Towards a synthesis of key findings from the National VET Research Consortium, ‘Supporting VET providers in building capability for the future’

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Abstract

Australia’s National Strategy for VET 2004-2010 calls for a client-centred and innovative vocational training system of world class standard. An important strategy to achieve this goal is to build the capability of both public and private registered training organisations. The Consortium, “Supporting VET providers in building capability for the future”, was established to conduct research that would assist providers in this important task. The Consortium was funded by the Australian, State and Territory governments through the Department of Education, Science and Training and managed by the National Centre for Vocational Education Research. This presentation will outline some of the findings from the projects and represents an early attempt at synthesising some key findings from the overall research of the Consortium.

Introduction

Australia’s National Strategy for Vocational Education and Training 2004-2010, Shaping our future (ANTA 2003, ANTA 2004a), calls for a client-centred and innovative vocational training system of world class standard. This national policy sets out four key objectives for vocational education and training (VET): one focuses on a skilled workforce, another on employers and individuals, a third on regions and communities and a fourth on Indigenous Australians.

The (then) Australian National Training Authority advertised in 2004 for two national consortia to undertake some of this research, one centred on Australia’s workforce (A well skilled future: Tailoring VET to the emerging labour market) and the other on its registered training organisations (Supporting VET providers in building capability for the future).

These two consortia are (now) funded by the Australian, State and Territory governments through the Department of Education, Science and Training (DEST) and are managed by the National Centre for Vocational Education Research (NCVER). They represent a new model for VET research funding in Australia – networks of researchers across States and Territories – after a decade of focusing on two to three Key Centres, each commonly concentrated in a specific university.

This paper is a publicising of some of the findings from the projects and an early attempt at synthesising some of the main themes from the overall research of the Consortium.
The Consortium’s integrated research program

The consortium, comprising eight principal researchers and eight partner researchers spread across Australia, recognised that a single, homogeneous approach to developing the capability of training providers was neither possible nor desirable in the highly-diversified Australian context. Workforce development strategies that focus primarily on individual workers within an organisation are inadequate if the goal is to develop organisational capability. Innovations in products, processes and services including teaching and learning innovations are rarely the result of individual initiative. Rather, they rely on group, managerial and technological systems which, when brought together with individuals’ capacities, build organisational capability.

The consortium’s research program, therefore, was designed both to build on what was acknowledged to be current good practice in relation to developing people, practices and cultures within the sector, and to provide sound evidence upon which future decisions relating to the development of the VET workforce might be based.

Its program of research was conceptualised in nine research activities over 2005-2007 – deliberately labelled “research activities” in order to emphasise that they were integrated components of a whole rather than nine discrete projects. The program comprised seven research activities involving inquiries essentially on issues around workforce development, with the first and last as bookends (or perhaps tectonic plates!) concerned more with process. Each research activity had one of the principal researchers as its leader and a team of about three other researchers from the consortium so as to maximise the cross-fertilisation of ideas. The activities were staggered such that each could draw on data from several others, and progressively feed into later ones, in order to provide a coherent and progressively building program of research. These strategies were further ways of demonstrating that the consortium’s work was an integrated program of research.

The research program involved active collaboration with a variety of RTOs, key informants and practitioners from a wide range of providers and stakeholder groups. This active collaboration was designed to enable the researchers to produce both a comparative and a site-specific analysis that could be used to inform VET policy and practice and, at the same time, provide specific models, tools and information for various types of training organisation.

Key issues
VET providers face a wide range of challenges in developing and sustaining a workforce that has the capacity to respond to the progressively more complex and changing demands of VET clients. The consortium therefore recognised that the use of traditional workforce development practices such as qualification and experience-based recruitment and in-service training courses, as strategies to improve individual and organisational capability, are no longer regarded as sufficient in themselves to satisfy the demands of the contemporary work environment. Problems of skill and knowledge transfer, flattened organisational structures, financial and time constraints, commercial pressures and the changing nature of work itself have led to renewed interest in finding learning solutions rather than training solutions to workforce
development; with learning conceptualised as a central, on-going and integral feature of contemporary work.

The consortium also recognised that workforce development strategies that focus primarily on individual workers within an organisation are inadequate if the goal is to develop organisational capability. Innovations in products, processes and services including teaching and learning innovations are rarely the result of individual initiative. Rather, they rely on group, managerial and technological systems which, when brought together with individuals’ capacities, build organisational capability.

Teachers and trainers are pivotal to the development of a flexible, responsive and agile VET system. The development and use of innovative teaching, learning and assessment strategies that are more learner-centred, work-centred and which explicitly promote employability skills are crucial to a system charged with providing flexible, high quality and client focused education and training programs. However, the VET workforce is characterised by considerable variation in qualifications, experiences and employment arrangements. Consequently, single, sector-wide models of professional development are unlikely to meet the diverse needs of the VET workforce. Rather, the research focus of the consortium was to develop professional development practices and models that are closely aligned to the specific contexts and constraints that define different types of RTOs or groups of RTOs.

The core strategy of the consortium was to work actively with RTO partners and stakeholders to identify, evaluate and implement sustainable, creative and innovative approaches to building capability. These approaches would then be widely shared across the sector and used as inputs for more long-term policy development by governments, industries, skills councils and other agencies. By focusing on people, practices and cultures, the consortium aimed to contribute to the development of:

- an evidence-base which could underpin on-going developments in policy and practice
- useful capability-building models that reflected the variety of real-world constraints and possibilities of RTOs
- an active network of leaders within RTOs around Australia who are engaged in constructing and implementing new and improved practices that sustain capability building.

Building upon the consortium researchers’ and others’ existing research

Much of the existing research on the VET workforce is technical in nature, analysing ways in which the work and roles of VET practitioners have changed over time across both workplace and classroom environments in response to reforms in the sector (e.g. Chappell 1999, Harris, Simons & Bone 2000, Harris, Simons, Hill, Smith, Pearce, Blakeley, Choy & Snewin 2001, Chappell & Johnston 2003, Harris, Simons & Clayton 2005). Such exploration has more recently been extended to include the changing roles of those in leadership and management (Callan 2001, Guthrie & Callan 2002, Mulcahy 2003, Falk & Smith 2003) and also to include attention to human resources and industrial relations issues (Palmieri 2003, McNickle & Cameron 2003).

There has also been considerable emphasis on examining the teaching and assessment practices of VET practitioners (e.g. Booth, Clayton, Hartcher, Hungar, Hyde & Wilson
2003, Hyde, Clayton & Booth 2004, Boud & Hawke 2003, Cashion & Palmieri 2002, Chappell 2004, Clayton, Blom, Meyers & Bateman 2003, Mitchell, Clayton, Hedberg & Paine 2003, Stehlik, Simons, Kerkham, Pearce & Gronold 2003). Interest has focused on examining ways in which professional development for VET practitioners might best be provided and what its focus should be. National initiatives such as the Australian Flexible Learning Framework (www.flexiblelearning.net.au/) and Reframing the Future (www.reframingthefuture.net/) have provided evidence of the ways in which professional development for the VET sector has developed to better meet the needs of individual teachers and trainers as well as to contribute to broader enterprise, institutional and system-wide goals.

One national report in Australia proclaimed that:

[quote]
the need for the development of the VET workforce and of VET organisations is now well established … There is widespread recognition of the nature of these challenges, of the complexity of the situation, and of the effort that will be required to address them (ANTA 2004b, p. 5).
[/quote]

However, the literature on workforce development within VET, while increasingly informative, contains gaps. Additionally, it also suffers from a lack of penetration of research from other disciplines such as business, human resource management and health. The research in this consortium has taken up these challenges through an inter-disciplinary, systematic and integrated program of research activities.

**Overview of the consortium’s research program**

The consortium’s research program was therefore designed to build upon existing knowledge by providing soundly based evaluations and evidence on the evolving dynamics of the VET workforce (not just teachers and trainers, but also leaders, managers and support staff across all types of RTOs) and of the cultures and practices needed so that this workforce might be more adequately prepared to respond rapidly and effectively to emerging changes. The research program both built on what is acknowledged to be current good practice in relation to developing people, practices and cultures within the sector, and provided sound evidence upon which future decisions relating to the development of the VET workforce might be based. It was structured in three related phases.

The **first phase** involved a series of interviews and forums around the nation (Research Activity 1). The purpose was to listen to the voices and ‘feel the pulse’ of a cross-section of those most closely involved in the sector. Interviews were held with 57 key stakeholders across all States/Territories, and forums conducted in five States in which 240 VET practitioners participated. The intention was that the outcomes would inform and refine the consortium’s further research. This phase resulted in a number of valuable outcomes, including:

- clear confirmation of the importance of the consortium’s research activities
- knowledge of initiatives that participants believe are significant in their jurisdiction
- alerts to any specific contextual matters in each location
- research areas seen by interviewees to be of interest
- suggestions for contacts and communications – including details on up-coming conferences, workshops, forums and other activities, and many invitations to present on the consortium’s work as it progresses
- understanding of their views on how imperatives and challenges are likely to impact on training providers in the next three to five years.
Informed by these outcomes, the second phase involved seven research activities investigating inter-related ‘hot issues’ that the researchers considered would contribute most significantly to RTOs in supporting the building of their organisational capability. These are outlined later in this paper. Two activities involved extensive surveys, while the others formed a series of integrated research activities to provide further in-depth understandings gathered by more qualitative means such as focus groups, interviews and case studies.

The third phase is focusing on information-sharing, diffusion and integration. Throughout the program, products have continually been populating the consortium’s website (www.consortiumresearchprogram.net.au) – examples are literature reviews, fact sheets, tools, case studies, models, good practice strategies, useful insights – and publicised through quarterly newsletters to an ever-increasing number of interested stakeholders as well as through regular email bulletins and presentations at forums and conferences. This phase will culminate in a series of workshops in August and September 2007 to showcase findings. An expression of interest to attend can be registered by emailing events@ncver.edu.au:

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Selected consortium researchers, in collaboration (hopefully) with associate researchers within providers, will disseminate key messages from the consortium’s work and seek feedback on its products. As one national report (Dickie et al. 2004) recently claimed, [t]here is already much innovation and good practice in workforce development across the VET sector and a growing body of knowledge and experience about excellence in professional and vocational learning … the challenge is both to build on this knowledge and experience and to share it across jurisdictions and among registered training organisations and VET professionals. (p.14, my italics)

The consortium has seen its task as both building on and sharing this knowledge and experience.

Key messages from the research activities

While a number of the component parts of this program have yet to be completed, some initial findings and/or impressions from researchers give a sense of the how RTOs and individuals are dealing with key workforce issues.

RA1: Building RTOs for the future: visions and options

- The majority of participants in these forums had a thorough understanding of the changes and challenges that were facing the sector, their organisations and themselves
Areas of change with which they were grappling included: workforce changes, technology changes, competition changes, national and state-based structural changes, changing student, government and industry demands.

Looking to the future, participants envisaged new structures and new ways of working. These involved: enhancing the industry connections (improved client focus, collaboration and strategic alliances); working in partnership (RTO collaboration rather than competition); increasing flexibility in structures at whole-of-organisation level; and increasing flexibility at work team level.

In the process of renewing RTO workforces, themes emerging included: adopting a more strategic approach to workforce planning; managing the tension inherent in the casualisation of the TAFE workforce; enhancing the flexibility of human resource practices; and developing and maintaining the skills of RTO personnel.

RA2: Understanding career pathways in VET
(see AVETRA Conference paper #42 (Simons, Harris & Pudney 2007) on this research)
This has involved a national survey of almost 1100 respondents in the VET sector. There is now a significant database (of 354 variables) which will require considerable ‘mining’, as well as 33 in-depth interviews. There is a diversity of opinions being expressed about the notion of a career in VET. The research team is now trying to understand these!

RA 3: Analysing critical issues in teaching, learning an assessment
(AVETRA Conference paper #25 (Mitchell 2007) extends the work on this research activity)

- VET is distinguished by complexity and opportunity. Many critical issues were identified by stakeholders under the banner of these two terms but, for the majority of VET stakeholders, quality is the most critical issue in teaching, learning and assessment.
- The concept of quality provokes different responses from VET stakeholders. Some focus on managing quality systems and quality indicators, while others focus on creating cultures to stimulate continuous improvement. Ideally, both perspectives are needed.
- VET practitioners need to extend their existing skills to meet the challenges of the new Vet environment, which includes a range of learning styles, new assessment practices, diversity of clients with a diversity of requirements and enhanced technologies. They need the time and space to do this.
- VET practitioners will need to adopt a variety of methodologies to develop these new skills. Work based learning takes into account new thinking about adult learning and learning organisations and can involve coaching, mentoring, industry release and work shadowing as well as participating in networks, communities of practice and professional conversations.
- All VET stakeholders will need to adopt innovative approaches to their various roles. For individuals, critical success factors include their adopting new work roles, such as learning manager or facilitator. VET organisations need to develop an agile, flexible, creative and innovative culture balanced, but not dominated, by the need to comply with systemic quality requirements.
- Partnerships and networks support the achievement of high-quality teaching, learning and assessment by encouraging the exchange of information, ideas,
techniques and approaches between VET practitioners, their clients and industry representatives.

**RA 4: Assessing the impact of cultures and structures on organisational capability**

(see AVETRA Conference paper #33 (Clayton 2007) on this research)

Initial outcomes:
- RTOs acknowledge that the organisation of the future must be agile, fast reacting, flexible, client-driven, infinitely adaptable and responsive despite uncertain times.
- Confronted by a dynamic and competitive environment, the structural challenges for RTOs are influenced by, age, size, geography and power. The cultural challenges, particularly for large organisations, is the complexity of multiple cultures, the influence of structural ‘shadows’ and tensions between things past and future.
- RTOs are engaging in either incremental structural adjustments or structural upheaval. The focus for large organisations is to breakdown some of the poor aspects of traditional bureaucratic structure and to move from tall hierarchies to flatter matrix or hybrid structures, which utilize the best features of the traditional and the new.
- RTOs are commonly developing teams in various guises to deal directly with clients in industry. This approach is, in some instances, pushing empowerment and decision-making down in organisations with associated broadening of responsibilities and increased accountability.
- Cultural shifts are being encouraged within RTOs, particularly with regard to adopting a business approach to the business of education and training. Leaders are working to develop a culture of entrepreneurship and invocation within organisations and are aligning support and teaching staff more closely to enhance client service. TAFE institutes are promoting the idea of *the one institute* and are encouraging cross-organisational activities to breakdown silos.
- The impact of these cultural and structural changes on organisational capability are seen to be increasing flexibility and responsiveness with decision-making devolved to teams, strengthened linkages across RTOs and with industry and community and the building of an environment in which innovation can flourish.

**RA 5: Investigating learning through work**

Initial outcomes:
- There are positive indications that a useful instrument can be developed to assist workplaces (including RTOs) self-diagnose organisational structures and processes that facilitate workforce learning.
- RTOs appear to differ from other workplaces in having a more limited range of factors involved in facilitating workforce learning.
- Two factors appear to account for differences in the ways the operational environments of RTOs relate to workforce learning:
  - Organisational Environment: this involves aspects of the ways in which an RTO’s management is organised and structured, the ways in which an organisation’s structures and processes allow or encourage communication, and the ways in which the work of the RTO is shared amongst employees.
  - Job Complexity: this is the extent to which the individual jobs entail complexity, uncertainty or variety.
RA 6: Examining human resource practices for a changing environment
(see AVETRA Conference paper #37 (Smith 2007) on this research)
Initial outcomes from the survey component:
- TAFE has a more bureaucratized approach to HRM than private providers. This is obviously related to the size but is also a reflection of the way in which human resource management has evolved in the TAFE sector
- HRM is still seen as largely operational in all RTOs. This is a reflection of the status of human resource management in many organisations but is curious when there have been many initiatives in recent years to make HRM more strategic in TAFE
- HRM is more focused on employee development in TAFE but more focused on employee relations in private providers. This is manifested on the plethora of employee development initiatives that have taken place in TAFE in the last ten years.
- Perhaps because of the greater emphasis on employee relations in private providers, the survey showed that there appeared to be a better employee relations climate in private RTOs than TAFE institutes
- Teams are very common in RTOs but they tend to enjoy little real decision making autonomy
- RTOs spend less on the training of non-teaching staff than on teaching staff
- A major difference between human resource management policy in TAFE was the fact that casual staff were largely left out of the HRM policy in TAFE but were covered in private providers. This was especially true of performance management systems
- In general, HRM does not operate at a strategic level in RTOs, especially in TAFE institutes, which is surprising given the emphasis on HRM issues such as skill shortages and performance and the resources devoted to HRM
- HRM is best characterized as in a state of transition from a purely operational to a more strategic function in RTOs.

RA 7: Investigating approaches for sustaining and building educational leadership
(see AVETRA pre-conference workshop #3 (Callan 2007) on this research)
- VET providers are well aware of the urgent need to develop the leadership talent that currently exists for both the current and future success of their organisations. The good news is that the talent is seen to be there, and if not, it is being brought in mostly from private sector organisations especially to meet leadership needs at the executive level.
- The program and initiatives being used to build the existing and future management and leadership talent re still at very early stages in their development in most VET organisations. More organisations are still working through agreement about the capabilities that are required for their managers and leaders. While the progress is slow, what is being done is being executed soundly. Appropriate financial and in-kind support – especially time – is required to help ensure success.
- Existing management and leadership development programs are often fragmentary and short-term and not focused on longer term corporate strategies and needs. As a consequence, the needs of the majority of staff in leadership roles at various levels in organisations are not being met. To reap better returns from their investments in leadership programs, training organisations need to make stronger
links between their corporate strategy and objectives, and their training and development plans and initiatives.

- VET organisations need to more enthusiastically embrace the wide range of approaches that are available to develop their current and potential leaders and managers more enthusiastically. Strategies like coaching, more support for learning on-the-job and action-learning projects that bring staff together across the organisation need to be more strongly promoted and supported, particularly for developing lower levels and middle level leadership talent.
- The VET system needs to provide tool kits to RTOs so that their managers can access and organise more effectively their plans around meeting their professional development needs. Currently, there is considerable duplication of effort across the sector with the development of self-assessment tools, capability frameworks, resources and related materials. The sharing of these resources and the enhancement of support mechanisms at a national level is a more efficient way of building leadership and management capabilities in the VET sector.

**RA 8: Examining decision-making about workforce development**

Initial outcomes:

- Organisational priorities and decision-making systems concerned with workforce development do not, in general, take into account individual employees interests or needs.
- Smaller RTOs (and this includes a significant number of private RTOs) frequently have little or no formal strategy or policy for workforce development.
- There are some suggestions that the change in language from “staff development” to “workforce development” has not yet significantly impacted on changes in organisational behaviour.

**RA 9: Building RTOs for the future: insights and opportunities**

(see AVETRA Conference paper #31 (Harris 2007) on organisational capability)

How does one now attempt to synthesise such a body of work? Presumably, this can most appropriately occur through deep immersion in the data/text, striving over time to discover patterns, themes and categories. The hope is that findings eventually emerge out of the data/text inductively – as distinct from analysing the data/text deductively according to an existing framework. As Patton (2002) says, one can “learn lessons … by synthesising case studies on quite different subjects” (p.501). He tells the story of doing that with three different qualitative studies and drawing out 12 success factors, but:

> [w]hile each of these factors provided insight into an important element of effective philanthropic programming, the unanticipated pattern was how these factors fit together to form a constellation of excellence” (p.501) … no one factor was primary or sufficient; rather each made a critical contribution to an integrated, effectively functioning whole … the lesson that emerged … was not a series of steps to follow, but rather a mosaic to create … a process of matching and integrating elements so that the pieces fit together in a meaningful and comprehensive way as a solution to complex problems” (p.502).

So it appears to be here as we play with, and shuffle around, the jigsaw pieces while trying to gain insight into and understanding of how an organisation builds its
capability. For example, the concept of collaboration is mentioned many of the research activities – networking, information sharing and knowledge exchange seem key strategies for renewal in the sector. As a consequence, enhanced organisational capability has probably got very strong links with collaboration. Another key theme may well be around change, culture and leadership. Teamworking is also referred to in many places as a means of empowering people in a resilient and agile organisation – though is decision-making really being pushed downwards, leading to broadening of responsibilities and increased accountability? We came across shadows of the past affecting the present and future; the effects of bureaucracy and compliance culture on attempts to build organisational capability; there was an immense amount of organisational (re)-structuring; the evidence was far stronger of operational as distinct from strategic thinking and acting in HRM practice and organisational leadership; there were considerable endeavours towards building closer linkages and alliances with communities and enterprises; and there was much rhetoric concerning the need for new ways of working and innovative approaches in changing and uncertain times.

The principal researchers are meeting for a two-day “lock-up” on 22-23 May when, collectively, we shall try to do this. So this paper is somewhat premature. It is important to recognise that this is simply an early attempt by two of the researchers who themselves have not had a great amount of time as yet to go through the immersion process sufficiently deeply for synergies to emerge!

**Conclusion**

The big question now for the Consortium is: what have we come up with that hasn’t been discussed before? What is going to be new and how are we going to present it?

One example of a response, we believe, is that we will be gaining some idea of what shapes careers and this will inform how RTOs think about recruiting and retaining people. The research will give us some sense of how people are linking current practice to visions of the future and how they are being strategic. That has not happened before. Another example response is the extent to which the VET sector and its research has probably only really dealt with that which is formal, rather than what organisations actually do in order to build their own capability just by the way they operate and the way they do business – how RTOs can do business better to build capability. Yet another is that new information will be obtained about how RTOs use (or not) strategic HRM, or how they make decisions about professional development, or how they build and manage their multiple organisational cultures – and precious little research has been done previously about those aspects in the VET sector.

It is quite probably the application of the research which the RTOs will in the end be looking at closely. They will be inquiring: how is this actually helping us? We believe that we will legitimately be able to refer to the Consortium’s high quality products – not just research reports, literature reviews and survey data, but also such artefacts as tools, fact sheets on specific topics, inventories, models and case studies.

What will be coming out of all this research are important lessons. What we will need to be careful to do is differentiate which lessons are important for all RTOs, which for TAFE and which for the private sector. The Consortium’s research will illuminate the notion of organisational capability as it applies to various types (public or private) of
RTO. If organisational capability is the configuration of different elements within a particular context, then the Consortium’s research will point to various ways in which these elements can come together to add-value (and conversely, where they do not), in organisations with particular histories, structures and cultures.

Another perspective is to distil tensions, even though this approach may not necessarily surface too much particularly novel. For example, we have found that RTOs differed in the extent to which visions of leaders percolated through, and were commonly understood by, the various levels of the organisations. We have also found that they differed in the extent to which they operated within various constraints – such as State bureaucracies, dual sector arrangements, amalgamations – and how these influenced (or stifled?) the degree of creativity, innovation and agility that could be exercised. Then there was clear evidence of the inevitable tensions between compliance and creativity, and between business focus and a public service orientation, and tensions over questions of who is the customer (learner, industry, government, other) and does the RTO serve civil society or the market society? The issue of what is “core business” – and how is whatever it is made manifest in RTOs and how is it understood at various levels in the organisation? – is apparent in all the RTOs. So, too, are there issues about how best to allow more autonomy with accompanying accountability, around autonomy versus more centralised models, why some RTOs are doing really well and others are struggling, and what it actually is that builds capability in an organisation. So, there is a whole range of issues that can be extracted from the Consortium’s research. What we also need to be mindful of, however, is that we do not lose the interconnectedness between them. Nor will we want to lose the richness of the voices.

References

Australian National Training Authority (2004b) *Strategic Evaluation of Reframing the Future*, Australian National Training Authority, Brisbane

Papers at this Conference based wholly or in part on the Consortium’s research (besides this one)

Callan, V. (2007) ‘New leaders, new ways – building leadership capability for the new VET’, pre-conference workshop 3 at the 10th Annual AVETRA Conference, Victoria University, 11 April
Harris, R. (2007) ‘Unravelling the notion of organisational capability: what do writers say it is and VET providers think it is?’, paper #31 at the 10th Annual AVETRA Conference, Victoria University, 11 April

See also

www.consortiumresearchprogram.net.au