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Thank you for the opportunity to make this submission to the Productivity Commission Inquiry into the VET workforce.

This submission considers aspects of VET that are made visible and also rendered invisible in the Productivity Commission's Issues paper. It comments on six themes:

1. Definitions: The VET sector and the VET workforce
2. Composition of the VET workforce
3. Demands on the VET workforce
4. Supply of the VET workforce
5. Enhancing workforce capability
6. Lessons from other sectors and countries

The submission draws on the evidence-base made available through work of the Faculty of Education, Monash University. This evidence-base includes research on VET in Australia and internationally, research theses completed by VET practitioners and professionals, and data available as a result of teaching programs. Since the late-1990s, these teaching and research training activities have been extended to support an integrated workforce development agenda in partnership with VET providers.

I would like to acknowledge the work of Professor Terri Seddon in preparing this submission.

Yours sincerely,

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Submission to the Productivity Commission Inquiry into the Vocational Education and Training Workforce

Faculty of Education, Monash University

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EXECUTIVE SUMMARY

This submission makes three major claims in response to the Productivity Commission's Issues Paper:

1. Market reform and increased multi-agency partnership work have transformed the VET sector. More than other education and training sectors, VET operates as a network that is embedded in global and local supply chains.

2. These shifting terms and conditions of VET work and learning increase demands on the VET workforce. Realising VET outcomes in line with national goals therefore requires a workforce with the capacities and capabilities to work in networks, across sectoral, national and other cultural boundaries, in addition to traditional industry knowledge and skills

3. The workforce capabilities required when working and supporting learning in networks are developed through education qualifications. These qualifications also act as quality signals in the global-local market in tertiary education and training, thereby mitigating risk.

The evidence for these claims is drawn from Monash University Faculty of Education's engagements with the VET sector and the VET workforce. Our research, teaching and service partnerships with the VET sector, offers insights into VET, the VET workforce and strategies for enhancing the capability of the VET workforce.

Definitions: The VET sector and the VET workforce

The Issues Paper defines the VET sector systemically, as a collection of training providers and the VET workforce as their employees. Yet this definition renders many VET actors invisible and understates the reach of VET through the Australian economy and society, nationally and internationally. This definition limits the consideration of capacities and capabilities required by the VET workforce and also renders invisible many resources available to VET to support workforce development.

Approaching the VET sector as a network addresses these limitations. This definition sees the VET sector as a complex system that is learning-centred and pedagogically-informed, It comprises diverse locales for learning that include: include public and private RTOs and also learning locales in community settings, workplaces and in multi-agency and transnational spaces. They are nested in wider networks as part of Australia's tertiary education and

training sectors, which are embedded in further economic, social and knowledge networks, locally, nationally and globally.

Composition of the VET workforce

Seeing VET as a network reveals workers in a wide range of organisational nodes that help to realise VET outcomes. Some of these learning locales can be identified as locations for vocational education, where learning is supported through 'teaching'. Other locales support learning through 'training' conducted by a wide range of occupational groups that are classified as Managers, Professionals and Community-Personal Service Workers in the ANZSCO.

The Issues Paper defines VET workers as VET professionals (practitioners and others) and general staff who are employed in training providers. Seeing the VET sector as a wider network, which includes but also reaches beyond training providers, complicates this terminology. It means the term 'VET professional' cannot just be defined using the criterion of 'employment in a training provider'.

It is more meaningful to identify 'VET professionals' in terms of their specialist expertise in vocational education and their professional identity. These criteria, rather than place of employment distinguish two groups of VET workers: '*Educators'* whose specialist expertise and professional identity is learning-centred and pedagogically-informed; and '*trainers*' whose specialist expertise and professional identity reflects their work priorities; that supporting learning pedagogically or organisationally is not their primary purpose but a secondary or incidental part of their working lives.

Demands on the VET workforce

Demands on the VET workforce have increased as a result of three key factors:

- Global-local imperatives;
- Working in networks and multi-agency and cross-boundary partnerships; and
- Supporting and preparing diverse learners for economic and social participation.

These factors have interactive effects, which have increased the challenges in supporting VET learners and the learning-centred organisational work necessary to realise VET outcomes.

Supply of the VET workforce

The supply of the VET workforce has been reformed in the light of these increasing demands on the VET sector. Strongly asserted expectations of the VET sector's service role to industry has been institutionalised through regulatory frameworks, including qualifications for VET practitioners.

The education qualifications required by the TAFE sector were redefined in the formation of the VET sector. Prior expectations, that TAFE teachers would have a Diploma or Degree-level education qualification, have been replaced by expectations that VET practitioners would hold a Certificate IV-level education qualification.

This shift in official endorsement and investment in capability development has influenced supply of the VET workforce. As study of education qualifications in Victorian TAFE Institutes found that newer recruits were more likely to be qualified at the Certificate IV rather than higher levels. In the 'no qualifications' group (ie. TAFE teachers not holding an education

qualification), sessional staff, staff less than 40 years of age, and staff who have been at their current institute for less than six years, were over represented.

These findings suggest there is a trend towards lower-level education qualifications in the VET workforce. These education qualifications recognise lower-level teaching capacities and capabilities in the VET workforce and communicate lower official expectations to teachers, the VET sector , clients in the global education and training market and the public.

Enhancing workforce capability

Understanding the VET sector as a network reveals VET 'educators' and 'trainers' dispersed across many learning locales, in and beyond training providers. Enhancing VET workforce capability cannot just target employees of VET providers. Rather it is necessary to offer different opportunities for capability enhancement that are responsive to different kinds of VET workers, with different aspirations and specialist goals.

Despite shifts in official expectations of the VET workforce, many VET professionals pursue professional development opportunities. The Victorian study of education qualifications found that 24 percent of TAFE teachers responding to the online survey were studying for an education qualification. Thirty percent were pursuing a certificate-level program and 20.4 percent were enrolled in Master or PhD program. Amongst the 5.5 percent of TAFE teachers who self reported not holding an education qualification, 34 percent were studying for an educational qualification: 72 percent at Certificate IV level and 28 percent at graduate level. 45 percent were self-funding their study.

VET professionals can access professional development opportunities in many ways. For example, the Victorian study of education qualifications identified 226 programs that developed capabilities in VET teaching and were readily available to Victorian TAFE teachers. These programs were accessible through the VET sector and universities. It is likely that the range of programs has increased further since 2002, both in quantity and in the way they target particular capabilities and niche groups of learners.

These professional development opportunities have different capability development priorities. The Victorian study of education qualifications found that programs prioritised:

- Teaching capability: Such education qualifications adopt a focused view of teaching capability and address activities in which learner-teacher relationships are put into the foreground. These education qualifications assess teaching performance through work-based assessments or supervised teaching practice;
- Teaching as a workplace role: Such education qualifications take a broader view of teaching capability as an activity that is embedded in learner-teacher, and wider workplace and social relationships. The focus is less on specific competence in teaching and more on competence as an effective actor who can mobilise learning within workplace settings as a basis for teaching, organisational roles and in leadership. Practical performance is demonstrated through work-based assessment or work-based projects;
- Specialist teaching capability: Such education qualifications address specific dimensions of teaching capability (eg. e-learning, organisational leadership) or support learners who wish to extend their understanding of vocational education and training.

Together these programs supported the development of practical professional knowledge, skills and dispositions that are learning-centred and pedagogically-informed. These

programs are relevant to the VET workforce and VET professionals' capacities and capabilities in:

- Bringing ideas and concepts into productive relationship with practical problems and contexts in order to develop new insights and understandings, problem solving and innovation;
- Acquiring and using knowledge of: VET and other relevant industry and community contexts, of learning and learning processes, program design and ethical professional practice; and
- Working with ideas, critical and analytical reflection, and metacognitive understandings (eg. knowing how to learn) to build understandings, including evidence-based research, that facilitate action.

VET professionals who pursue professional development opportunities, including further study, are not just located in training providers. Our programs at Monash University enrol VET professionals as students from many different parts of the VET network. These individuals include people working in Australia TAFE, private or Adult Community Education (ACE) providers, in industry/corporate sectors, regional development, and other adult learning contexts, as well as Australians working abroad and international students. They seek capability development that is relevant to VET and specifically targeted to address their professional needs.

VET professionals value opportunities to enhance their capacities and capabilities in ways that are relevant to VET. The Victorian study of education qualifications found that VET professionals, from teachers to CEOs were positively disposed to education qualifications. Student satisfaction and other evaluation data from our Monash University programs also suggest that these VET professionals value the opportunity enhance their professional competence in ways that are learning-centred and pedagogically-informed, while also building strategic and research capabilities, and capacities for intercultural collaboration and communication, which is fundamental to inter-professional, multi-agency and intercultural work and learning in partnerships and networks.

There are many resources that contribute to VET workforce development, although they are not just located in VET providers. VET professionals are motivated to enhance their capacities and capabilities in ways that support the VET sector, especially when their increasing professional expertise is recognised. Education qualifications provide this professional recognition and also indicate the kind of professional expertise that the qualification holder has developed through their learning.

Education qualifications act as quality signals in VET and in relationships with learners, clients and the wider public, in and beyond Australia. They cannot guarantee the capacities and capabilities required in the VET sector but, other things being equal, they contribute to quality in VET. Endorsing education qualifications contributes to the development and recognition of capacities and capabilities of individual VET professionals. It also communicates the professional expertise and quality of the occupational groups that make up the VET workforce and, therefore, the capacity and capability of the VET sector to realise high quality VET outcomes.

Lessons from other sectors and countries

This submission offers three key lessons from other sectors and countries:

1. Education qualifications are a critical quality signal in Australian VET. They communicate the learning-centred and pedagogically-informed capacities and capabilities of the VET workforce, which are fundamental to high quality VET learning that yields VET outcomes.

2. The supply of the VET workforce is best addressed by recognising that the VET sector is a network. In networks, flows of people, ideas and resources as well as organisational units are significant in determining capacity and capability. The systemic approach to VET tends to overlook this fact and, consequently, renders invisible key resources available to enhance the VET workforce in ways that optimise VET outcomes.
3. A workforce development plan is needed in the VET sector. The Australian VET sector is comprehensively and deeply networked into the global tertiary education and training market, which presents opportunities to access resources for workforce development, as well as risks that accompany inadequate quality signals. This workforce development plan should:

    - Recognise inputs, such as research and education programs offered through VET, universities, in Australia and overseas; and
    - Recognise flows, especially flows of VET professionals who learn as they travel through different learning locales as workers and learners, and whose learning-centred and pedagogically-informed professional expertise can be harnessed as a resource for the wider VET sector
    - Endorse education qualifications to guide and recognise professional development in the VET sector and as a quality signal in the global education and training market; and
    - Institutionalise the flows of VET professionals to support VET workforce development, enabling appropriately qualified VET professionals to make their learning-centred and pedagogically-informed professional expertise available to the VET workforce across the VET sector. Institutionalising VET workforce development this way creates a flow within VET that builds capacities and capabilities of VET workers in all the learning locales, which support adult learning and contribute to VET outcomes.

Preamble:

Thank you for the opportunity to make this submission to the Productivity Commission Inquiry into the VET workforce.

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The submission draws on the evidence-base made available through work of the Faculty of Education, Monash University. This evidence-base includes research on VET in Australia and internationally, research theses completed by VET practitioners and professionals (Appendix 1), and data available as a result of teaching programs (Appendix 2). Since the late-1990s, these teaching and research training activities have been extended to support an integrated workforce development agenda in partnership with VET providers.

Definitions

1. The VET sector

The Productivity Commissions Issues Paper establishes helpful definitions for this inquiry. It suggests that:

The 'VET sector' is: diverse in terms of providers, funding sources and student profile; offers accredited, pre-accreditation and unaccredited training (but does not include unstructured, informal or on-the-job training); overlaps with the Higher Education and Schools sectors and interfaces with industry in many ways.

The 'VET workforce' is: made up of VET practitioners who do front-line teaching, training and instruction with learners, as well as other VET professionals and general staff; these VET workers are in different kinds of employment relationships; and do not include government or peak body staff with professional interests in VET;

This terminology focuses attention on VET as a collection of VET providers. This approach is consistent with established systemic understandings of VET and makes visible those parts of the national education and training system that are most readily shaped by government policies, funding and regulatory frameworks.

However, discussion of 'VET, the economy and society' (p. 9) suggests a broader definition of VET that includes but also looks beyond VET providers. Focusing on the 'myriad skills, knowledge and competencies' required in a modern economy reveals the VET sector as an adaptive complex system. Its workforce operates as a network of individuals, organisations

and wider agencies through which information, ideas and knowledge, people and other artifacts flow. While VET providers are a core part of that network, their capacity and capability is dependent on the wider network, its relationships and the way flows and transactions are sustained.

The benefit of the first definition is that it focuses policy making on a tangible and limited set of organisations and the people that inhabit them. The risk of this definition is that it does not acknowledge aspects of VET as a network and consequently renders them both invisible and out of contention. This means that significant resources are overlooked in policy making and implementation.

Defining the VET sector as a complex system reveals it as part of a network, comprising diverse locales for learning. These locales include public and private RTOs and also learning locales in community settings, workplaces and in multi-agency and transnational spaces. They are nested in wider networks as part of Australia's tertiary education and training sectors, which are embedded in further economic, social and knowledge networks, locally, nationally and globally.

The VET sector does not just deliver skills and qualifications to industry through training providers. More than other education sectors, the VET sector has embraced cross-sectoral and integrated service delivery. The VET workforce works across boundaries. It reaches into the Australian economy and society in deep and distributed ways. It actively contributes to and is influenced by these global and local supply chains.

In this submission, we deliberately approach the VET sector as a network to examine the issues impacting on the VET workforce. Our aim is show that the networked structure of VET is a significant influence in the VET sector and its workforce. It is also a source of important resources that help to build the 'capability and effectiveness' of the VET workforce that 'will be critical to achieving the outcomes agreed in [COAG] frameworks' (Terms of Reference, p. 1).

2. The VET workforce

The Issues Paper identifies two key groups in the VET workforce. There are VET practitioners who teach, train or instruct. Other VET professionals who support that work through 'leadership, management and support for teaching and assessment' are also acknowledged. These two kinds of VET professionals, supported by general staff, are identified as the 'VET workforce'.

We raise three concerns about this definition that become visible when the networked character of the VET sector is acknowledged.

First, this delineation of VET practitioners and VET professionals is difficult to sustain, when the VET sector is seen as a network. Networks operate through relationships and what flows between the elements or organisational nodes that make up the network. From this perspective, the capacity and capability of the VET sector to realise VET outcomes is not just a consequence of the individuals that make up the VET workforce but also results from the way these workers are connected into networked learning locales, conduct themselves within these relationships and influence flows between groups.

Second, the notion that VET is a 'workforce' disregards the social and cultural dimensions of work and working life. VET is a workforce, in the sense that it is a statistical entity formed by

the aggregation of individuals. It is also a complex mix of occupational groups that are divided by vocational streams (ie. Teacher, manager, leader, administrator) but learn to work together in job families that define particular organisational units - a VET provider, workplace or sector. These occupational groups are anchored in the world of work and community through shared commitments to contribute to the Australian economy and society. They are guided by their sense of a job well done and jostle for territory within VET and in relation to wider social forces (eg. Industry, government, communities). They act in self-defining and self-determining ways within the prevailing terms and conditions that afford certain scope for learning, innovation and other kinds of independent action (Seddon-AVETRA).

Finally, the proposed terminology (VET practitioner, VET professional and general staff) is limited. When these terms are framed by the systemic definition of VET as a collection of training providers, there is no terminology to refer to people who contribute to VET outcomes but work outside VET providers. Yet when VET is seen as a network, many people can be identified as workers who contribute to VET. They include: apprenticeship brokers, VET in schools coordinators and teachers, human resource professionals in organisations' that operate as Enterprise Registered Training Organisations, workers in employment agencies and adult and community educators. The VET workforce includes all of those employees engaged in enabling both work force participation and mobility, learning for work and social and economic inclusion, and second-chance learning.

An alternative way of grouping and naming the VET workforce would refer to 'VET educators' and 'VET trainers'. This nomenclature disconnects 'VET professional' from aparticular employment location in a training provider. Instead it identifies VET professionals in terms of their specialist expertise in vocational education and their professional identity. These criteria, rather than place of employment distinguish two groups of VET workers: '*Educators'* whose specialist expertise and professional identity is learning-centred and pedagogically-informed; and '*trainers*' whose specialist expertise and professional identity reflects their work priorities in which supporting learning pedagogically or organisationally is not their primary purpose but a secondary or incidental part of their working lives.

The definitions of VET as a collection of VET providers and the VET workforce as a collection of individuals overlook significant aspects of VET.

By contrast, seeing VET as network reveals resources that are embedded in relationships, flows and transactions, as well as in groups and organisational units. VET workers participate in these networked elements. Through these engagements they develop shared commitments, establish particular occupational identities and take responsibility for building their own capacity and capabilities. These resources, including individual and occupational motiviations and agency, can all be turned to realise VET outcomes given appropriate policy settings.

The Issues Paper asks: '*Do you agree with the possible approach to defining the VET workforce as all employees of VET providers?'* (p. 9).

The limitations of the proposed definition has spillover effects:

(a) Overlooks the wider range of actors involved in realizing VET outcomes;
(b) Risks oversimplifying the 'work profile best able to deliver these outcomes' (p. 11);
(c) Neglects ways in which VET professionals currently maintain their capacity and capability to realise VET outcomes; and therefore

(d) Potentially limits the capability of the national education and training system, and the VET workforce in particular, because it renders invisible resources that are available to support workforce development and innovation in ways that address national goals and targets.

Identifying and naming VET professionals according to their particular professional expertise and professional identity distinguishes two categories: 'VET educators' whose specialist expertise and professional identity is learning-centred and pedagogically-informed; and 'VET trainers' whose specialist expertise and professional identity reflects their work priorities in which supporting learning pedagogically or organisationally is not their primary purpose but a secondary or incidental part of their working lives.

The composition of the VET workforce

The Issues Paper canvases existing data sets that offer insights into the characteristics and composition of this workforce. Consistent with its definitions, it highlights the individual characteristics of VET professionals.

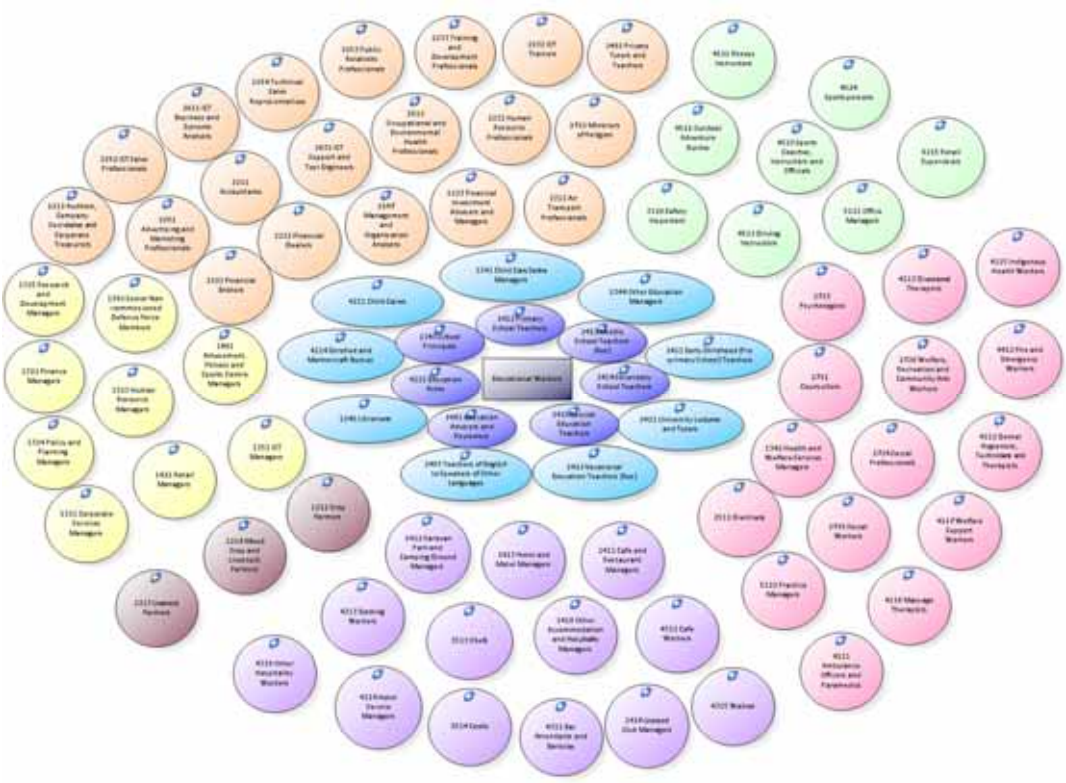
Defining VET as a network made up of occupational groups reveals different characteristics of VET workers and patterns across the VET workforce. Some of these features have been noted in the previous section in the definition of occupations. Other patterns become evident through research that targets particular groups within the VET workforce, such as VET workers in public and private RTOs and those in general staff roles.

Approaching the VET workforce from an occupational perspective offers another representation, shown in Figure 1. This analysis was conducted as part of our current ARC Discovery project that is investigating the teaching occupation in learning societies (Seddon, Devos, Joseph, 2009). This particular diagram was generated through a sub-study of the workforce that supports lifelong learning, which was commissioned by the Sage *Handbook of Lifelong Learning* (Seddon and Bohren, 2010).

This study of the 'lifelong learning teaching occupation' is based on the Australian and New Zealand Standard Classification of Occupations (ANZSCO). We identified all those occupations in ANZSCO that list teaching (or some proxy term like train, coach, lecture) in their task descriptions. These task descriptions are generated on the basis of Census data. So this codification offers tentative insights into the range of occupational groups that acknowledge their jobs include supporting learning across Australia. Reading task descriptions across successive Australian and International Standard Classifications of Occupations also suggested ways in which the character of teaching (and its proxy terms) was changing within and between different occupational groups.

The layout of Figure 1 is a consequence of methodological decisions that are framed by a view of the education and training workforce as a network. We have clustered those occupations that are specifically focused on teaching in formalised settings at the core (blue bubbles). Other occupations that acknowledge teaching in task descriptions (often termed 'training') but alongside other activities, which are often more prominent, are arranged around that core. Occupational groups that 'train' were grouped roughly by industry sector (eg. Hospitality, Community Service Work, Primary Producers) and, where industry was difficult to identify, were grouped as 'Other Managers', 'Other Professionals' and 'Other Services'.

Figure 1: The Lifelong Learning Teaching Occupation



This diagram suggests that the education and training workforce is dispersed across a dual labour market. The work of teaching occurs in established educational settings (schools, VET, universities, early childhood), while training occurs in other workplace and community settings.

The following observations can be made about Figure 1 relative to the modernist teaching occupation, characteristic of 20th century schooling.

1. The 21st century education and training workforce has been rescaled so that it now supports the learning of learners of all ages and circumstances.
2. This workforce is more fragmented than in the past. This is partly because the modernist teaching occupation was smaller, more concentrated in specific organisational locales (formalised schools, universities and VET colleges) and also cohered more tightly around a particular public purpose orientation to the job of teaching. These features were more significant in school teaching than in higher, vocational and early childhood education, which embraced other work identities as researchers, industry specialists, community advocates and carers.
3. The delineation of vocational streams (eg. Teacher, manager, administrator) is sharper than in the past. In some cases the distinctions between teacher-manager are distinguished as occupational groups that are classified as Professional (level 2) and Managerial (level 1), for instance, Secondary School Teachers (Code 2414) and School Principals (Code 1343).
4. Across the workforce, occupational groups that identify some kind of teaching in their task descriptions are classified as Professional, Managerial and Community-

Personal Service Workers. Such tasks are not identified for occupational groups at level 3 (Trade, Technician) and levels 5-8.

5. Within the core Education professional and managerial categories (ie. Blue bubbles), the work is described as 'teaching', although over time the terminology used in task descriptions suggests greater regulation than in the past.
6. In the occupational groups beyond Education, the work is mostly described as training, although there are variations and inconsistencies in some occupations, particularly in health.
7. Distinguishing these core Education occupations from the occupations that 'train', suggests the former offers foundational teaching-learning on which the latter build.

Figure 1 offers a way of visualising the education and training workforce as a network. It is useful because the way occupational groups are clustered, arranged and represented highlights the complexities that are hidden by classification procedures. These procedures obscure complexities. For example, VET is one part of the education and training workforce. It is located most explicitly as Vocational Education and Training Teachers (Code 2422), with other VET professionals classified as Other Education Managers (Code 1344). However,

- Other occupational categories may also be located in public and private VET providers, for instance, Teachers of English to Speakers of Other Languages (Code 2493) or occupational groups associated with training who may be employed as industry specialists to teach in VET.
- Teachers may teach VET in other settings, for instance through universities or as schoolteachers. Currently, for example, students enrolled in Monash University Teacher Education Programs complete the Certificate IV in Training and Assessment in the course of their degree programs.
- VET teachers may also move from the core Education occupations to industry-based roles, eg. as workplace trainers.

These examples suggest that the workforce capacities and capabilities realizing Australia's VET outcomes are not just located in Code 2422, Vocational Education and Training Teachers. Rather, each of the occupational groups represented in Figure 1 represents a distinctive 'learning locale', a place for learning with a distinct history and culture, pattern of relationships and practices, which support learning.

VET outcomes, and qualification targets, are realised through the networked structure of VET and the VET workforce, which creates:

1. A complex network of workforce capacities and capabilities (in schools, VET providers, universities, childcare settings, industry and communities);
2. Flows, mobilities and work practices that are determined by the terms and conditions that govern those workforce capacities and capabilities in particular locales and also across the network; and
3. Practices of teaching-learning that develop because of the way particular workforce capacities and capabilities are consolidated and enacted in specific locales and for defined periods of time.

VET outcomes are a result of exchanging and appropriating knowledge, skills and dispositions. They are enhanced by networks that support knowledge-sharing and engagement in relationships that encourage dialogue, working with flows of knowledge and skills that are conveyed as people move from place to place, and opportunities for sharing, negotiating and transacting these knowledge and skills in ways that yield learning.

The Issues Paper defines the VET sector as a collection of VET providers and the VET workforce as their employees. On these premises it asks: *Are there other defining characteristics of VET workers?*

Approaching VET as a network reveals a broad range of learning locales that contribute in different ways to VET outcomes and national targets. These learning locales exist as organisational nodes, which include and also extend beyond VET providers.

This way of understanding the VET sector and its workforce indicates that there are many workers who support learning and realise VET outcomes. Their capacities and capabilities to do this work are an outcome of policy and governance arrangements and the scope for occupational agency, which includes supporting learning.

These terms and conditions of work determine the way organisational nodes develop as learning locales. The capacities and capabilities housed in these learning locales influences the extent to which their organisational cultures and value commitments support learning.

The efficiency of learning in each learning locale and hence their contribution to VET outcomes depends upon (a) the in-house expertise and commitment to supporting learning, and (b) the flows and transactions that can input relevant expertise and understanding to extend existing in-house expertise.

Demands on the VET workforce

The Issues Paper identifies a range of demands that are reshaping the capacities and capabilities required by the VET workforce. These are grouped into demographic and economic changes and sector specific influences – policy, ways of doing business, new technologies and internationalisation.

There is a substantial body of research that confirms the profound impact of these factors on the VET sector and its workforce. Much of this work offers detailed insights into single factor effects, for instance focusing predominantly on economic changes, policies, or internationalisation.

Our research highlights the interfacing effects of these factors in driving cultural change that reconfigured TAFE as a sector and formed VET. Our 1994-96 ARC project, titled *The Social Organisation of Educational Practice,* documented early market reform in VET through a large number of publications (Seddon, Angus, Brown and Rushbrook, 1998, see Appendix 3) Unpublished paper by. This final report highlighted the significance of structural changes in driving cultural change:

> The reshaping of education and training is playing out, not surprisingly, as a contested re-making or re-assertion of the regulatory norms that shape what counts as practice in educational organisations. Practitioners in educational organisations are engaged in struggles over the legitimation of educational norms, and there is, in the everyday work and practice of participants, a sense that previously (at least partially) institutionalised norms are being (at least partially) displaced or challenged by more recently asserted norms. In other words, institutional meaning is being made against alternative meanings. Regulatory norms are being both contested and asserted and, in any case, must be remade as established expectations are challenged.
>
> Seddon, Angus, Brown and Rushbrook, 1998

Since the mid-1990s, market reform has become more routine (Anderson, 1994, 1997). The training market has been re-narrated as a means of coordination within public sector work, a form of 'network governance' (Rhodes, 1996). Research has documented market failures, both the growth of perverse behaviours and the market's failure to address the needs of all VET users. For instance, regions and communities were marginalized by 'industry-driven VET' (Billett, 1997) and substantial numbers of young Australian's were falling through the cracks between education, training and the labour market (Dussledorp Skills Forum, 1998, 1999). These terms and conditions of VET justified multi-agency collaborations and partnerships as locales for problem-solving and innovation (Giguere, 2006).

Three key demand influences can be identified as having particularly significant effects on VET with implications for capacities and capabilities of VET professionals. They are: global-local imperatives, working in networks, and supporting and preparing diverse learners for economic and social participation.

Global-local imperatives

The global economy, technological connectedness, climate change, resource and food security are all factors that impact on everyday life. They may be particularly evident at a global scale, but their effects reach into every household, workplace, and individual biography. Tracking these imperatives into Australia reveals the important work of education and training in mediating their effects across the country. They also raise questions about the adequacy of existing VET workforce capacities and capabilities in supporting this kind of learning, particularly when VET is seen to just include public and private VET providers. For instance:

Global warming: The risks associated with man-made climate change, generated by industrial-age production and consumption practices, are now widely recognised, internationally and in Australia. Anderson (2009a;b) argues that industrial terms and conditions of work have institutionalised a productivist mind set, which locks in the way citizens, communities and societies think about the relationship between the economy, environment and social well-being. Challenging these taken-for-granted mindsets is critical if Australia and world are to transition to more sustainable development, that integrates and balances economic development, social equity and environmental protection.

The VET workforce plays a central role in reshaping attitudes and practices through their work in producing a skilled workforce. They contribute to a more sustainable economy and society by incorporating core principles and industry-specific practices of sustainable development in their programs. These initiatives help VET learners to develop the knowledge, skills, values and dispositions that support sustainability. Existing capacities and capabilities of the VET workforce would be enhanced by professional development in Education for Sustainability (EfS) oriented to encourage different ways of working educationally and in a business sense in a no, or low, carbon economy.

Migration: Globalisation of the economy is accompanied by increased mobility as more people travel for work, leisure and enter Australia as migrants and refugees. Their destinations are not uniformly spread across Australia but tend to concentrate in large cities and also in smaller regional towns. A study of migrant women in Shepparton, Victoria, provides a window on the experience of migrants as they enter, settle and negotiate a sustainable life in their new community. Learning is fundamental to this process of settlement and migrant women find supports for their learning in different ways (Devos, 2010).

The study indicates that VET providers are not the only locales for learning and often did not provide the kind of support the women needed. Rather the women drew on relationships with others, through networks they built with other migrant women, through church and community-based organizations, through local government agencies and through their everyday engagements with locals in the community. Learning to live and work in a new place and culture is thus highly embedded in the relationships that migrant women are able access and forge with others – both those in 'professional' service delivery roles and, critically, those formed informally. The learning that occurs through these engagements — at coffee mornings at the local library, talking to people about their gardens and so on — is critical to the processes of settlement. These networks are also means of sharing information about particular job opportunities, and how they might re-fashion the qualifications and experience they bring to work in the Australian context.

The presence of migrant communities in cities and in towns, like Shepparton, also enhance the learning of the local communities. They not only learn about particular cultures, but also about their own values and cultures as these are confronted by people offering different perspectives. In an era of increased globalization through the movement of capital and of peoples, this kind of inter cultural engagement is critical to workforce and community development into the future and takes place largely outside of formal institutional boundaries.

Working in networks

Partnerships have been identified as a way of addressing intractable economic and social problems because they encourage localised learning and innovation. Since the late 1990s, there has been growing endorsement of partnership work in Australian VET, which marks the maturing of market reform. Early VET reform and funding constraints encouraged commercialization of VET, which involved VET professionals working outside their VET provider. This cross-boundary work has grown and transformed as VET professionals have taken up opportunities to engage in relationship building with other agencies. Where commercial imperatives loomed large in the early off-campus and off-shore provision of training, there is growing recognition that commercial and social purposes can be addressed through partnerships, which affirm social enterprise and social innovation. For instance:

Local Learning and Employment Networks: The LLEN were established in Victoria in 2001. Their announcement was described as a 'new way of working in education and training' (Kosky, 2001). Our evaluation of the LLEN found that the idea of a working partnership to support community building, and education and employment outcomes for young people, was widely accepted (Seddon, Fischer, Clemans, & Billett, 2002). Yet learning to work with others meant engaging with cultural difference and negotiating intercultural processes of collaboration and communication. Our report emphasised the value of LLEN but also cautioned that implementation processes were complex, take time to develop, require support by community leaders and governments, and careful relationship building, as well as resources - time, funding and organisational capability. Rigid accountability arrangements were a major block in the consolidation of an effective multi-agency partnership, which respected the need for accountability but also made provision for some room to manouvre as different interests were negotated . We emphasised that

> … "one-size-fits-all' approaches are inappropriate when LLENs are operating in very diverse contexts and are emerging from local co-operative planning processes which inevitably see and understand things from different local perspectives. Failure to acknowledge and respect this diversity will undercut LLENs.

Multi-agency collaborations: Partnerships, like LLEN, create conditions for learning, innovation and new ways of working. Our research into this area indicates that partnership work is also complex and multi-layered. Studies of partnerships in VET indicated that participants required capacities and capabilities for the productive negotiation of local and central interests (Seddon, et al., 2008; Seddon, Clemans, & Billett, 2005). Such negotiation involves acknowledging and working with the explicit and tacit expectations of partners, sponsors, auspicising organisations and beneficiaries of services. The functionality of partnerships depends upon the development of capacity and reciprocity that can sustain productive relationships between stakeholders. It also requires organisational capability development, which rest on public agreements that established appropriate governance arrangement, feasible action agenda and review processes that establish an evidence-base about success.

This trajectory towards multi-agency working is a global phenomena. Partnerships constitute networks; they transform VET from a collection of training providers into a network that operates as an adaptive complex system. Partnerships include all kinds of multi-agency collaborations between VET providers, and also relationships with schools, local councils, international development organisations and other NGOs, professional agencies, regional communities, national and international enterprises and companies.

The VET sector is a critical element in developing workforces so they are equipped for partnership work. In particular, this means developing appropriate intercultural capacities and capabilities in governance and cross-boundary work. Yet at this stage, the preparation of VET professionals is narrowly targeted through the minimum entry requirement of Certificate IV in Training and Assessment. In practice, there is growing evidence that VET professionals are developing the skills, knowledge and dispositions to be successful boundary workers (eg. Mitchell, 2009). However, professionals with these capacities and capabilities are presented as exceptions rather than the rule for the VET sector. Given the growth and significance of education export, as well as workforce development in Australia, there is an urgent need to consider skill-building that enables VET professionals to work as global educators (Seddon, 2009a).

Supporting diverse learners

Global mobility, multi-agency work, 'learning and earning, the Bradley Review and COAG targets that aim for skill deepening, all contribute to increased diversity amongst VET learners. A systemic view of VET as a collection of public and private providers fails to grasp the implications of this learner diversity for the VET workforce. Seeing VET as a network of learning locales offers a better basis for assessing the existing capacities and capabilities of the VET workforce. It also reveals the kinds of workforce development that is required to support learners in ways that maximise VET outcomes. For example:

VCAL: New policies and programs, like Victorian Certificate of Applied Learning (VCAL), target early school leavers. Since the implementation of VCAL from 2003, TAFE institutes have been experiencing an influx of young learners for whom most teachers have not traditionally catered. As a consequence many teachers involved in the delivery of such programs, particularly those who possess only the TAA/Certificate IV in Workplace Assessment and Training, have inadequate understanding and expertise in working with young learners who are disadvantaged and disengaged from formal education and training, and therefore at risk (Pritchard and Anderson, 2009).

Teachers working with VCAL in schools have developed innovative approaches to supporting learners. Where schools are focused on mainstream programs like the Victorian Certificate of Education, VCAL offers them space to develop culturally appropriate learning which supports students personal development. VCAl operates in schools, in VET providers, adult and community centres, as well as in prisons and youth training centres. Teachers in VCAL do multi-agency work to connect students into options for community and employment participation. The success of VCAL depends upon productive partnerships between schools, VET providers, community organizations, businesses and a range of other organisations depending where the applied learning is taking place (Pardy, 2010).

University-VET learning: The Bradley Review recommends closer articulation between VET and Universities. This means that the VET sector will prepare not just vocational learners for work and personal development to address social disadvantage, but will also provide access to degree-level programs, what Levin terms a 'transfer function'. There is evidence that learners have long used VET programs as a bridge to university entrance (VSC). Bradley makes this more explicit, which challenges the routine teaching and assessing practices in the VET sector. These developments raise question, for example, about:

- The transition experiences of learners entering higher education programs and how they are best supported (Benson *et al,* 2009; 2010);
- The adequacy of VET workforce capacities and capabilities to support this transition and ensure that learners have appropriate knowledge, skills and dispositions. Clemans (2007) suggests that TAFE teachers working in higher education programs experience contradictory demands as a result of different expectations and procedures in VET and Higher Education. Their capacities to navigate through these changes are constrained because of the place (or lack of it) for research in VET teaching and learning processes and hence their research capacity or lack of it ; and
- The distinctive contribution that VET learning makes to Diploma and above education and training and what may be lost in terms of capacities and capabilities in the education and training workforce if VET is simply subsumed by higher education (Pardy and Seddon, 2010).
- Adult and Community Education (ACE) : ACE makes and important contribution to VET in communities across Australia. VET effort in the sector has grown considerably over the years yet the ACE workforce emerges as the most vulnerable in relation to the distinct expertise that is brought to VET in community settings. Clemans (2005; 2010) argues that the Adult and Community Education (ACE) workforce lacks a solid sense of professional identity and is not positioned to articulate the distinct teaching and learning approaches that allow disadvantaged learners to participate with success in community settings. These constraints in the ACE workforce impacts on the capacity of VET to deliver teaching and learning that is recognised, in and beyond VET, for its contribution to engaging socially disadvantaged learners in learning and human capital development. It also means that the distinctive character of ACE pedagogical work is not acknowledged or codified as a resource for the wider Education and Training workforce.

The Issues Paper asks: *What other economic factors or trends should be considered?*

This question presumes that the VET sector is simply responsive to external factors and that identifying further factors will help to identify workforce development needs.

Our research shows that the critical question is not just what factors exist but how have these factors disturb and transform VET. We also argue that when the learning dimensions of VET are put centre stage, VET appears as a network of learning locales, which each have distinct work practices, relationships, identities and cultures.

Each learning locale confronts different external factors and trends, arising from globalization, policy reforms which drive multi-agency working, and increasingly diverse learners. The VET workforce requires capacities and capabilities that allow VET professionals to navigate through these changing terms and conditions of work, and also design and enact teaching-learning processes that yield learning and realise VET outcomes.

Supply of the VET workforce

The Issues Paper considers the supply of the VET workforce in terms of 'the sector's ability to attract, recruit, develop and retain sufficient workers with appropriate skills and qualifications, and on changes in the way VET services are delivered' (p. 19).

In approaching the VET sector as a network of diverse learning locales, we are acknowledging that many structural and cultural changes in service delivery have already The VET sector holds together, despite its loosely networked structure, because of shared expectations that the sector will realise VET outcomes. These expectations are underpinned and institutionalised through funding and regulatory frameworks that establish terms, conditions and skills, which define and systematise VET work.

The question of workforce supply hinges on the way these shared assumptions and frameworks, which cohere and shape VET as a sector, influence the flow of workers into VET. To elaborate this issue, we focus on the role of education qualifications in the supply of VET professionals.

'Education qualifications' recognise individual capacities and organisational capabilities required to carry out teaching and training in the VET sector. When educational qualifications are institutionalised, for instance as specified entry requirements, they define and communicate expectations about the knowledge, skills and dispositions required of the VET workforce, and also publicly recognise the existence of these capacities and capabilities amongst in the VET workforce and its organisations.

Our research has tracked changes in education qualifications in VET since the 1990s. The trend is towards institutionalisation of the Certificate IV in Training and Assessment as the entry requirement for teaching in VET, and the erosion of prior Diploma and Degree-level education qualifications required to teach in TAFE Institutes. This re-definition of entry requirements does not preclude VET workers with other education qualifications but shifts the costs of training VET workers from the sector to the individuals.

The main criticisms of the Certificate IV-level entry requirement are as follows:

- The work of teaching and learning is narrowly defined because it is focused by the 'curriculum' basis of VET. This is defined by training packages and other vocational qualifications, and the priority they give to assessment against current industry standards. Consistent with the AQF, this curriculum and assessment reform breaks the connection between the development of expertise through education and training, and the recognition of competence as an outcome of education and training.

- These institutional specifications of capacities and capabilities required in VET teaching and learning are narrowly focused on technical skills, the capacity to do a job. There is limited recognition of the capacities required to do that job in rapidly changing conditions. The capacity to innovate and to work inter-culturally is increasingly recognised as a requirement across the Australian workforce, but it is not built into the training of the VET workforce, which is central to workforce development (Seddon, 2009a).

- VET professionals are compromised by this education qualification and its curriculum basis. They endorse narrow expectations of professional competence, which are realised through the specification of the Certificate IV in Training and Assessment (TAA40104 now TAE40110). This qualification does not reflect the nature of effective teaching (pedagogy) and learning. It conveys teaching and learning as a technical process and does not prepare teachers adequately for understanding and reflecting on teaching and learning as complex and fluid work practices (Clemans, 2008).

A study of the education qualifications held by TAFE teachers in Victoria provides evidence to support these claims (Seddon, Penna, & Dart, 2003). The purpose of this study was to investigate 'the role of education qualifications in the development and recognition of the skills required of teachers in modern Technical and Further Education (TAFE) settings'. Conducting this research in the second half of 2002, we considered various views of the capabilities required by teachers in a modern TAFE setting and also investigated:

- The education qualifications available to Victorian TAFE teachers.
- The education qualifications held by TAFE teachers in Victoria; and
- The attitude of Victorian TAFE teachers, managers, TAFE Institute directors and other stakeholders to education qualifications in terms of their value and contribution.

The study found that VET reforms had reduced expectations of VET professionals in terms of capacities and capabilities in teaching-learning. Table 1 is drawn from the analysis of data relating to qualifications held by Victorian TAFE teachers. These data were obtained through an online survey of Victorian TAFE teachers (N=1675) and HR data provided by all but one of the Victorian TAFE Institutes (N=2251).

Table 1 shows the stock of education qualifications held by the TAFE Institute sample and its distribution within selected variables: age, gender, employment mode, and years employed at current institute. Each variable is considered individually and the percentages shown add to the overall percentage for each education level (shown in the cell directly under the level name); eg the 17.5% of no qualifications consists of 9.9% males and 7.6% females, and (independently) of 2.4% ongoing staff, 4.8% casual staff, and 10.3% sessional staff. These add to 100% (vertically within each variable), and can be compared to the distribution of the variable categories in the sample, which are shown in the column next to the category; eg males constitute 53.8% of the sample, and females 46.2; and the no qualification group consists of 56% males and 44% females, so males are slightly over represented in this group. It is thus not only possible to see how the stock of qualifications is distributed within each variable, but to compare this distribution to that of the overall sample.

Table 1: Distribution of all education qualifications within each of four variables

			Distribution of Percentages in Level (by Variable)				
Variable		Distrib in Sample	Level of Education Qualification in Institute Sample				
			None	Certificate	Diploma	Bachelor	PostGrad
			17.5%	52.5%	44.4%	13.6%	29.6%
Gender	Male	53.8	9.9 (56)	27.8 (53)	27.4 (62)	5.5 (40)	12.7 (43)
	Female	46.2	7.6 (44)	24.7 (47)	17.0 (38)	8.1 (60)	16.9 (57)
Mode of Employ	Ongoing	45.1	2.4 (14)	21.6 (41)	29.1 (65)	7.5 (55)	17.0 (58)
	Contract	28.4	4.8 (27)	18.1 (35)	9.5 (22)	3.6 (27)	8.3 (28)
	Sessional	26.5	10.3 (59)	12.8 (24)	5.8 (13)	2.5 (18)	4.3 (14)
Age Group	<30	3.6	1.6 (9)	2.0 (4)	0.2 (1)	0.3 (3)	0.2 (1)
	31-40	20.9	5.3 (30)	12.5 (24)	4.0 (9)	2.1 (15)	4.9 (17)
	41-50	39.3	5.9 (34)	22.6 (43)	16.5 (37)	6.0 (44)	12.9 (43)
	51-60	30.9	4.0 (23)	13.3 (25)	20.2 (45)	4.5 (33)	10.0 (34)
	>60	5.3	0.7 (4)	2.1 (4)	3.5 (8)	0.7 (5)	1.6 (5)
Years at Current Institute	<6	51.9	13.8 (79)	32.2 (62)	13.4 (30)	5.8 (42)	11.3 (38)
	6-10	24.3	3.1 (18)	13.2 (25)	9.7 (22)	3.5 (26)	9.7 (33)
	11-15	9.7	0.4 (2)	3.1 (6)	6.4 (14)	1.9 (14)	4.6 (16)
	16-20	7.0	0.2 (1)	2.2 (4)	6.7 (15)	1.0 (8)	2.3 (8)
	21-30	6.6	0	1.7 (3)	7.7 (18)	1.3 (10)	1.6 (5)
	>30	0.5	0	0.1	0.5 (1)	0.1	0.1

In considering the stock of qualifications as represented in table 1, the following observations can be made:

- In the no qualifications group, categories considerably over represented are: sessional staff, staff less than 40 years of age, and staff who have been at their current institute for less than six years. There is likely to be significant overlap

between these three categories; ie groups of the same staff will belong to two or three of the categories.

- In gender, mode of employment, and age, the distributions of certificate IV are not highly discrepant from the sample. However, those who have been less than six years at their current institute are over represented at certificate IV level.
- Males are over represented at diploma level, and under represented at bachelor and postgraduate levels (not necessarily attributable directly to gender).
- Ongoing staff are over represented at diploma level, bachelor and postgraduate levels, and sessional staff are correspondingly under represented.
- Staff in the 51-60 year age category are over represented at diploma level. Staff less than 30 years old are under represented at postgraduate level.
- Staff who have been less than six years at their current institute are under represented at diploma, bachelor and postgraduate levels, and longer serving staff (especially 21-30 years) are over represented.

These finding are consistent with historical opportunities and events in the arena of TAFE education qualifications. It seems that the pattern of official endorsement and investment in capability development in the mid-1990s has been downgraded to a Certificate IV qualification. Newer recruits are more likely to be qualified at the Certificate IV rather than higher levels. These findings suggest there is a trend towards lower-level education qualifications in the VET workforce, which recognise lower-level teaching capacities and capabilities in the VET workforce and communicate lower official expectations to teachers, the VET sector and the public.

The Issues Paper asks whether the terms and conditions of work in VET threaten supply of the VET workforce.

Our research has focused on education qualifications which publicly define, recognise and communicate the value of expertise in teaching adults in the VET sector. The recent history of education qualifications suggest that, compared to the TAFE sector in the 1990s, the VET sector does not value the capacities and capabilities of the VET workforce in teaching.

While this arrangement may reduce costs and may not affect quantitative supply of labour, it does raise questions about:

- The quality of teaching-learning processes in VET;
- The capacity of this workforce to respond to demand influences in learning locales subject to global-local imperatives, increased partnership and boundary work, and growing diversity of students;
- The cultural character, commitments and values of this workforce, which accepts low-level expectations of skill as well as working conditions; and
- The kind of learning that is supported as this workforce engages with learners as they learn through participation and processes of knowledge exchange and cultural endorsement.

Enhancing workforce capability

The Issues Paper seeks advice on 'the current and potential impact of workforce development activities within the VET sector on the capability and capacity of the VET workforce' (p. 22). In approaching this task, it locates VET practitioners 'at the intersection of industry and education.

As we have suggested, this definition of VET practitioners is premised upon a systemic, rather than learning-centred and pedagogically-informed, concept of the VET sector. While many VET practitioners are located at the interface between industry and education, they are also:

- Differentially positioned in this interface, some more in education and others more in industry;
- Located at other interfaces, including between education sectors and countries, and in inter-professional and multi-agency settings;
- Widely distributed across occupations, particularly in professional, managerial and Community-Personal Service Worker roles; and
- Support learners who may seek personal development and access to higher education rather than vocational training.

In considering the resources available that enhance workforce capability in VET it is necessary to recognise and address this diversity. We address this issue under three headings: motivation for capability development, programs available, and attitudes to qualifications.

Motivation for capability development

Our research into the role of education qualifications suggested that there was a trend towards lower-level qualifications amongst more recent recruits across the sample of Victorian TAFE teachers(Seddon, et al., 2003). The data also indicated that TAFE teachers were also studying for education qualifications. These data, shown in Figure 2, suggests that regardless of official expectations about education qualifications required to teach in VET or actual capacities and capabilities, many VET professionals were of goodwill in relation to their role and sought out capability development opportunities

Figure 2 shows the range of education qualifications that were being studied by teachers in 2002 and who responded to the online survey. The Institute data did not include this information. Figure 2 does not include 7.2 percent of teachers who reported studying ICT teaching.

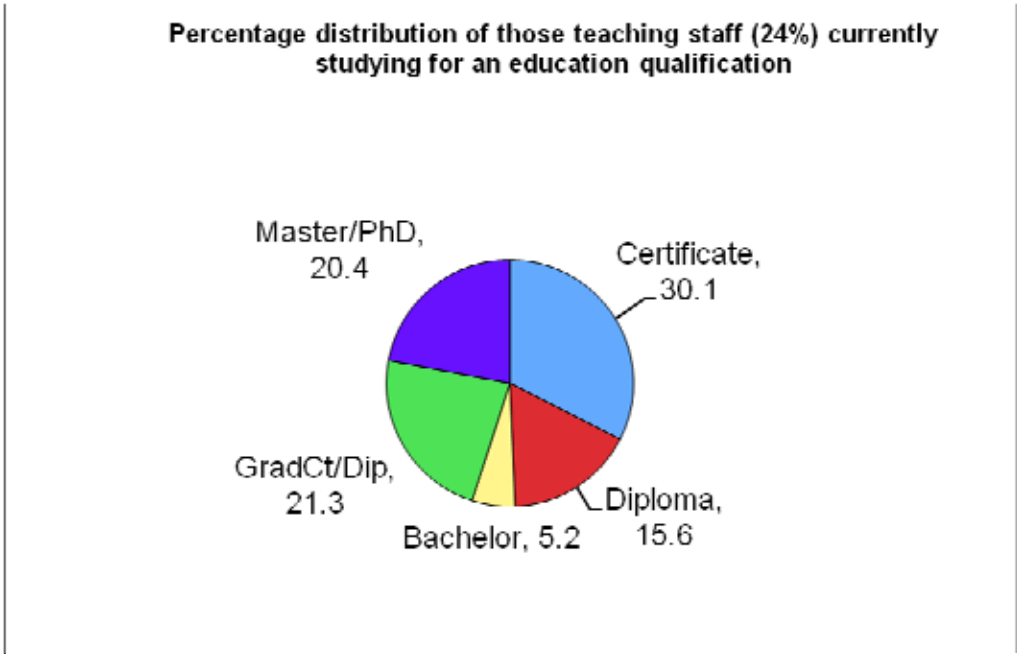


Figure 2: Education qualifications currently engaged

It indicates that 24 percent of the TAFE teacher sample were studying for an education qualification. the largest proportion of TAFE teachers were studying for a certificate level program (30%). A substantial 20.4 percent are studying for a Master/PhD qualification, including 3.2 who are enrolled in a doctorate. There is a small percentage engaged in a Diploma (15.6%) and a much larger percentage who are studying for a bachelors or graduate certificate/diploma program (30.5%). The bachelors and graduate certificate/diploma percentages have been aggregated because teachers are taking up study options in universities, which lead to a graduate qualification but by-pass a conventional bachelor degree via recognition of prior learning.

The survey data also indicates that 5.5 percent of teaching staff self reported that they did not hold an education qualification. Of this group, 34 percent were currently studying for an educational qualification at certificate IV level (72%) and graduate level (28%). 45 percent were self-funding their study.

Programs available

Our research into education qualifications revealed a large number of programs that support VET professionals wanting to develop their VET knowledge and skills (Seddon, et al., 2003). Focusing specifically on programs that were readily accessible to practitioners in Victoria, in late 2002, we identified 226 programs that developed capabilities in VET teaching. Data analysis was based on a detailed content audit of 41 of these programs.

These programs were identified through a web-based review of qualifications offered by the VET sector and universities. VET qualifications recruited from the VET sector; arrangements often being underpinned by service agreements. University qualifications recruited from a much wider student base, servicing teachers and managers working across occupational contexts. They targeted learners in both public and private sectors, and specialised groups of learners in particular market niches (eg. VET in schools, enterprise education, ICT). Many program coordinators reported declining numbers of TAFE teacher enrolments relative to

enrolments from other enterprises: from private providers, health industry trainers, large industries, government departments. Because university-based education qualifications are increasingly demand-driven, this trend in student enrolments is likely to be reflected in program design and delivery.

These education qualifications recognised and developed capabilities in ways that were oriented towards particular development priorities. These priorities emphasises development of:

Teaching capability: Such education qualifications adopt a focused view of teaching capability and address activities in which learner-teacher relationships are put into the foreground. These education qualifications assess teaching performance through work-based assessments or supervised teaching practice;

Teaching as a workplace role: Such education qualifications take a broader view of teaching capability as an activity that is embedded in learner-teacher, and wider workplace and social relationships. The focus is less on specific competence in teaching and more on competence as an effective actor who can mobilise learning within workplace settings as a basis for teaching, organisational roles and in leadership. Practical performance is demonstrated through work-based assessment or work-based projects;

Specialist teaching capability: Such education qualifications address specific dimensions of teaching capability (eg. e-learning, organisational leadership) or support learners who wish to extend their understanding of vocational education and training.

Taken together, these education qualifications support capacity building and capability development in the VET workforce. They recognising competence and endorse skilled practice in teaching in a range of contexts and capacities. These include:

- Bringing ideas and concepts into productive relationship with practical problems and contexts in order to develop new insights and understandings, problem solving and innovation;
- Acquiring and using knowledge of: VET and other relevant industry and community contexts, of learning and learning processes, program design and ethical professional practice; and
- Working with ideas, critical and analytical reflection, and metacognitive understandings (eg. knowing how to learn) to build understandings, including evidence-based research, that facilitate action.

Each education qualification makes some contribution to developing these four types of capability relevant to teaching but the mix varies across the programs. So different education qualifications develop different workforce capability profiles, in line with their capability development priority.

Monash University, for instance, has developed a suite of programs that develop professional knowledge and skill relevant to specific groups of VET professionals (See Appendix 2). These programs are organised around distinct program areas in Adult Learning and Development, Organisational Leadership, International Education, and other programs which offer more specialized learning opportunities including intercultural and interprofessional collaboration and communication, TESOL, Early Childhood, Leadership in Children's Services. Within the Adult Learning and Development program area we offer the following programs:

Title	Focus
Bachelor of Adult Learning and Development	An undergraduate program developing expertise in workplace and community education and development. Designed for people without an existing university qualification who are working and leading in the adult education field in areas such as TAFE, private or Adult Community Education (ACE) providers, or industry/corporate sector training and development programs.
Postgraduate Certificate in Mentoring and Coaching	A systematic introduction to the theories and practices of mentoring and coaching, for those who want a formal qualification in mentoring and coaching, but do not want to undertake a full masters degree.
Master of Education (Work and Learning Studies) – offered as : - Individual enrolments and - Cohort-based workforce development initiatives	A program for teachers, lecturers, trainers, enterprise-based teachers, community educators, educational administrators, policy makers, education managers and others interested or involved in adult learning, vocational and further education and training, and educators who wish to understand and investigate education policy and practice in a variety of learning contexts.
Master in Adult Education (Global)	An on-line, intercontinental Masters program focusing on adult learning and global change. Designed and delivered by a 4-university partnership, comprising University of British Columbia Canada, Linköping University Sweden, University of Western Cape South Africa and Monash University Australia. For people working in formal educational settings, business and industry, activist organisations, government, non-governmental organisations, health care, community and other settings, where experiences of globalisation are changing the way lives are lived and learning and work are undertaken.
Master in Regional and Community Development	A program that develops knowledge and skills required to understand governance issues and undertake participatory planning and research in local, state, national and international public and private sector organisations. It builds capacities for increased participation in the formation of socially and ecologically sustainable communities.
Master in Education (Research)	An opportunity for lifelong learners, including educators, teachers, managers, and organisational leaders, to undertake research that can apply directly or indirectly to the work environment.
PhD	A supervised program designed to allow a student to conceptualise and implement a major research project on a topic of personal interest.

These programs provide further evidence of the diversity of the VET workforce and the range of professional development options that VET professionals seek:

- We recruit annually into these programs, drawing from individuals and organisations, public, private and third sector, with interests in adult learning and development. They are concentrated in Victoria but also include professionals working across Australia and overseas. These enrolments confirm that the VET workforce is not just located in

training providers but is distributed across the workforce, including community and international settings.

- The programs do not offer education and training in industry skills but build workforce capacities and capabilities relevant to teaching and managing in VET. We now have over 10 years practical experience, including return business, in this kind of workforce development that builds knowledge and skills in teaching, organisational work and leadership, with particular attention to contexts that entail intercultural engagement and the development of organisational and governance capabilities within multi-agency and partnership settings.

Evaluation data indicates that professionals are satisfied with these programs. Student satisfaction data for units in our Bachelor in Adult Learning and Development, taught in 2008, are shown in Table 3. These data, from the Monash University Unit Evaluation, relate to four questions, which were selected because they indicate benefits that are relevant to VET professionals. These questions, rated on a 1-5 (high satisfaction) scale are:

5. Overall I was satisfied with the quality of this unit
7. My understandings and perspectives were respected and expanded in this unit
14. My professional/scholarly knowledge and skills were advanced through doing this unit
15. This unit improved my capacity for critical thinking and problem solving

Unit title	Question 5	Question 7	Question 14	Question 15
Semester 1 2008				
Adult educational practices 1	5	4	4.5	4.5
Work, organisation and learning	3.5	3.9	4.5	4.5
Learning and research in work related contexts	5	4.7	4.9	4.9
Multimedia in adult education: policy and practice	4.5	4.2	4.5	4.5
Program design and delivery	4.1	4.6	4.0	4.0
Work, development and identity	4.6	4.3	4.0	4.1
Working with difference	4.9	4.7	4.8	4.8
Semester 2 2008				
Independent work-based project	4.0	4.0	3.8	3.8
Project management	4.4	4.2	4.2	4.4
Future directions in adult learning and development	4.9	4.5	4.7	4.5
Contexts of adult learning and development				
Adult educational practices 2 - project	3	4.1	4.5	4.5
Policy and change in adult education and training	4.6	4.5	5	4.7
Multimedia in adult education: implementation and evaluation	4.8	4.7	4.8	4.7

These data suggest that many VET professionals value our programs as opportunities for professional learning. They look to university programs, as well as VET education qualifications, to enhance their professional knowledge and skills in ways that reflect personal interests and priorities. These personal interests are often not industry-specific, although in our experience learners value the opportunity to relate their learning to their working lives through assignments, projects and theses.

Attitudes to qualifications.

The value attributed to education qualifications is linked to professional recognition and regard. The value of qualifications is not just related to enhanced knowledge and skill but also to the symbolic capital associated with being a 'Dr' or having a degree.

Our study of education qualifications in the TAFE teacher workforce found that education qualifications are seen to contribute to occupational recognition. The qualifications were an indicator of value in relation to TAFE teachers, TAFE teaching as an occupation, and the TAFE system. These conclusions were based on the on-line survey data, which recorded TAFE teachers' views about, and attitudes to, education qualifications. In addition 49 respondents who identified as managers completed the survey, and nine TAFE institute directors were interviewed.

These data showed that VET professionals, from teachers to CEOs were positively disposed to education qualifications. Seventy nine percent of the teacher survey respondents consider education qualifications to be a moderate to high indicator of a person's ability to provide quality teaching/learning experiences. Managers have a slightly more positive view of education qualifications, and ongoing staff are more positive in this regard than sessional staff. All but one of the TAFE directors interviewed, endorsed the value of education qualifications.

There is acknowledgment that education qualifications cannot guarantee teaching capability but, other things being equal, they contribute to teaching quality. The majority view is that endorsement of education qualifications for the TAFE teaching workforce will contribute to the development and recognition of TAFE teachers as individuals, of TAFE teaching as a profession, and of the Victorian TAFE system.

A significant proportion, approximately seventy five percent, of survey respondents consider that some form of agreed structure for the recognition of education qualifications would have a positive impact on community perceptions of teaching quality in the Victorian TAFE system.

There is strong support for an entry qualification, with 85% of teachers and 90% of managers endorsing an entry qualification at Certificate 4 or above. An entry qualification below bachelors-level is favoured by 76% of teachers and 84% of managers. Surveyed teachers (85%) and managers (90%) also affirm the importance of encouragement to engage in education qualifications above an entry qualification during employment. Respondents indicated that a suitable career-level qualification that TAFE teachers should be encouraged to reach during their career is at the graduate level (59% teachers, 68% managers), followed by Diploma (20% teachers, 23% managers).

This study offers no insights into the VET workforce beyond Victorian TAFE teachers. However, these trends suggests that as older VET professionals (who often started out as TAFE teachers) retire, the VET sector will record a loss of teaching capacities and capabilities, which were developed under conditions of higher public expectations and investment in

TAFE and its teachers. This lower-level work profile associated with VET is likely to be sustained if official expectations and investment in teaching capabilities continued to be linked to low-level education qualifications.

The Issues Paper seeks advice on the resources available to support VET workforce capability. Most of its discussion focuses on resources that address the technical question of building VET knowledge and skills.

Yet VET professionals also seek status and regard, and have preferences about the kind of VET professional they wish to become. They can move occupationally, geographically and hierarchically more than ever before, which justifies and sustains a diversity of professional development programs across universities and VET providers.

Currently, the Certificate IV in Training and Assessment is the only specified qualification required to work in VET. This qualification has been subject to strenuous critique on a variety of grounds. Yet the data suggests there is a place for a low-level entry qualification to the VET workforce. The key questions are not whether this qualification is sufficient but (a) whether further qualifications are necessary for career progression and (b) what qualifications and/or capabilities might be recognised and endorsed for this purpose.

We suggest that a diversity of education qualifications offered by a range of providers enhances VET. They encourage a plurality of views about VET and debate about policy, practice and priorities across the VET workforce. There are benefits in these dialogical developments because they are the breeding ground for effective problem-solving and innovation. These capacities and capabilities are in urgent need of renewal in the VET workforce, which has veered towards compliance rather than debating professional practice and ethics.

Many VET professionals seek out higher-level qualifications, usually for personal-professional reasons. These steps are mostly individually motivated initiatives, which are not supported by employers or the wider VET sector. Building the capacities and capabilities of a networked VET workforce can be advanced by encouraging these individual development efforts, and also actively supporting and assisting members of this workforce to pursue further learning opportunities, including degree and higher level courses of study.

Lessons from other sectors and overseas

The Issues Paper seeks inputs related to the lessons that can be learned about the VET workforce from other sectors and overseas. It cautions about difficulties of comparison between different Education and Training systems and occupations, in and beyond Australia.

In response to this issue, we begin by drawing attention to specific inputs that offer lessons for VET. We then suggest that in addition to inputs, there are lessons for VET that arise from flows of ideas, knowledge and people through the VET sector.

Lessons from Inputs

Academic research on VET provides a range inputs to the inquiry that offer lessons from overseas. Some of this research is published in Australia but much more is published by

international publishers that service academic publishing from locations, particularly, in the US, UK and Europe.

The VOCED database picks up some but not all of this international literature on VET. There is a substantial body of further work that uses comparative perspectives which is published as Handbooks, edited collections and books. For example, over the last five years, I have published 7 journal articles but 22 book chapters relevant to VET. Most of these chapters address comparative questions related to issues, such as, educational work (Seddon, 2010), occupational agency (Seddon, Henriksson and Niemeyer, 2010); knowledge economy (Seddon, 2009b), partnership work (Seddon and Ferguson, 2009), citizenship (Seddon, 2007; Seddon and Mellor, 2006), lifelong learning (Axford and Seddon, 2007), research steering (Ozga, Seddon and Popkewitz, 2006), nationalism (MaRhea and Seddon, 2005).

This body of research using comparative cross-national and cross-occupational research offers important insights into the diversity of VET systems and their workforces around the world. Some key lessons include:

1. The global character of VET market and partnership policy agenda but the diverse ways in which they are translated into practical reforms in local places (ie. at the level of nation, region, community, workplace, working relationships).
2. The different moral commitments that are sustained in different countries towards learning and supporting all learners, regardless of their wealth, race, circumstances.
3. The strong market agenda that has been advanced in Australia compared to most other countries and its effects in diversifying participation across age groups.
4. The extent to which public recognition of the VET workforce has been eroded over the last 20 years, despite trends globally (eg. Via UNESCO) and in other countries (including the EU) to require Masters level qualifications for VET professionals.
5. The terms, conditions, practices and identities that make up education and training workforces are formed as a result of local histories, cultures and traditions being disturbed by external change factors and negotiated by the inhabitants of those locales.
6. Policy is never simply implement but is always translated, transacted and transformed through the dialogue between policy-practice and research.

Lessons from flows

Lessons for VET and the VET workforce also arise through flows of information, ideas, knowledge that are carried by people who travel. Recognising this source of lessons for VET indicates the importance of travel and conversation amongst VET staff. Each movement from place to place, offers new insights and understandings to those moving, and those who encounter the mover, which are then communicated in every conversation – at work, with learners and in everyday life.

These movements from place to place are all significant knowledge resources for the VET sector. For example, Monash University offers VET professionals a space for encountering new ideas, knowledge and practices via:

- Movement across geographic and cultural spaces: The university encourages staff and students (including those working in VET) to travel, including study abroad, conference attendance, international and local community-industry engagements;

- Movement across intellectual spaces: all theses, research and teaching at Monash draw on, and introduce others to, an international literature, which is the repository for knowledge in particular disciplinary traditions and fields of research; and
- Targeted inflows and local movements: International visitors are an important source of ideas and understandings. Through 2010, for instance, I have sponsored academic visitors from the US, Germany, UK and Canada as part of our 'Global Collaboration Conferences'. They each offer workshops for staff and students at Monash and also meet with relevant professionals in education and training, in workshops (eg. TDC, 2010) or via institutional visits.

Lessons from learning

Lessons for VET also become available as VET professionals engage with inputs and participate in movements that take them to new places. These processes yield learning as learners' encounter difference and reflect on its meaning and implications for VET.

These processes of reflection, inquiry and codification that realise lessons for VET are fundamental to our academic programs, for instance:

Theses on topics related to VET are an important source of lessons for the VET sector. Appendix 1 lists Monash University theses relevant to VET. They each represent VET professionals' movement between VET and the university and their engagement with ideas from within and beyond VET. These professionals codify lessons for VET in their theses; they also carry their new ideas and the lessons they have learned back as resources for the VET sector.

Teaching and research training programs also realise lessons for VET that are mostly carried by VET professionals who are students. These programs are designed to harness inputs, movements, inquiry and reflection as resources for learning. For instance, our Master in Adult Education (Global) creates a 'world class' by bringing students enrolled through Canada, Sweden, South Africa and Australia together in on-line learning activities. The learning is experiential, as students from around the world work together through technologies, as well as more traditional input-based learning.

There are also experimental projects that specifically target learning through participation in travel, collaboration and intercultural engagement. These projects serve as pilot studies, so that staff can work out how to optimize these learning processes. For instance, the CROSSLIFE (2010) project was a EU funded collaboration involving Monash and five European Universities. It investigated the terms, conditions and practices that helped to develop 'global researchers'. We were able to support 6 students' (4 VET professionals) participation in this project that developed capabilities and capacities necessary for effective cross-cultural collaboration and communication in research and education. The students participated in three cross-national workshops held in London, Finland and Malta. Evaluations indicated that these events offered powerful learning, which translated into new insights about Australian VET that these students carried back to their own workplaces.

The Issues Paper asks: *What lessons can be learned from these reviews and from other sectors more broadly?*

We suggest that there is an enormous stock of knowledge that offers lessons for Australia VET. Some of this material is available through documents, like reviews, reports, academic publications and theses. Another source is VET professionals who travel between VET learning locales and other places (countries, sectors, universities, communities etc) with the

capacities and capabilities necessary to learn, reflect and codify their insights as lessons for Australian VET.

The actual lessons these documentary and human knowledge resources offer are diverse; there are multiple perspectives, concerns and conversations in play. Accessing their lessons depends on engagement with these sources, in their diversity.

What is more important than accessing specific lessons about VET, is to harness the flow of knowledge through VET. Acknowledging that VET operates as a complex system, embedded in wider knowledge networks reveals the learning, knowledge and lessons provided by VET professionals as they work in VET and as they travel to and fro across VET boundaries. These VET professionals are a largely untapped knowledge resource for VET, who could inform problem solving, innovation, policy and practice, now and into the future.

If there is a key lesson from other sectors and countries, we suggest that it relates to quality signals:

- Australian Tertiary Education is comprehensively and internationally networked. This network operates as a competitive global education and training market.
- The VET sector is connected into this international Tertiary Education network and global market through research, education programs, student and employee exchanges and travel abroad, together with on- and off-shore international education.
- The lesson for Australian VET is that qualifications are key quality signals in this international Tertiary Education network.
- A VET workforce qualified at a Certificate IV level is not competitive with VET workforces overseas that are increasingly qualified at higher levels (eg. Masters in Europe, Diploma in UK).

The UNESCO International Meeting on Innovation and Excellence in TVET Teacher/Trainer Education (2004) argued for Masters-level degrees in Teacher and Trainer Education because:

At the very centre of quality technical and vocational education and training lies an effective interaction between teachers/trainers and learners. In fact, an overall improvement in vocational skills for employability and citizenship can only be realised if there is an improvement in the quality, effectiveness and relevance of teaching.

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Axford, B. and Seddon, T. (2007) The idea of a learning society: An Australian perspective, *New Society Models for a New Millenium: The learning society in Europe and beyond*, Peter Lang, pp. 407-445.

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Benson, R., Hewitt, L., Devos, A., Crosling, G., Heagney, M. (2009) Experiences of students from diverse backgrounds: the role of academic support, In H. Wozniak & S. Bartoluzzi (Eds.) Proceedings of the *32nd HERDSA Annual Conference: The Student Experience* (pp. xx-xx). Darwin, 6-9 July.

Billett, S. (1997). *VET Policy and Research: Emerging Issues*. Melbourne: Office of Training and Further Education.

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Clemans, A. (2007). Moving between higher education and vocational education, In Eds. E. Berry, A. Clemans, and A. Kostogriz, *Dimensions of professional learning*, Sense Publishers: Rotterdam. (pp.207–220).

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Dussledorp Skills Forum. (1998). *Australia's Youth: Risk and reality*. Sydney: Dussledorp Skills Forum.

Dussledorp Skills Forum. (1999). *Australia's Young Adults: The deepening divide*. Sydney: Dussledorp Skills Forum.

Giguere, S. (2006). *Local governance for economic development:Practice ahead of theory.* Paper presented at the Government and Communities in Partnership conference, Centre for Public Policy, University of Melbourne, Australia.

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Seddon, T. (2010) Two orientations to education system reform: Australian and South African politics of remaking the 'social', in I. Snyder and J. Nieuwenhuysen (Eds) *Closing the gap in three southern worlds,* Melbourne: Monash University Press (forthcoming).

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Seddon, T. (2009b) Knowledge economy: Policy discourse and cultural resources, in M.Simons, M. Olssen, M. Peters (Eds.) *Re-reading education policies: Studying the policy agenda of the 21st century*, Sense Publishers, pp. 275-294

Seddon, T. (2007) The European in transnational times: A case for the learning citizen, in M.Kuhn (Ed) *Who is the European? A new global player?* Peter Lang, pp.29-5

Seddon, T. and Bohren, A. (2010) Lifelong learning and the teaching occupation: Knowledge, governance, (re)ordering work' in D. Aspin, J. Chapman, K.Evans (Eds) The Lifelong Learning Handbook, 2nd Edition, Sage

Seddon, T. Henriksson, L. and Niemeyer, B. (2010) *Learning and Work and the Politics of Working Life: Global transformations and collective identities in teaching, nursing and social work*, London, Routledge

Seddon, T. Devos, A. Joseph, C (2009) The teaching occupation in learning societies: A global ethnography of occupational boundary work, ARC Discovery project, DP0986413, 2009-11

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Seddon, T., Fischer, J., Clemans, A., & Billett, S. (2002). *Evaluation of Local Learning and Employment Networks*. Melbourne: Department of Education and Training.

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Appendix 1:

Monash Faculty of Education: Theses related to VET

Completed theses:

The following are lists of theses completed through the Monash University's Faculty of Education, centre for Work and Learning Studies. This list is not in its absolute entirety, but it is highly representative of theses completed through the faculty, related to VET. It includes (listed in this order):

- Doctor of Education (EdD) theses;
- Doctor of Philosophy (PhD) theses; and
- Master of Education (MEd) research theses.

EdD

Batrouney, J. A. (1985). *The national co-ordination of technical and further education*, Unpublished EdD, Monash University, Clayton Vic.

Bult, C. A. (2006). *Can you help me with some information please? : perceptions of value and change and their interrelationship with quality library reference services in Victorian TAFE institutes in an information age.* Unpublished EdD, Monash University, Clayton Vic.

Cashion, J. M. (2005). *An evaluation of the quality of on-line education in the VET sector in Australia: A single case study.* Unpublished EdD, Monash University, Clayton Vic.

Greda-Bogusz, S. M. (2004). *Social issues in recognition of prior learning (RPL) in the context of life long learning*, Unpublished EdD, Monash University, Clayton Vic.

Hill, R. A. (2007). *Teachers and managers negotiating organisational change : the effects on work and learning at work.* Unpublished EdD, Monash University, Clayton Vic.

Jones, A. (2003). *Good judgements: How TAFE teachers make assessment decisions*, Unpublished EdD, Monash University, Clayton Vic.

Robertson, I. (2006). *Teachers integrating online technology in TAFE.* Unpublished EdD, Monash University, Clayton Vic.

Rowe, M. G. (2006). *National training packages within the Victorian Technical and Further Education system : a study of policy implementation.* Unpublished EdD, Monash University, Clayton Vic.

Taal, R. (2006). *Issues in the training and assessment of the competency-based learning approach for the professional preparation of child care practitioners.* Unpublished EdD, Monash University, Clayton Vic.

PhD

Faine, M. (2008). *At home in Australia: identity, nation and the teaching of English as a second language to adult immigrants in Australia*, PhD Thesis, Faculty of Education Monash University, Clayton, Vic.

Fennessy, K. M. (2004). *A people learning : colonial Victorians and their public institutions for adult learning*, *1860-80*, PhD Thesis, Faculty of Education Monash University, Clayton, Vic.

FitzSimons, G. E. (2001). *Mathematics in the Australian vocational education and training sector : technologies of power in practice.* Unpublished PhD, Monash University, Clayton Vic.

Jensen, M. (2001). Corrective feedback to spoken errors in adult ESL classrooms, Unpublished PhD, Monash University, Clayton Vic.

Lynch, K. (2005). *Collaborative work skills for the beginning information systems professional.* Unpublished PhD, Monash University, Clayton Vic.

Martin, J. E. (1986). *Mature age women returning to study: reproduction or transformation?*, PhD thesis, Faculty of Education, Monash University, Clayton, Vic.

McCutcheon, M. L. (2006). *The transition of students with mild intellectual disability from Victorian government special schools to post school options*, PhD thesis, Faculty of Education, Monash University, Clayton, Vic.

Mealyea, R. J. (1988). *Confirmed tradies: a study of a mature-age technical teacher education programme*, PhD Thesis, Faculty of Education Monash University, Clayton, Vic.

Rushbrook, P. W. J. (1995). *Straws in the wind: the construction of technical and further education in Victoria 1945-1985.* Unpublished PhD, Monash University, Clayton Vic.

Sabto, G. (1986). *Adult illiteracy: four case-studies*, PhD thesis, Faculty of Education, Monash University, Clayton, Vic.

Sawir, E. (2002). *Communicating in English across cultures: the strategies and beliefs of adult EFL learners*, PhD thesis, Faculty of Education, Monash University, Clayton, Vic.

Sefton, R. (2000). *Alternative futures: cultivating a new management paradigm in vocational education and training.* Unpublished PhD, Monash University, Clayton Vic.

Sheed, J. (1999). *Exploring the convergence of general education and vocational education.* Unpublished PhD, Monash University, Clayton Vic.

Sofo, F. (1984). *An analysis of the literacy skills of apprentices in relation to their rate of apprenticeship progress by the use of vocational reference language tests (VORELATE)*, PhD thesis, Faculty of Education, Monash University, Clayton, Vic.

Virgona, C. M. (2003). *Seeking convergence : workplace identity in the conflicting discourses of the industrial training environment of the 90s : a case study approach.* Unpublished PhD, Monash University, Clayton Vic.

Wheelahan, E. M. (2007). *The marginalisation of theoretical knowledge in vocational qualifications in Australia : a blended Bernsteinian and critical realist analysis.* Unpublished PhD, Monash University, Clayton Vic.

Yu, R. S. T. (2006). *Characterising employees' learning in Australian organisations.* Unpublished PhD, Monash University, Clayton Vic.

MEd

Andison, J. (1997). *Competence and competency-based training in Australian vocational education and training*, MEd (thesis & coursework), Faculty of Education Monash University, Clayton, Vic.

Bailey, A. M. (2006). *Internationalising the curriculum : global possibilities and opportunities for the VET sector*, MEd (thesis & coursework), Faculty of Education Monash University, Clayton, Vic.

Barrow, R. C. (2005). *Implementing training packages: opening the black box on the non-endorsed component*, MEd (thesis & coursework), Faculty of Education Monash University, Clayton, Vic.

Baverstock, F. (1996). *The effects of the implementation of competency-based curriculum on how teachers do their jobs: A small scale study*, Master of Educational Policy and Administration Thesis, Monash University, Clayton Vic.

Browne, K. (1997). *Behavioural effects of a skills programme for intellectually disabled adults*, MEd (thesis & coursework), Faculty of Education Monash University, Clayton, Vic.

Browne, L. M. (1990). *Beyond school days: a study of post-school alternatives for young adults with an intellectual disability*, MEd (thesis & coursework), Faculty of Education Monash University, Clayton, Vic.

Chamberlain, J. (1996). *A framework for a nation?: a critique of central adult literacy documents*, MEd (thesis & coursework), Faculty of Education Monash University, Clayton, Vic.

Chan, K. J. (1991). *Nonverbal dimensions in language pedagogy for the Australian ESL classroom*, MEd (thesis & coursework), Faculty of Education Monash University, Clayton, Vic.

Ching, M. L. M. (1994). Nursing students' attitudes to touch, and the use of relaxation and massage, MEd (thesis & coursework), Faculty of Education Monash University, Clayton, Vic.

Dincer, D. (1998). *The professional development of adult sector ESL teachers in computer assisted language learning*, MEd (thesis & coursework), Faculty of Education Monash University, Clayton, Vic.

Dobb, L. D. (1988). *Introduction to computers: an adult computer awareness course*, MEd (thesis & coursework), Faculty of Education Monash University, Clayton, Vic.

Dunwill, A. M. (1991). *Policy context of recent developments in the Australian education and training arrangements*, MEd (thesis & coursework), Faculty of Education Monash University, Clayton, Vic.

Eser, N. J. (2007). *Audiovisual usage in the ESL framework listening comprehension assessments*, MEd (thesis & coursework), Faculty of Education Monash University, Clayton, Vic.

Foster, S. (1999). *Centralisation-decentralisation : curriculum and assessment in VET (Victoria).* Monash University, Clayton Vic.

Hunt, C. P. (1998). *Adult learning theory, cognitive style and organisational behaviour: an integrated model of practice*, MEd (thesis & coursework), Faculty of Education Monash University, Clayton, Vic.

Jackson, A. J. (1980). *Development of a job profile for the training of a school science laboratory technician.* Unpublished MEd, Monash University, Melbourne.

Jenkins, C. (2009). *Connections and disjunctures: exploring teaching philosophies and practices in adult education*, MEd (thesis & coursework), Faculty of Education Monash University, Clayton, Vic.

Knapp, R. N. (1984). *TAFE access programmes.* Unpublished MEdSt, Monash University, Melbourne.

Kuskow, L. (2001). *The use of virtual ILC realweb CSWE by AMEP students*, MEd (thesis & coursework), Faculty of Education Monash University, Clayton, Vic.

Leavold, S. (2003). Reaching for the stars but the moon's OK: vocational education and retention of young people in education outside a school setting, MEd (thesis & coursework), Faculty of Education Monash University, Clayton, Vic.

Lilly, M. (1998). *The role of the state in the policy formation process: A case study analysis of the project 'Integrating key competencies into the vocational education and training sector'*, Master of Educational Leadership and Policy Thesis, Monash University, Clayton Vic.

McMahon, J. P. (1978). *The influence of pressure groups on technical education in Victoria, 1910 - 1930.* Unpublished MEd, Monash University, Melbourne.

Pardy, J. (2006). *Building workable lives : TAFE learning.* Unpublished MEd, Monash University, Clayton Vic.

Parker, B. (1983). *The life and contribution of Ernest Eltham: technical educator.* Unpublished MEd, Monash University, Melbourne.

Predl, I. (1981). *Occupational analysis for vocational curriculum design.* Unpublished MEd, Monash University, Melbourne.

Ritman, F. (2003). *Online learning in a VET context: an evaluation of the effectiveness of online delivery*, Master of Educational (Information and Communication Technology) Thesis, Monash University, Clayton Vic.

Roche, V. C. (1989). *Training of Victorian residential direct care staff in TAFE: an exploratory study of student perceptions of the Advanced Certificate of Developmental Disabilities.* Unpublished MEd, Monash University, Clayton Vic.

Shaw, B. D. (2007). *Implementing online technologies into teaching practices at a TAFE institution : the barriers facing teachers.* Unpublished MEd, Monash University, Clayton Vic.

Sparke, M. (2006). *The organisational benefits of funding vocational training.* Unpublished MEd, Monash University, Clayton Vic.

Tandberg, K. J. (1983). *A history of adult migrant education in Australia: emphasis on Victoria*, MEd (thesis & coursework), Faculty of Education Monash University, Clayton, Vic.

Vorster Chisin, A. (2003). *Sociocultural approaches to curriculum development within an outcomes- based education and training system in South Africa.* Unpublished MEd, Monash University, Clayton Vic.

Wakefield-Semmens, P. L. (1999). *Towards a theoretical framework for family business research: unconscious influences, coping, emotional well-being and performance*, MEd (thesis & coursework), Faculty of Education Monash University, Clayton, Vic.

Witteveen, S. (2001). *The conflict between adult learning styles and teaching styles and possible learning implications*, MEd (thesis & coursework), Faculty of Education Monash University, Clayton, Vic.

Young, G. (2009). *The notebook computer for TAFE teachers' initiative - impact on teachers.* Unpublished MEd, Monash University, Clayton Vic.

Theses in progress

The following are lists of theses in progress through the Monash University's Faculty of Education, centre for Work and Learning Studies. This list represents theses in progress with the faculty, related to VET and adult learning. It includes (listed in this order):

- Doctor of Education (EdD) theses;
- Doctor of Philosophy (PhD) theses;
- Master of Education (MEd) research theses; and
- Chisholm-Monash Cohort: Master of Education Thesis.

EdD

This list is built from database of theses in progress in Faculty of Education, from Mayur. Supervisor not listed or not known requires further investigation. Knowing the supervisor should give indication as to relevance of this to

Palmieri, P. M. (in progress). *Unknown: not listed in database.* EdD in progress, Monash University, Clayton Campus Vic. [**Supervisor:** Prof. Terri Seddon & Prof. Ilana Snyder.]

Sharples, J. L. (in progress).*The Art and Practice of Public Policy Renovation: The Ministerial Statement on Jobs and Skills for the Future*, EdD in progress, Monash University, Clayton Campus Vic. [**Supervisor:** Damon Anderson]

PhD

This list is built from database of theses in progress in Faculty of Education, from Mayur and also from the supervisor database.

Brans, L. A. (in progress). *Paradoxes in codes of ethics for nurses: Implications for teaching nurses applied ethics*, PhD in progress, Monash University, Clayton Campus Vic. [**Supervisor:** Dr Scott Webster]

Davies, J. E. (in progress). *Becoming your own boss: Why women managers move from being employed, to self employment*, PhD in progress, Monash University, Clayton Campus Vic. [**Supervisor:** Dr Anita Devos].

Dent, F. B. (in progress). *Fabric-ating place story: an experiential approach to imprinting landscape and land culture*, PhD in progress, Monash University, Gippsland Campus Vic. [**Supervisor:** Prof. Margaret Somerville].

Evergreen, M. J. (in progress). *What's the learning in "walking in the shoes" of a director of professional learning*, PhD in progress, Monash University, Clayton Campus Vic. [**Supervisor:** Ms Amanda Berry].

Gonzalez, M. (in progress). *Recruitment and attrition: leadership in the workplace*, PhD in progress, Monash University, Clayton Campus Vic. [**Supervisor:** Assoc. Prof. Judy Gray].

Houghton, N. J. (in progress). *Reflexive prospection: A transdisciplinary inquiry of the role of coaching in actualizing individual and social foresight*, PhD in progress, Monash University, Clayton Campus Vic. [**Supervisor:** Dr Anita Devos].

Jessup, C. M. (in progress). *Transition from competence based training to a higher education model: The change imperative for the EMA Institute within the International Emergency Management Community*, PhD in progress, Monash University, Clayton Campus Vic. [**Supervisor:** Assoc. Prof. Judy Gray].

Lavan, D. (in progress). *Expressing the inexpressible: subjectivity in adult self-study*, PhD in progress, Monash University, Peninsula Campus Vic. [**Supervisor:** Dr Chris Peers].

McLean, D. A. (in progress). *VET story*, PhD in progress, Monash University, Clayton Campus Vic. [**Supervisor:** Dr. Allie Clemans].

Owbridge, L. M. (in progress). *Succession management for non commissioned ranks within Victoria police*, PhD in progress, Monash University, Clayton Campus Vic. [**Supervisor:** Assoc. Prof. Judy Gray].

Pardy, J. E. (in progress). *Class lessons: Technical education and the reinstatement of classed education in Australia*, PhD in progress, Monash University, Clayton Campus Vic. [**Supervisor:** Prof. Terri Seddon].

Potts, M. L. (in progress). *A creative arts inquiry into local environments*, PhD in progress, Monash University, Gippsland Campus Vic. [**Supervisor:** Prof. Margaret Somerville].

Theodore, C. B. (PhD thesis submitted). *In what ways and by what means does a regional leadership program contribute to the social capital of a region? A case study of Gippsland*, PhD thesis submitted, Monash University, Clayton Campus Vic. [**Supervisor:** Assoc. Prof. Leonard Cairns].

Vella, K. F. (in progress). *Sustaining the change agent*, PhD in progress, Monash University, Gippsland Campus Vic. [**Supervisor:** Prof. Margaret Somerville].

Wadick, P. J. (in progress). *Learning health and safety at work: a small business perspective*, PhD in progress, Monash University, Gippsland Campus Vic. [**Supervisor:** Prof. Margaret Somerville].

Westworth, J. (in progress). *On-line communities of practice: Exploring the use of collaborative weblogs in the classroom, with a specific focus on the TAFE ESL and adult learner*, PhD in progress, Monash University, Clayton Campus Vic. [**Supervisor**: Assoc. Prof. Brenton Doecke].

White, P. (in progress). *Networks facilitating educational change, PhD in progress*, Monash University, Clayton Campus Vic. [**Supervisor**: Dr Michael Henderson].

White-Hancock, L. H. (in progress). *Spitballs, woolly nets and symbiosis: negotiating boundary zones to enable innovation*, PhD in progress, Monash University, Clayton Campus Vic. [**Supervisor:** Prof. Terri Seddon].

Williams, B. A. (in progress). The professionalisation of paramedics: standardising the graduate attributes of higher education curricula in Australia, PhD in progress, Monash University, Clayton Campus Vic. [**Supervisor:** Assoc. Prof. Andrys Onsman].

Master of Education: Research (100% thesis)

Tilstra, J. J. D. H. (in progress). *An analysis of VET teachers' decision making in a planning, delivery and evaluation cycle*, MEd in progress, Monash University, Clayton Campus Vic. [**Supervisor:** DrAmanda-Kaye Berry].

Reynolds, K. (in progress). Professionals moving from a professional development program to work, MEd in progress, Monash University, Clayton Campus Vic. [**Supervisor:** Professor Terri Seddon].

Master of Education: Thesis (66.7%) & coursework (33.3%)

Armstrong, M. K. (in progress). *Adult learning - technology in flexible learning: How can vocational trainers make more effective use of ICT in the flexible delivery of their programs?*, MEd (thesis & coursework) in progress, Monash University, Gippsland Campus Vic. [**Supervisor:** Dr Michael Dyson].

Bujdoss, A. A. (in progress). *How 'industry experts' cope with the transition from being an expert in their trade to becoming an educator within their field*, MEd (thesis & coursework) in progress, Monash University, Clayton Campus Vic. [**Supervisor:** Mr Damon Anderson].

Court, J. C. (in progress). *Education of the training and assessment qualification from a TAFE teacher prespective*, MEd (thesis & coursework) in progress, Monash University, Clayton Campus Vic. [**Supervisor:** Mr Damon Anderson].

Deschepper, A. M. (in progress). *Theoretical frameworks that underpin curriculum development*, MEd (thesis & coursework) in progress, Monash University, Clayton Campus Vic. [**Supervisor:** Dr Allie Clemans].

Hinson, N. E. (in progress). *Workplace training in school based VET studies*, MEd (thesis & coursework) in progress, Monash University, Clayton Campus Vic. [**Supervisor:** not listed in supervisor database].

Lin, T. S. R. S. (in progress). *Strategic management organisations*, MEd (thesis & coursework) in progress, Monash University, Clayton Campus Vic. [**Supervisor:** not listed in supervisor database].

Ng, H. C. (in progress). *The power of organisational leadership*, MEd (thesis & coursework) in progress, Monash University, Clayton Campus Vic. [**Supervisor:** not listed in supervisor database].

Pang, G. T. L. (in progress). *Organisational leadership*, MEd (thesis & coursework) in progress, Monash University, Clayton Campus Vic. [**Supervisor:** not listed in supervisor database].

Reynolds, K. G. (in progress). *Adult education theories and the teaching of physiotherapists in the Basic Bobath Approach*, MEd (thesis & coursework) in progress, Monash University, Clayton Campus Vic. [**Supervisor:** Prof. Terri Seddon].

Tan, H. C. (in progress). *Keeping the reality checked - the viability of strategic leadership auditing*, MEd (thesis & coursework) in progress, Monash University, Clayton Campus Vic. [**Supervisor:** not listed in supervisor database].

Thorne, M. A. (in progress). *Bridging the gap and more effective mentoring in learning and practice for adult learners between the classroom and workplace*, MEd (thesis & coursework) in progress, Monash University, Clayton Campus Vic. [**Supervisor:** Dr Anita Devos].

Wright, P. K. (in progress). *The recruitment, selection and training of air traffic controllers in Australia - Implications for an equitable and diverse workforce: a case study*, MEd (thesis & coursework) in progress, Monash University, Clayton Campus Vic. [**Supervisor:** Mr Damon Anderson].

Chisholm Monash cohort – Master of Education (Coursework and Thesis)

These Master of Education candidates are from the Chisholm–Monash Master of Education (research) cohort.

This was a specialist partnership initiative between Chisholm Institute of TAFE and Monash Faculty of Education, which used a workforce development approach focused on research and the preparation of a thesis to develop research capacities and capabilities amongst VET professionals.

Whilst the titles for these theses are not available, all of them work with issues and problems associated with VET and TAFE.

Crawley, J. J. (in progress). *Research in education*, *unknown title/subject: not listed in database*, MEd (thesis & coursework) in progress, Monash University, Peninsula Campus Vic. [**Supervisor:** Dr Michael Henderson & Dr Bernard Holkner].

Miles, J. (in progress). *Research in education*, *unknown title/subject: not listed in database*, MEd (thesis & coursework) in progress, Monash University, Clayton Campus Vic. [**Supervisor:** Mr Damon Anderson].

Schuller, A. (in progress). *Research in education*, *unknown title/subject: not listed in database*, MEd (thesis & coursework) in progress, Monash University, Clayton Campus Vic. [**Supervisor:** Prof. Terri Seddon].

Smalley, R. T. (in progress). *Research in education*, *unknown title/subject: not listed in database*, MEd (thesis & coursework) in progress, Monash University, Clayton Campus Vic. [**Supervisor:** Dr. Anita Devos].

Webb, M. S. (in progress). *Research in education*, *unknown title/subject: not listed in database*, MEd (thesis & coursework) in progress, Monash University, Clayton Campus Vic. [**Supervisor:** Mr Damon Anderson].

Appendix 2:

Monash University Adult Education Programs – Some examples

Bachelor of Adult Learning and Development

This is a three year undergraduate degree that is undertaken in two years, with participants gaining one year Recognition of Prior Learning for their experience. It is delivered at Monash University.

Purpose

This program develops highly qualified educational professionals and leaders who can facilitate the learning and development of individuals and enterprises within local and global communities. It seeks to develop sound understandings of core concepts and contemporary policies and practices in adult learning and development, and their application to their work and organization. Participants develop capacities to plan, manage, deliver, promote and evaluate adult learning and development projects in workplaces and in communities. They engage with applications of new learning technologies in adult learning across different sites, and form skills in reading, interpreting and conducting research into their own workplace practices.

Participant profile

The profile of participants has shifted over the years since the program's inception. It began with a large number of TAFE teachers who required a qualification and smaller proportions of educators working in RTOs. The last five years have seen smaller number of TAFE teachers and greater number of RTO trainers involved in the program. Important to note – there are minimal number of participants from Adult Community Education settings which signifies a significant gap, given the profile of the sector. Most participants mostly hold positions as trainers and co-ordinators in their TAFE or RTO setting, with smaller numbers holding substantial leadership positions. The majority work full-time and maintain a full-time course load and family.

The program has been running since 1999. The program is run intensively over two years

Participant motivation is particularly high, based on the high completion retention and completion rate of students over the life of the program.

Unit evaluation

The following table shows student satisfaction data for units in our Bachelor in Adult Learning and Development, taught in 2008. These data, from the Monash University Unit Evaluation, relate to four questions, which were selected because they indicate benefits that are relevant to VET professionals. These questions, rated on a 1-5 (high satisfaction) scale are:

5. Overall I was satisfied with the quality of this unit
7. My understandings and perspectives were respected and expanded in this unit
14. My professional/scholarly knowledge and skills were advanced through doing this unit
15. This unit improved my capacity for critical thinking and problem solving

Unit title	Question 5	Question 7	Question 14	Question 15
Semester 1 2008				
Adult educational practices 1	5	4	4.5	4.5
Work, organisation and learning	3.5	3.9	4.5	4.5
Learning and research in work related contexts	5	4.7	4.9	4.9
Multimedia in adult education: policy and practice	4.5	4.2	4.5	4.5
Program design and delivery	4.1	4.6	4.0	4.0
Work, development and identity	4.6	4.3	4.0	4.1
Working with difference	4.9	4.7	4.8	4.8
Semester 2 2008				
Independent work-based project	4.0	4.0	3.8	3.8
Project management	4.4	4.2	4.2	4.4
Future directions in adult learning and development	4.9	4.5	4.7	4.5
Contexts of adult learning and development				
Adult educational practices 2 - project	3	4.1	4.5	4.5
Policy and change in adult education and training	4.6	4.5	5	4.7
Multimedia in adult education: implementation and evaluation	4.8	4.7	4.8	4.7

A selection of comments from participant evaluations (from 2007 to 2008) that relate specifically to the ways in which their study impacted on them as VET professionals and their workplace practice are presented below:

1. Participation exposed areas yet uncharted by participants and developed critical workplace capacities:

Comments:

The facilitator - he continuously challenged the boundaries which in turn enhanced the learning of all participants. (Undergraduate participant, 2008)

I was dreading the unit at the start but really enjoyed the opportunity to think outside the square. I chose a topic (environmental sustainability and the role of the learning organisation) that I have never really given a great deal of thought to before this unit, but found the topic not just incredibly interesting but one that I really want to pursue further. Thank you! (Undergraduate participant, 2007)

The requirements of the assignments allowed me to be creative and enabled me to expand my thinking outside the realms of today's reality. (Undergraduate participant, 2007)

This unit was really enjoyable and improved my capacity for critical thinking with respect to the past present and future and the role I play in it as an adult educator. (Undergraduate participant, 2007)

2. Participation connected participants to educational issues beyond their specific setting

The fact that it applied to private industry, not just the ACE, VET or CBT based sector. (Undergraduate participant, 2008)

3. Participation was integrated with participants' workplaces

The work based research project gave an opportunity to explore the contribution I make to my organisation and analyse how it makes a difference for how I do my work. (Undergraduate participant, 2008)

I achieved the learning outcomes I expected and expanded my networks within the organisation. (Undergraduate participant, 2007)

I thoroughly enjoyed this practical subject that directly related to my work and could be applied immediately. (Undergraduate participant, 2007)

Being able to apply the learning to a work project. (Undergraduate participant, 2007)

Master of Education (Work and Learning)

This is a specialist stream within a postgraduate program which includes 3 core units of a six unit program which are designed targeted to those working in adult and vocational education and training. It is delivered at Monash University and as a VET cohort program delivered on site in specific TAFE Institutes or with cross TAFE participation as part of a TAFE specific cohort.

Purpose

The Master in Education with a specialism in work and learning studies is designed for teachers, lecturers, trainers, enterprise based teachers, community educators, educational administrators, policy makers, education managers and others interested or involved in adult learning, vocational

and further education and training, and educators who wish to understand and investigate education policy and practice in a variety of learning contexts.

The core program introduces participants to the ways in which the worlds of work and learning are changing, shaped by global and local trends. It explores theories of adult education and participants gain opportunities to develop practice in adult learning and program design. They extend their knowledge of adult learning practices and workforce development, and critically reflect on the role of adult educators in workforce development.

Participant profile

VET teachers, trainers, Centre and Department heads and senior leadership personnel participate in the subjects that make up this program. They also include a range of public and private sector professionals whose work has an adult learning dimension. The majority work full-time and participate part-time in postgraduate study. They either choose to progress through the specialist stream of Work and Learning studies or undertake some of the subjects in the program as part of another Masters of Education program.

A selection of comments from participant evaluations (from 2007 to 2008) that relate specifically to the ways in which their study impacted on them as VET professionals and their workplace practice are presented below:

1. Participation impacted on participants' workplaces:

The connections that it made with my current work place. I was able to apply much of what I learned in a practical way. I was even able to complete one of the assignments based entirely on what I do at work. A win/win for me and my workplace. (Postgraduate participant, 2007)

Knowledge about how adults learn from different perspectives and reflect to my experiences as an adult learner so it'll be useful for me as an adult educator to deal with adult learners in my workplace setting. (Postgraduate participant, 2007)

2. Participation brought new understandings of participants' workplace practices and developed critical workplace capacities:

I think all aspects are already good. The lecturer is well-prepared and encourages us to present and to challenge the ideas of prominent adult educators like Malcolm Knowles, Jack Mezirow, Paulo Freire and others. It's a wonderful subject for me. Thanks. (Postgraduate participant, 2007)

I can learn from each other, especially in terms of cross culture and multi disciplinary experiences of learning and educating in the work place. (Postgraduate participant, 2008)

The most significant aspects in this unit is the study of workplace and workspace that really helped me understand my working environment. (Postgraduate participant, 2007)

EDF 6810 helped us realise the role of educators/workplace educators in the knowledge-based economy and to see what is happening in the real world in terms of workplace change due to the advance of technology and the emerging new force, globalisation. (Postgraduate participant, 2008)

Master in Adult Education (Global)

This unique program is offered as an innovative online coursework only Master in Adult Education (Global) in collaboration with the University of British Columbia (Canada), Linkoping University (Sweden), and the University of the Western Cape (South Africa). Students proceed through the two year, 72 credit program as a cohort drawn from the four participating institutions.

Purpose

The program focuses on the role adult learning plays in understanding and responding to globalising forces and their impacts on workplaces, communities, economies and the environment.

> *The need to participate in the global economy, work across cultural boundaries and celebrate difference makes it imperative that people learn in and about the global context and how to foster change. Adult learning is at the centre of attempts to foster change and enormous advantages flow from being able to work within more than one cultural horizon. The primary aim of this program, then, is to prepare practitioners for the challenges of working in diverse cultural contexts in which adult learning plays a key role in responding to and resisting globalizing forces and their impacts on workplaces, communities, economies and the environment.*

The program seeks to implement teaching and learning between two universities of the 'North' and two of the 'South', which is congruent with the notion of collaboration, partnership and mutual respect

Participants work together in various intercontinental groupings, thereby developing strong cohort relationships. Instructors are drawn from the four partner universities. Cohort students benefit from a truly international experience, engaging with instructional staff and students from four continents within both Northern and Southern hemispheres.

Applicants are internally motivated learners who are interested in cultural differences, communication styles, learning preferences and instructional approaches. The curriculum covers contemporary changes in work and learning; the role adult learning plays in understanding and responding to globalising forces and their impacts on workplaces, communities, economies and the environment; the forms of adult learning found in different cultural contexts and ways of supporting adult learning in conditions of global change. The program encourages the development of critical perspectives on adult learning and global change and how these are experienced and understood in different parts of the world. Students will draw on their own experience, engage in discussions and work on collaborative projects with students from other countries.

Participant profile

Monash University has only been involved in the program since 2008. Our first student was an ICT teacher from a Victorian TAFE setting. Enrolments have now grown to 23 per year (the quota agreed in th 4-university partnership) and include VET professionals working in public and private training providers, community settings, NGOs and industry. They include the director of a private training company, a Northern Territory business manager working at an Indigenous community, a medical imager in a NSW hospital, community workers, an executive officer in professional association, school and university educators, union workers and GPs.

Evaluation feedback

2009 cohort:

This course became part of my thoughts everyday as it gave me a chance to connect with a real work issue. Every reading was relevant despite being theoretical. The readings created perturbations for me. The significance of it ,is that it made a real change for me in the workplace. I will use this technique to analyse and interpret other issues I encounter and pay more attention to my assumptions and that of others.

This course has been good for me in many ways, and I really want to acknowledge the level of care that transpires from everyone's participation in the forums, faculty's and learners'.

Others may have a different take on this, but in my opinion the FLIP course provides for a learning environment free of wounding learning drama. This is perhaps an 'aha realization' that makes me hopeful that, paraphrasing an environmental motto, "another learning is possible," one that can even contribute to positive transformation in our attitude and effectiveness towards working with others.

2008 cohort

I have thouroughly enjoyed this course, both content and your pedagogy. This has been the best course so far, thanks to your willingness to be present with us. I have felt secure about you knowing what you want with this course, and you have communicated the tasks and assignments, your commentaries etc in more professional manners than before. Ironic since it's your first 'try' – this is the first time in ALGC that I have felt the tutors mastered the IT-media as pedagogical instrument.

Appendix 3: Final report on the Social Organisation of Educational Practice project, 1998

Terri Seddon, Lawrence Angus, Lynton Brown and Peter Rushbrook
Monash University and Boxhill Institute of TAFE

This paper is a final report on the large Australian Research Council-funded 'Social Organisation of Educational Practice' projec[t1.] Through the funded years of this project (1994-8), Lawrie Angus, Peter Rushbrook, Lynton Brown and I investigated the impact of government reform and institutional restructuring in schools and technical and further education in Victoria. The study focused on two primary case study sites, although our data and analysis has been extended through a variety of other research projects and our diverse professional engagement with the relevant education sectors. We conducted a large number of interviews in our two case study sites and we have used these data, together with other empirically-based insights, to develop an analysis of the processes of institutional redesign which have been playing out in schools and Institutions of Technical and Further Education in Victoria since the early 1990s.

We have been reporting on this project annually at the Griffith conference since 1994 when we first outlined our preliminary thinking about the way we would conduct and frame our research. Over the years our understanding of this research has developed as we have pressed our analysis of change and continuity in education forward. Now, in 1998, we have been trying to draw our findings together as we prepare a book manuscript for publication. This work is still to be completed but it seemed sensible, in this final report to the Griffith conference, to outline the work we have done, some of the findings we have generated and to flag some of the implications and issues that have emerged through our work in the SOEP project.

This paper provides a kind of map of the SOEP project. This task is justified because, unlike much project-based research today, we have adopted an open-ended approach to our investigation. While we specified research aims at the start of the project, we have not been constrained by them. Rather, we have allowed our research findings and our developing understanding of theory, policy and practices in both schools and in the wider adult and vocational education sectors to guide our work. This open-endedness has been important because in 1992, when we submitted our funding proposal, we could only vaguely discern the issues that might be significant in a study of educational restructuring. As time has passed and as our research has progressed, we have been able to tailor our investigations, analyses and commentaries to issues of current significance. Relevance can rarely be prespecified, particularly in an era of rapid social and educational change. What is necessary, therefore, is the flexibility to adjust research and dissemination to the issues of our times rather than being locked into prespecified aims and outcomes.

This map of the SOEP project begins by outlining our primary aims in undertaking the research. It then outlines the way we have framed our work. Major analytical themes are then flagged. Finally, I conclude by noting where this research has left us, some of the issues that seem important for the future, and make a few comments about the significance of research in vocational education and training.

Aims and objectives: The formal aims specified in our funding application were to:

- Conduct case studies of schools and TAFE in order to reveal the management of educational practice in each sector and its practical consequences in the organisation, culture and politics of institutional life;
- Conduct historical analyses of the processes which have shaped the management of

educational practice as 'education' and 'training';
- Analyse contemporary debates, the processes of policy formation, and the way policy is received and implemented by participants at the institutional level;
- Integrate contemporary and historical empirical data into an analysis of the processes which constitute' education' and 'training' in Australia and fuel their modernisation;
- Tease out the opportunities for, and limits on, contemporary educational change as a basis for both understanding and envisioning probable and preferred educational futures in Australia;
- Theorise processes of education formation and re-formation; and
- Contribute to Australian education policy formulation and propose institutional practices of education and training which will be appropriate to the 21st century.

These were ambitious aims, only possible because we were awarded three year project funding. The fact that the project was funded by the ARC was also important. Firstly, the award of three year ARC funding provided a lever which enabled us to gain additional funding to extent the scope and range of the research. Secondly, the ARC was seen in education and training sectors as an independent funding authority, removed from both the sector and government. This independence was important in enabling us and the people we interviewed to speak frankly, without fear or favour.

Framing the study: The framing of the SOEP project proceeded through two phases. There is a third analytical phase now emerging out of this research which I comment on briefly in the concluding section of this paper.

Theorising continuity and change in education

The initial framing drew together a range of our earlier work in an approach which considered restructuring as a large-scale historical process through which change and continuity is produced and reproduced. Many of these themes were captured in the work of Raymond Williams (1961), although we also drew other intellectual currents into our perspective (Seddon *et al,* 1994). We found Williams to be helpful because his writings challenged us to address three major questions. Using 'education' generically, these were:

- *What counts as education*? Specifically, what is the content and organisation of education? To what ends is it directed? And what are its social effects?
- *How is education being shaped*? Specifically, what conscious and unconscious choices are shaping the content and organisation, and its social ends and effects? How do these choices relate to the wider organisation of society and culture? What are the implications of these processes of educational change?
- *How might education be shaped*? Specifically, if change is ongoing, are there preferred educational futures? What choices might lead towards preferred social ends and social effects? How might preferred futures be pursued?

These became the three big questions that have guided our overall work in the SOEP project. While in the course of our research we have dipped into far more detailed issues and analyses, at the end of the day it was these three questions that we wanted to be able to comment on. Our justification for making these questions central to our inquiry lay in the dramatic 'sea change' that was occurring across the range of educational provision and practice in Australia (and overseas). It seemed imperative that, as researchers, we asked big questions about the kind of education that would benefit Australia and its peoples' as we moved on into the 21st century world of globalised informational capitalism (Castell, 1998). And that we asked these questions irrespective of the prevailing policy agendas being

pursued by government. We echo Williams in the belief that, living at a time when change 'will in any case occur', the critical question is not so much whether one approves of the reforms underway but rather to identify their social effects in order to see what social ends they are directed towards and whether they will realise preferred and feasible educational futures. The challenge we took on in our work is, in other words, both empirical and normative: to document the way educational practice that sustains individual development and national skill formation is being organised and managed at the end of the twentieth century as a basis for asking:

> *How might educational practice, that is the practices of teaching and learning, and the infrastructure that supports teaching and learning, be organised and managed to realise preferred educational futures in the twenty first century?*

The second phase of our conceptualisation of educational restructuring focused in on theoretical debates in the field of institutional analysis. This work was pursued through a project which paralleled SOEP called *Reshaping Australian Education: Beyond Nostalgia's* (Seddon, Angus and Selleck, 1998). This work was part of a larger interdisciplinary research project called *Reshaping Australian Institutions* (RAI) which was funded and orchestrated by the Research School of Social Sciences at the Australian National University. The overall aim of the RAI was to debate alternative theories of institutions and to investigate, empirically, the changing character of Australia's major social institutions in the lead up to the centenary of federation in 2001. Lawrie Angus and I were the coordinators of the education strand of this larger national project. Through our participation in the RAI, we developed a conceptualisation of education as a social institution which provided a very helpful way of thinking about the competing reform agendas that swirled around education and training, and the practical outcomes of policy and management interventions aimed at changing schools and TAFE.

Institutional redesign in education

Institutional theory recognises that society is organised into distinct regions of social practice, or 'institutions'. These institutions, such as education or the economy, are evident as distinctive patterns of organisation which are an effect (or outcome) of particular 'institutional rules' or, in our terms, 'practices or organising'[2]. These practices of organising (or institutional rules) constitute contextual settings (or institutions) that shape behaviour and other social action. In the RAI project, these complex features are captured in a working definition that states that 'institutions' are

> ... sets of regulatory norms that give rise to patterns of action, concrete social structures or organizations. ... Institutions can be public or private, so long as they refer to a set of regulatory norms (not merely a single norm), resulting in a whole structure of relations rather than just a single relation. Institutions therefore constitute the social infrastructure which orders the behaviour of relevant social actors (both individuals and groups) and organises relations among them. Institutions may either have been deliberately chosen (as in the case of laws) or have emerged from interactions among persons without explicit design (as in the case of social conventions) but they all have an impact on the distribution of authority and influence in society. They both establish individual and organisational centres of power and constrain the exercise of that power.
>
> (Reshaping Australian Institutions, 1994)

This definition foregrounds the context in which practice occurs. It suggests that action always occurs in a social insfrastructure which orders and organises behaviour, relationships, individuals and groups, and power and authority. This social infrastructure is the social, discursive and organisational medium in which practice occurs.

Goodin (1996: 21) argues that education is a major social institution whose contribution lies in the socialisation of the young and inexperienced so that they become adult and experienced social actors. Education as a social institution serves to transmit the cultural heritage of a society, its ways of thinking, doing, being and living, to subsequent generations. It also, and importantly, transmits the capacity of learning to learn to subsequent generations, ensuring that society maintains a collective capacity for learning, for dealing with change and for developing new capacities for action (Connell, 1995).

The institutional rules that shape organisation and practice within education are different to the institutional rules that shape and organise practice in other social institutions which make other social contributions. Each social institution therefore plays a necessary, not exclusively conservative, role in making social life possible. As Goodin (1996: 22) notes, institutions establish the stability and value of organisation and procedures, 'Indeed, that very stability and predictability is, to a very large extent, precisely why we value institutional patterns and what is valuable about them'. He continues, the economic benefit of institutions lies in 'reducing costs associated with uncertainty across time' (p22).

Offe (1996a: 202) puts it in slightly different terms, 'Institutions ... inculcate duties and generate outcomes. In order to generate outcomes, they must rely on cognitive and moral resources which … are not created by administrative fiat'. His point is that institutions both create and depend upon meanings, norms and values in the production of outcomes. While outcomes may be subject to administrative redefinition and changes in technologies of accountability, such organisational strategies cannot directly change institutionally grounded cultures which are lived in day-to-day practices of organisation and embodied by workers who are, simultaneously, functionaries within organisations and institutional actors . The shared meanings of such organisational/institutional actors are confronted by organisational changes but not necessarily changed by them.

The debate about institutional redesign

In recent years, these basic understandings of institutional theory have been reworked within economic rather than social discourse as powerful tools for institutional design (eg. Goodin, 1996). Building on the assumptions of rational actor theory, it is argued that if contextual settings shape behaviour, then changing contextual settings will change behaviour. Further, if preferred behavioural outcomes can be defined, the contextual changes which produce these outcomes can be sought. And, once these required contextual changes have been identified, the levers for change can be pulled.

Contemporary reformist governments have taken up this promise of economic rationalist institutional redesign in their work of steering educational futures. Under the policy of 'Schools of the Future' in Victoria or the Commonwealth's 'National Training Reform Agenda' (NTRA), governments have moved rapidly to deploy positive and negative sanctions, screening and selection procedures and other practices of organising in order to reshape Australian education. Such governmental processes of institutional redesign have brought about significant changes in the relations and practices of education (eg. Marginson, 1997).

But despite the impact of these institutional redesign measures, critics argue that institutional redesign informed by rational actor theory has major limitations which have had a profound impact on their governmental applications (eg. Mulberg, 1995). One set of critiques (eg. Stretton and Orchard, 1994) challenges the assumption of the rational actor with his monomotivational pursuit of self-interest. Institutional designs are developed on the understanding that people are only motivated by direct benefits — money, status, or regard — rather than more complex motivations.

Another set (eg. Ferber and Nelson, 1993; Gatens, 1996) critiques the abstraction of the rational actor and the neglect of the implications of embodiment. The agents that occupy institutions are not abstract models but flesh and blood people. They are positioned socially and culturally which means that they live as sexed, raced, aged, classed social actors. This positioning and their social and cultural embodiment predisposes them to particular tastes, desires, preferences and choices. From this perspective, actors are not abstractly rational, all the same and, therefore, predictable in their behaviour. Rather, their behaviour is differentiated and socially patterned. These different embodiments constitute distinctive standpoints and underpin systematic and enduring practical politics.

Critics also argue that the reductionist understanding of the social actor in institutional theory is accompanied by a reductionist understanding of context (Angus, 1994). The context in new institutional economics appears as a thin backdrop for action which ignores social and institutional histories, and the practical politics which arise precisely because of the different and conflicting ways that institutional actors are socially and culturally embodied (Offe, 1996a). Moreover, in these complex contexts, pulling levers for change does not always result in one to one associations with effects. The introduction of new sanctions or regulatory practices are proven stimuli for organisational change but desired changes cannot be quarantined from other aspects of social and institutional life, and they create unintended consequences and flow on effects. This is because organisational changes confront institutional cultures and the outcome of this confrontation depends upon lived patterns of advocacy, resistance and revision, and the way continuity and change is advanced in practical ways at different sites. Offe continues, highlighting the practical problem of any institutional redesign:

> '*There is no administrative production of meaning*'. Consequently, whoever wishes to advocate, design, construct, change or criticize institutions will have to bear in mind this dualism and the inherent limits of potential control over meaning. (Offe, 1996a: 202).

These limitations in economic rationalist theories of institutional design contribute to what Offe (1996b) calls a 'one-eyed fixation' with utility or purposiveness. This orientation disregards rights which were established in the past and retain contemporary validity. It encourages judgements of institutions on the basis of their instrumental value alone. As Offe (1996b: 111) suggests, 'the methodological neglect of valid rights, and of the nonutilitarian basis of their validity ... deprives [economic rationalist government] of every argument against openly authoritarian, indeed terroristic, uses of this theory of order'. Authoritarianism, acting in the name of future utility, can justify the removal of every institutional suboptimality, every obstacle to reform, every obstructor of progress.

There is, then, a live academic debate about the best way of understanding institutions and processes of institutional change. In recent years particular economic theories of institutions and rational actor theories of individuals have been dominant in policy circles. These ways of understanding institutions have been used to inform a variety of government and management interventions aimed at redesigning Australia's institutions, including

education and training. But as other theories of institutions indicate, economic discourse and rational actor theories provide only simplified analyses of social life. They reduce complexity and ignore significant social and cultural dimensions of institutions and institutional life. As a result, when economic rationalist policy interventions are implemented they encounter lived social and cultural complexity in practice and this means that policy effects are never faithful to economic rationalist policy intentions. Furthermore, because the methodological assumptions of economic institutional theory disregards social and cultural effects, economic rationalist policy interventions are not designed to take account of social and cultural effects. This limits the efficacy of policy interventions because implementation processes are not prepared to accommodate social and cultural deviations.

Findings

Our empirical investigations in the SOEP project bear out both economic and social insights from the debates within institutional theory. The impact of recent government reforms, particularly the strategic manipulation of funding and other regulatory mechanisms, have had powerful effects reshaping education and training provision and practice. At the same time, our research has shown that these processes of reshaping, of norming, and of living in and through institutional re-design, are extraordinarily complex.

The reshaping of education and training is playing out, not surprisingly, as a contested re-making or re-assertion of the regulatory norms that shape what counts as practice in educational organisations. Practitioners in educational organisations are engaged in struggles over the legitimation of educational norms, and there is, in the everyday work and practice of participants, a sense that previously (at least partially) institutionalised norms are being (at least partially) displaced or challenged by more recently asserted norms. In other words, institutional meaning is being made against alternative meanings. Regulatory norms are being both contested and asserted and, in any case, must be remade as established expectations are challenged.

The detailed analyses which have informed these kinds of conclusions about the reshaping of education and training have developed along three main trajectories. These are:

Analyses of policy and history:

Historical research on education and training, together with critical policy analysis, inform our view that governments have become a major activist force in educational redesign. Various strategic policy interventions have been key mechanism for inducing educational change. While education policies do not entirely prescribe educational practice, policy incorporates particular educational values and views of the nature and purpose of education which policy designers either assume to be normative or intend to become normative, and which are intended to be institutionalised in practices. The implication of this work is that, through the 1980s and 1990s, government have steered education and training (eg. Brown and Rushbrook, 1995 Rushbrook, 1999; 1997a; 1997b; 1997c; 1996; 1995; Seddon, 1996a; 1996b; 1995; Seddon, Angus, Selleck, 1998)

Changes in teachers' and managers' work:

Detailed analyses of teacher's and manager's commentaries provided data on the way they made sense of changes in policy and the impact of government policy and management decision making. Their descriptions of their work, how it had changed and how it had remained the same, also gave a picture of the effects of policy and management interventions on the practices of teaching and managing, the processes of educational work and the broader features of educational workplaces and workplace relations. These

analyses provided a basis for assessing the extent and significance of change in education and training (Angus and Brown, 1997a; 1997b; Brown, Seddon, Angus, Rushbrook, 1996) We focused in particular on the impact of national training reform on the educational work of TAFE. This included specific studies of competency-based training (Rushbrook, 1997), internationalisation (Brown, 1997), entrepreneurialism and marketisation (Angus, 1997) and the implications these developments had for teacher professionalism (Seddon and Brown, 1997).

Education for the 21st Century

Through the analyses of policy and history, and the shifts in institutional practices of teaching and managing, we tried to identify trends that might foreshadow probable and preferred educational futures. We found, for example, that teachers and managers developed strategies for 'doing business with an educator's heart'. They attended to new imperatives of entrepreneurialism and marketisation but without jettisoning older educational values. These 'capacity-building strategies' pointed to bottom-up processes of remaking education and training (Seddon, 1998; Seddon, Angus, & Brown, 1998). The expansion of international and workplace-based education pressed TAFE teachers to work beyond their traditional classrooms and this problematised the site-based notion of education. It seemed that teachers educational horizons were changing and this had implications for teacher' educational heartlands. Some (particularly those working in international education) appeared to feel destabilised as teachers, unsure who they were educating and what they were educating them for. Others reconsolidated their teacher identities by building practical relationships with their students and the occupational communities to which students sought entry. Meanwhile, continuing funding and regulatory constraints forced teachers and managers to constantly find ways of doing more for fewer dollars. The casualisation of teaching was one consequence. These shifts in teacher experience posed questions about the status of teachers today. Are they being deprofessionalised or reprofessionalised? (Seddon, 1997) What is happening to the education workforce? What is the educational capacity of the education industry today? Is the social institutional contribution of education more or less than in the past? What does this mean for education as we enter the learning society? What are the critical campaigns that must be asserted if learning productivity and socially useful institutional capacity are to be maintained? (Seddon, 1998).

Conclusion

Our work suggests that the landscape of education and training has changed significantly through the 1980s and 1990s. Changes have been steered by government and through management decision-making processes. Yet there is abundant evidence that economic rationalist institutional redesigns have come up against the grounded and lived institutional culture of education. In terms of the big questions that have guided our work in SOEP:

What counts as education?: Education is contested. It is torn between, on the one hand, economic imperatives that see education as a simple commodity production process which creates embodiments of knowledge, skills and competence that can be bought and sold in the marketplace. On the other hand, education is seen as a socially useful infrastructure that underpins and renews social capital and society's capacity to be innovative and deal with change.

How is education being shaped?: Through the contested processes of negotiating alternative educational futures that are willed for and worked for by governments, managers, teachers and other stakeholders in education. Despite the regulatory power of government steering, educators and other stakeholders (eg. the wider community, industry, students) work in and

through reform processes to renegotiate both the norms and outcomes of education and policy interventions. The result is neither faithful implementation of policy or management decisions nor outright resistance to change, but a practical politics of top-down and bottom-up institutional design which takes us closer to feasible and sustainable education reform.

How might education be shaped?: In the current educational *Realpolitik*, government steering is informed by an understanding of learning productivity based in organisational rather than institutional terms. Learning productivity is seen as a corporate problem of how to best organise resources and labour in order to produce preferred outcomes. It neglects the contribution education makes to expansive learning and learning to learn, and the socially useful institutional consolidation of social capital and the capacity to deal with change. And it treats institutionally-grounded practices, relationships and cultures organically associated with educational work as organisational problems, 'structural rigidities' to be overturned and flexibilised in the corporate interest.

What this corporate view of education neglects is the practical character of embodiment; the way learning productivity is a consequence of co-production by learner and teacher; and the way learning productivity, and particularly individual's capacity for expansive learning to learn, is enhanced by the invisible pedagogical capacities of educators. These blind spots are serious challenges to education. They put the social capacity to educate, the core skills of the teaching workforce, and the renewal of the education industry at risk. In celebrating 'learning' governments are fuelling unproductive economies in teaching. A preferred educational future - indeed a future that is feasible and sustainable - would recognise the contribution of pedagogical skills to learning productivity and social capital and capacity, treating them as necessary capital investment in a productive education industry.

In sum, despite the ambitiousness of this project, we have gone a long way towards achieving our formal research aims specified in our funding proposal. But importantly, the outcomes of the research have taken us well beyond what we could even imagine in 1992. This is partly an historical issue: research takes time and developments move on. It is much easier to make sense of what is past than what is currently occurring. The power of the SOEP analysis is that it provides a framework for identifying trends and trajectories which can be used to begin to identify emergent developments in education and training, and the practical constraints and limits which are likely to be significant in shaping educational futures. It cannot foresee the future – nothing can, but it does provide a basis for making informed guesses at what the future might bring.

This productive mismatch between anticipated and actual research outcomes is also a consequence of research reflexivity; the iterative movement between conceptualisation and empirical analysis provides a basis for not only generating grounded accounts of continuity and change in education and training but also refining the conceptual framework we use in analysis. A key outcome of our research has been to flag the limitations of our own conceptual framework. We began the study using particular ways of understanding social and historical change, elaborated in the light of social and economic theories of institutions and institutional change. Now, at the end of the study, it is clear that these conceptual resources only partly capture the critical shifts in education and training. Our research has led us to theorise shifting discourses, networks, spaces and identities as significant elements for an effective understanding of the trajectory of contemporary educational change.

Above all, the research has posed questions. It is by encouraging a culture of questioning and reflection that research can contribute to the work of steering futures too. While the impact of research is rarely direct, projects like SOEPcan contribute to the work of building feasible and sustainable futures by offering different ways of making sense of contemporary

developments in education and training, and by continuing to ask big questions about the way education is organised, its social effects and what alternative ways of organising education might be possible.

Notes

1. We acknowledge the support of the Australian Research Council in funding this research.

2. Other researchers talk of practices of ordering (Law, 1995) or practices of government (Foucault, 1980). This talk of practices is significant partly because it implies something which is less cut and dried, hard and fast than a 'rule'. It also flags a particular way of understanding the relationship between structure and agency.

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