejected by the CCAE as federation envisages the continuity of existing structures and campus governance beneath a single over arching governing body.

3.70. The CCAE is apprehensive about an "apartheid" effect in which the Bruce campus could be relegated in practice to an unacceptable inferior status. The College would also want an explicit commitment that the Federation Model was essentially interim and would expect provision for a review of the faculty structure at a later date.

3.71. The CCAE considers that the proposed federation model of amalgamation reneges on the arrangements of the Memorandum of Understanding and is not consistent with the proposed legislation. The terms and conditions of the Memorandum of Understanding must be maintained in the Federation Model.

3.72. The CCAE rejects unequivocally any model which creates a structure of autonomous campus administrations which continue to pursue separate and distinctive missions but whose governance and financial control is centralised. The College also rejects the ANU proposal of selective integration in some areas but not others. If amalgamation of the institutions is to take place it must involve comprehensive integration of all functions of the merging institutions. The Federation Model is no more than an attempt by ANU to acquire the College's student numbers without offering any significant benefits to the College in return.

3.73. The Committee concludes that there are no benefits in the Federation Model.

## CHAPTER 4 – RELATIONSHIP BETWEEN THE ACT EXECUTIVE AND THE NEW INSTITUTIONS.

4.1. If the amalgamation of the ANU, CCAE and CITA were to proceed under Commonwealth arrangements, the ACT would be the only State or Territory in Australia without legal responsibility for its higher education institutions.

4.2. The Minister's letter proposing amalgamation indicated that after a two year period the Government would review this relationship. It was possible that Commonwealth Legislation would be retained only for those functions that were clearly of national character.

4.3. The Committee considers that there is a case for continued responsibility by the Commonwealth Government for the ANU, as a national institution, but that the new University should be created by the Legislative Assembly for the ACT. Funding, of course, would continue to be a Commonwealth responsibility.

4.4. The Committee considers that it is essential that the Legislative Assembly for the ACT ensures that the needs of industry for graduates with appropriate qualifications are being met; and that new courses at an appropriate level are developed as required. It is also necessary to ensure that the all tertiary institutions should contribute, wherever possible, through ANUTECH Pty Ltd or through individual staff members to the technological development of ACT industry.

4.5 The Committee stresses that the ACT Government should also be concerned that the contribution of higher education institutions to ACT social and cultural development continues. In particular, CITA should be able to continue to provide various community services including programs for schools, some of which will be funded from ACT revenue.

4.6. The Committee considers that the new ANU and the new University should develop further the close working relationship that exists presently between the ANU, CCAE, TAFE, and the school system in the ACT. All these institutions should retain close formal and/or informal ties with the ACT Government.

4.7. The university community can also provide an important alternative and independent source of expertise to that available within the government. For example, staff and students can provide advice as members of ACT committees and through consultancies.

4.8. The three existing institutions are already involved in co-operative ventures with the ACT Government. There are opportunities to enlarge and develop these areas of co-operation.

### **Australian National University**

The ANU is presently represented on the Canberra Development Board at a senior level and this should continue.

There could be mutual advantage in appointing a representative of the University to the Advisory Committee for the ACT Institute of TAFE. This may promote an effective interface between the TAFE system and the University especially with respect to credit transfers.

ANU Council membership includes prominent local citizens who were appointed by the Governor General. With the advent of self government some members should be appointed on the advice of the ACT Government.

As part of the Joint Planning Committee to advise on provision of finance for higher education, the ACT Government will be involved in decisions about the development of higher institutions in the ACT and the ANU has advised that they will cooperate fully with the Committee.

There could be local government membership on the Board of Directors of ANUTECH Pty Ltd.

The University welcomes proposals to encourage closer links with business, industry and with the two Governments which are the largest employers of ANU graduates. The ANU intends to extend the range of advanced in-service education and training courses.

#### **Canberra College of Advanced Education**

As part of the preliminaries to the establishment of the ACT Government, the local focus intensified and became more formalised. The Principal of the College participated actively as an agency head in several bodies created during this period including the ACT Education and Training Council, the Education Agency Heads meeting and the ACT Administration Coordination Committee.

Other levels of the College have also been involved with the ACT Heritage Committee and the Canberra Development Board.

#### **Canberra Institute of the Arts**

The Institute is determined to foster its interactions with the community and to seize opportunities for these to diversify and grow. It is vital, therefore, that there should be a strong and effective relationship between it and the ACT Government.

#### **Recommendation**

##### **The Committee recommends that**

**there be a formal agreement between the ACT Government and CITA setting out the facilities and service CITA will provide and support in the ACT; and the funding and other assistance which it will receive from the ACT Government.**

4.11. The Committee trusts that the traditional distance from the government would be maintained, as a degree of independence is needed for universities to perform the wide range of educational, scholarly, research, cultural and social-critical functions that are valued by the Government, the institutions themselves, their students and the nation. The main link between the ACT Government and the two universities should be through their Councils.



4.12. Under the *Australian National University Bill 1988*, the University is not required to report on the ways it has met its mandate to undertake its functions with regard to the ACT and surrounding areas. The inclusion of such a requirement in the eventual Commonwealth Legislation for the ANU would improve the ANU's accountability to the ACT community. The new University would have such requirements under the ACT legislation.

4.13. The 1991 review proposed by the Minister in his letter on amalgamation should be restricted to the relative roles in tertiary education of the ACT Government and the Commonwealth Government.

## CHAPTER 5 – CONCLUSIONS

1. The Committee recognises that the basic groundwork has been done by the ANU and CITA in achieving formal affiliation. The Committee now sees no reason for delaying the move to full amalgamation of the ANU and CITA, which would become an integral but separate part of the ANU. The Committee endorses the sound arguments advanced both by the ANU and CITA for their Affiliation Agreement.
2. The Committee concludes that there should be no formal amalgamation between the ANU and the CCAE at this point.
3. The Commonwealth Government, while retaining responsibilities for funding, should transfer the CCAE to the care of the ACT Government.
4. The Committee concludes that the CCAE should become a university as soon as possible. This should be achieved under legislation passed by the Legislative Assembly for the ACT.
5. The ACT Government should immediately prepare appropriate legislation to create the new University.
6. The Committee recognises that there is a need for a careful process of moving from a College of Advanced Education to University status. The Committee urges that the new University considers seeking some form of sponsorship or association with an existing university, preferably one which has already been through the process of changing from one status to the other (eg University of NSW or Sydney University of Technology).
7. The Committee concludes that the ANU and the new University should hold separate and joint discussions to consider their long-term relationship, including whether an eventual amalgamation might be feasible and desirable.
8. The Committee emphatically concludes that the ANU and the new University should move towards formal and informal agreements about many matters, including, for example, courses, credits, student housing, libraries, computing facilities and research programs. It is not necessary for these two institutions to affiliate or amalgamate in order to bring about effective collaboration and cooperation. The same is true of ADFA which is already cooperating in some areas.
9. The Committee applauds the ANU for its initiative in establishing the Future Directions Committee. In view of the warning given by Minister John Dawkins of the possibility of the ANU becoming a "museum piece", the Committee on Tertiary Amalgamation enjoins the ANU to secure a grand and creative future as a local, national and international institution of the highest repute.
10. The Committee applauds attempts by the Faculties and the Institute of Advanced Studies to move closer together. Indeed the Committee wonders whether the most creative amalgamation of all would be an even closer integration of the two main parts of the ANU.

## APPENDIX I

**Contributions Received from**

Australian Capital Territory Administration – (Office of Industry and Development)  
Australian Capital Territory Education and Training Council  
Australian Capital Territory Institute of Technical and Further Education  
Australian Capital Territory Schools Office  
Australian College of Education: ACT Chapter  
Australian National University  
Australian National University Council  
Australian National University Staff Association  
Australian National University Students' Association  
Associate Professor E. Best  
Associate Professor T.G. Birtles  
Professor C. Bryant  
Canberra College of Advanced Education  
Canberra College of Advanced Education Association of Academic Staff  
Canberra College of Advanced Education Students' Association  
Canberra Institute of the Arts  
Canberra School of Art Staff Association  
Canberra School of Art Students' Association  
Canberra School of Music Faculty Association  
Canberra School of Music Students' Association  
Confederation of ACT Industry  
Council of Canberra College of Advanced Education  
Mr W.G. Craven  
Dr B.G. Lees  
Professor L.N. Mander  
Dr J.M. Deam  
Dr P. McCullagh  
Professor J.N. Molony  
Professor J.D. Pitchford  
Postgraduate and Research Students' Association Inc ANU  
Resource Science Division School of Applied Science  
Mr D. Solomon  
The Centre for Australian Regolith Studies  
Water Research Centre  
Professor R.L. Wettenhall  
Mrs R. E. Willimott

## APPENDIX 2

## Public Hearings and Witnesses in the Inquiry

Date of Hearing	Organisation	Witness
13 June 1989	ACT Administration Department of Employment Education and Training Branch	Mr P. Kearns Mr L. Ward
23 June 1989	Commonwealth Department of Employment Education and Training	Mr J. Redrup Ms J. Kennedy Mr W. Daniels
	Canberra College of Advanced Education	Dr D. McMichael Prof R. Scott Prof R. Mitchell Dr J. Grant Prof G. Eadie
	Canberra College of Advanced Education Association of Academic Staff	Mr J. Hanratty Mr P. Kringas
	Canberra College of Advanced Education Students' Association	Ms D. Stevenson Mr I. McShane
	Australian National University	Prof L. Nichol Prof M. Neutze Prof E. Bachelard
	Australian National University Staff Association	Mr I. Farrington Dr N. Mudford Mr G. Cullum Mr A. Baxter Dr M. Stoljar
26 June 1989	Australian National University Postgraduate and Research Students' Association	Mr M. Allen
	Australian National University Students Association	Ms M. Todd

	Canberra School of Music Students Association	Mr I. Plaude
	Canberra School of Art Students Association	Ms L. Turner Mr A. Butterworth Ms A. Brown-Bryan
	Canberra School of Art Staff Association	Mr I. Kleinert Ms M. Fairskye Ms W. Teakel Mr J. Reid Mr R. Crowdy
	Canberra Institute of the Arts	Mr D. Williams Mr R. Arthur Prof P. Karmel Mr J. Painter
8 July 1989	ACT Education and Training Council	Mr P. Keams Mr W. Rowe
	Australian College of Education ACT Chapter	Ms M. Bearlin Mr D. Southern Dr A. Hone
	Private Submission	Prof J. Molony Prof E. Best Dr J. Dearn Prof L. Mander Prof C. Bryant
	School of Applied Science	Dr D. Williams Dr A. Georges
	The Centre for Australian Regolith Studies	Dr G. Taylor
	Canberra School of Music Faculty Association	Mr L. Fischer Mr D. Worrall
	ACT School Office	Mr B. Dooley
14 July 1989	Department of Employment Education and Training	Min. J. Dawkins Mr P. Phillips Mr W. Daniels Ms V. Tripp Ms M. Cane