

# **“Towards a National Sustainable Development Framework for VET in Australia: Greening small business and communities, or greening the marketplace?”**

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## **Abstract**

This paper will highlight the tensions between theory and practice for embedding Education for Sustainable Development (ESD) within Vocational Education and Training (VET) through social partnerships, as debated in the research discourses at the international level, and through findings from practitioners and small business from the ‘*community ecology*’ of a PhD qualitative case study within one peri urban region of South Australia. The research has found there are challenges for VET and social partnerships and capacity building for ESD across industry and community sectors in a competitive, market economy. The paper critiques the impact of neoliberalist policies on promulgating partnerships for sustainable learning regions and suggests the need for deconstructing the discourse of the ‘politics of the disengaged’, and understanding the barriers to implementing broad global policies such as ESD in small organisations at the local level. It finds further questions about policy integration and policy convergence for ESD in VET and the capacity of public private partnerships (PPP’s) to resource sustainable development successfully for the long term, without the marketplace itself becoming ‘greener’. The discussion raises concerns about the vacant space for governance in partnerships and concludes there is a clear role for both small business and the community in ESD, but for resourcing the capacity builders to develop the discursive space and common ground between levels of governance, industry and the wider community. It contends also, for the need to empower the VET practitioner and VET graduate as change agents, supported by an overarching sustainable development policy for VET, which brings together the work being undertaken in ESD internationally, and in Australia.

## **Introduction: reframing the challenges**

The United Nations Decade of Education for Sustainable Development (2005-2014) postulates three platforms for sustainable development: society, environment and the economy and states that:

*“ESD is fundamentally about values with respect at the centre; respect for others, including those of present and future generations, for difference and diversity, for the environment and for the planet we inhabit.”*

(United Nations, 2005 a, p. 5)

Embedding Education for Sustainable Development (ESD) within the context of Vocational Education and Training (VET) has become a topic of much debate since it was placed on the global world stage with the findings of the World Commission on Environment and Development: ‘Our Common Future: The Brundtland Report’ (1987), at the World Earth Summit (1992), the World Summit on Sustainable Development (2002) and at the United Nations World Summit (2005 p.10, 11).

Although not a new term in the policy lexicon, sustainable development has become more prominent in political debates after the outcomes of WWII, the Declaration of Human Rights (1948) and the integration of environmental education into the curriculum (UNESCO, 2005). Whilst more researched in other sectors (Cornish, 2005, DEH, 2000,2003; 2004, Egan Review 2004, Lawrence, 2003, OECD, 2002b, Sarre, 2001, Tilbury, 2004) it could be contended ESD has been relegated to 'backstage' in the VET research in Australia, as more pressing discourses of national productivity, workforce development and skilling an ageing workforce have taken precedence within policy debates. It is deemed timely within the National Strategy for VET (2004- 2010) to revisit the place for ESD and the role that public private partnerships play, or might play in resourcing sustainable learning regions. Key goals for ESD in VET at the international level being to enculture civic democracy and peace; improve health and living standards; reduce poverty, illiteracy, and inequity for the less developed regions of the globe and protect the planet we all inhabit. In this context, Public Private Partnerships at all levels of governance are contended to be an ideal vehicle for alliance building for resourcing ESD in VET (UNESCO, ILO 2002, p7, Botaya, 2004; Department of Environment and Heritage and Aboriginal Affairs. 1999; Government of South Australia 2005, p.3). By redefining the value to society and the economy of the triple, or quadruple bottom line: social, cultural, economic, and natural capital, partnerships are deemed vital for annexing innovation, entrepreneurial expertise and the financial resources to meet the commitments of the UN Millennium Development Goals, Education for All (Dakar 2000, in UNESCO 2005b.) and the UN Decade of Education for Sustainable Development.

For small business in particular, which comprises 99.7% of all small and medium sized businesses on the planet and employs 75% of the world's workers, (UNESCO 2005a, Annex 2, p, 5) Goldsmith and Samson (2005, p12.) contend there is pressure for all firms to become active stakeholders in sustainable development. As demonstrated by Dr Ian Woods in a model adapted from Sustain Ability in the Mays Report (2003, p.12) being a corporate citizen means a broader role for industry, where ESD sits clearly within the human, cultural and social workforce development role of the organisation. Given the cumulative effect of the small business communities' 'ecological footprint', (Wackernagel and Rees 1996) there is a need to discuss the place for social partnerships in bringing about proactive change in ESD to the benefit of society, business, and the environment. VET is ideally placed to embed education for sustainable development through learning partnerships with stakeholders at all levels of governance, industry and the wider community. There are tensions though for the change management process which centre on what Elkington (1997, p.4, 5) calls *surface turbulence*, understanding the shifting relationships between the stakeholders and moving from a culture of hard commercial values to softer, but no less difficult to implement, triple bottom line. Senge, Scharmer, Jaworksi, and Flowers (2005) however, have demonstrated the importance of '*presencing*' as a strategy for interconnectivity and action for reconciling competing views and values across diverse stakeholder groups, to mobilise collaborative change management for sustainable development. In theory, UNESCO, ILO (2002, p.7) state VET is ideally placed to implement ESD, best served by a mix of public and private providers, however in practice, social partnerships need to be resourced democratically, in one capacity or another. As Argy (2004) writes balancing conflicting goals is a huge challenge for governments, and therein lies a tension for implementing ESD in a competitive increasingly globalised, deregulated market economy in Australia.

## Understanding ESD in TVET at the international level

The United Nations Decade of Education for Sustainable Development (2005- 2014) was promulgated at the World Summit on Sustainable Development (2002) and demands a central role for VET as a basis for a democratic, humane society and advocates the need to integrate ESD into all levels of Technical Vocational Education and Training (TVET) (United Nations 2003, p. 1). The Earth Summit Rio de Janeiro (1992) was the genesis of Local Agenda 21, the blueprint for sustainable development partnerships; the importance of which was revisited at the World Summit on Sustainable Development in Johannesburg in 2002. Key international bodies involved in the instigation of global policy for sustainable development include the ILO, (2002) and OECD, (2004, 2002a, b, 2001, 2000); UNESCO and ILO, (2002), UNESCO and UNEP, (2005); UNESCO, (2004 a, b), UNESCO, UNEVOC (2004), United Nations, (2005, a, b; 2002), European Union (2004) and the World Bank. These high level international policy documents advocate greater policy coordination, inter agency arrangements, fostering partnerships at all levels of governance and strengthening sustainable development at national and regional levels. These reports define a change management process for ESD ideally to be driven by multidisciplinary, cross sectoral approaches, implementing innovative types of public private partnerships, addressing sustainable development through the involvement of multi stakeholder groups for capacity building. These changes are to be instigated through the inclusion of local communities and the evaluation of impact assessment outcomes in a social, environmental and economic capacity. Seven interlinked strategies have been proposed by the United Nations (2005a, p.28):

1. Advocacy and vision building
2. Consultation and ownership
3. Partnerships and networks
4. Capacity Building and Training
5. Research and Innovation
6. Information and Communication Technologies
7. Monitoring and Evaluation (UN 2005a, p.28)

According to UNESCO (2004, p. 2.) seven strategies very similar to those above are suggested for practically implementing ESD practices in TVET:

- Advocacy and vision building
- Support for the Review and Development of National TVET Policies
- Guidelines for planning and implementation
- Capacity Building and Training Programmes
- Learning Support Materials, Resources and Equipment
- Networking and Partnerships in VET
- Ongoing Monitoring, Evaluation and Research

These high level policy documents are not without their critics though in practice in the wider community. The House of Representatives Standing Committee on Environment and Heritage (2005, p.8) have found ESD is interpreted differently by the silos in government and have called for a ‘coordinated and concerted’ action for promulgating sustainable cities in Australia. The Australian Research Institute for Education for Sustainability (2004b, p.8) have found too a fragmented, unfocussed approach to integrating ESD in VET within the national framework.

## Challenges for embedding ESD in VET in Australia in practice

### *Redefining the four pillars of Education for Sustainable Development?*

Brown and Gray (2003, p. 50) have discussed the contestability of the sustainability concept where different values, priorities and goals, can justify and support a whole range of causes and state it is essential to critique ESD in context (Pretty 1998, p.25; Elliott 1999, p.6 in Brown and Gray 2003, p.50). Sustainable development has been called an oxymoron (Redclift, 2005), an ambiguous concept, difficult to define and therefore monitor the success of outcomes. Often discussed in terms of 'greenness' alone within the policy debates, educating for sustainable development is more than learning to care for the environment in isolation. The notion of sustainability can also be measured in economic, social and cultural terms (Ellyard, 1998, p 31). Sumner (2003) argues though sustainable development is in danger of becoming overused policy rhetoric meaning all things to all people. Vanclay (2003 p.72, 73) contends it has been '*dogged by a technocratic mentality*', and an '*intellectual snobbery*', resulting in the ostracisation of social scientists and by Gladwin in Elkington (1997, p 6) as merely '*eco-efficiency for the rich*' and '*culturally inappropriate*', McKenzie (2004). Ellyard (1998 p, 101.) argues sustainability in Australia has become marginalised to environmental groups only, and is not adopted well by our economic or social agencies. We are in need, he contends, of a vision for a sustainable society-one which is economically, culturally, socially and ecologically sustainable (1998, p 98, 101.). Ellyard (1998) has written though that measuring progress towards sustainable development is complex, as projects operate on long term time scales, in contrast with our market driven world with its focus on short term imperatives.

There is much disagreement then, over which 'pillars' of ESD are the most important and carry the most weight, which is also part of the policy problem. Wackernagel and Rees (1996) have deconstructed the hidden implications of the Brundtland (1987) report stating that sustainability has been couched in the language of the economic growth paradigm. In their view sustainable development is a non achievable misnomer, more tied to growth and economic success, than reducing the impact of our ecological footprint. McKenzie (2004) has concerns about the extent to which the 'social' component of ESD has been discarded under the economic rationalist banner arguing the focus has been on scientific and environmental issues, leaving the social and humanistic context disempowered. Like Wackernagel and Rees (1996), he doubts the way in which ESD is defined within the discourses as growth for economic development, as opposed to the maintenance of current conditions (McKenzie, 2004, p.2). This dominance of scientific paradigm thinking is echoed in Senge *et al* (2005). Vanclay (2003) has discussed the challenge in 'operationalising' social constructs, in a climate where they are interdependent and advocates for policies capable of measuring what counts stating "*TBL is a philosophy not a set of accounts*". Sumner (2000, p 56.) finding too that sustainability is a '*social learning process.*' ARIES (2004 a, p.5) described ESD as "*an ongoing learning process that actively involves multiple stakeholders across every sector of society*". ESD then demands a multidisciplinary, approach across the AQF framework through all levels of schooling, VET, ACE and Higher Education. The task of embedding ESD within VET can be reconceptualised as a collaborative learning process through social partnerships which addresses how the stakeholders can underpin these pillars: social, economic, cultural and natural capital to benefit society as a whole.

### ***Defining a vision for a sustainable society?***

Assessing the impact of ESD as a policy needs to begin though by understanding what is meant by the goal of a sustainable society. The House of Representatives Standing Committee on Environment and Heritage (2004, p.9) contend that in Australia we need a blueprint for sustainable cities. Ellyard (1998) has defined a sustainable society as one which can function forever and change and adapt, without damaging its capacity to further renew itself. In his view, society needs to avoid unsustainable types of growth: that which is jobless, ruthless, rootless, futureless and voiceless. Doppelt (2003) contends fundamentally sustainability is not an end product in itself, but a change management process. Sumner (2000, p 42.) writes ESD is about community sustainability through a radical change in the way we think and value adult learning. It is not only learning for earning, she argues, but for *'building the civil commons'* and a way in which communities can offset globalisation. Education for a sustainable society in the VET context can be an instrument for predicating values of social democracy, (Quisumbing and De Leo 2005, p.29); a tool for reconciliation for empowering civil society; (Sumner, 2003); for building trust and social capital within communities (Falk and Kilpatrick, 2002, Falk and Guenther, 1999), and for implementing the triple bottom line through better business to business and industry community relationships and corporate citizenship through sustainability training (Birch, 2004; Birch, 2001, De Woot 2005, Sarre, 2001, Warburton, 2004, Newman *et al* 2004). One key challenge in VET though is the predominance of the open marketplace culture where: *"Current values influence what type of training is prioritised"* (ARIES 2004, b p 11). There is still much work to be done in reconciling competing world views and the democratic process across the not-for-profit and for-profit sectors. This is not an isolated issue for VET alone and it is complicated by the impact of the neoliberalist school and the market economy.

### ***Resisting the predominance of the market economy?***

Kell, Shore and Singh (2004) have written about the place for the VET practitioner as advocate in resisting the impact of globalisation. Anderson (2002) has called for a paradigm shift in VET for ecologically sustainable development for the future, arguing environmental concerns have been abrogated to market 'productivism' in the previous VET strategies. Anderson (2001, 2002) contends short term, economic systems do not support or encourage sustainability for the long term, which is not deemed a priority. He argues other countries are redressing the balance through government intervention to bring about corporate sustainability values into everyday business and society. Bourne (2001, p 1) contends sustainable development demands business leadership, that it will not deliver itself, and needs to be tackled through tripartite partnerships between business the community and government. Birch (2001) states neoliberalist policies do not support or encourage sustainability for the long term, and has suggested the need for a shift to *'sustainable capitalism'* a rethink of fundamentalist, economic rationalist strategies for a more democratic, corporate responsible society in Australia. There are those concerned for equity in the regions (Pritchard *et al* 2003, Alston, 2002, Beer and Maude and Pritchard, 2003, Herbert Cheshire and Higgins, 2003.) but high growth regions, like the one being explored in this research, are deemed a lesser priority than those in need of regeneration. Buchholz and Rosenthal (2004) contend that stakeholders are placing pressure on industry to be more responsive in society, hence the need for local partnerships.

### ***Mutual obligation for partnerships for sustainable learning regions?***

Developing learning partnerships have been advocated as one way to build collaboration and regenerate regions, (Kearns, 2002, ANTA 2003) develop learning communities (Falk and Kilpatrick 2002) and resource lifelong learning for the future (ANTA, 2003, OECD 2000). Kearns and Papadopoulos (2000) have written though about the lack of structures in place for VET at the local level for promulgating the 'learning partners'. Edgar (2001, p.67.) argues that encouraging private sector input is complicated by the notion that: *"We have allowed our educational and training systems to atrophy, because the ideology of privatisation sees government funding withdrawn but not replaced by private money"*. Developing contribution for social partnerships takes time for building trust across sectors with disparate value bases. Trust is a hidden intangible, a synergistic capital, that once built can be easily eroded. Industry may contest the extent to which the social aspect of mutual obligation should be included in partnerships and that its main role is creating productivity, growth, employment and profit, with anything outside those parameters not core business or central to their place in the economy (Australian Chamber of Commerce and Industry, 2001, 2000). Warburton *et al* (2001) finds that profit is still the main motive for most businesses and corporate responsibility by business is questionable though. Integrating ESD into workforce development needs sustained cooperation and contribution from private industry, and cannot be accomplished through the public sector alone. The ability to move forward in the debate from a culture of political point scoring and the *'politics of the disengaged'* to one of collaboration through understanding, and valuing what each sector of the economy and society can contribute through common goals is probably the greatest challenge for ESD.

### ***Embedding ESD proactively in VET: built in or bolted on?***

Harry Blutstein in the Standing Review (2005, p.86) has stated sustainable development will not happen though without education. Ellyard (1998) has contended our systems of education in Australia are constantly operating in 'catch up' mode and we need proactive thinking for a preferred future. ARIES, (2004a, p.4, 8, 9) contested the extent to which sustainable development is integrated into the National VET Strategy (2004- 2010) in practice. There are some champions in some organisations, they write, but there is a need to know more about how business and industry learns and a greater understanding of sustainability within business. Overseas Chinien *et al* (2003) have developed a strategic policy for workforce development finding six major themes to be addressed through the implementation of sustainable development knowledge, skills and attitudes indicators. These include ethics and values, integrated decision making, responsible use of resources, valuing diversity, safety and wellbeing and continual improvement. These key indicators developed by the Canadian National Centre for Workforce Development provide a competency profile of literacies for broadly transferable sustainable development skills for the workforce. Yarnit (2004) has written though that in the UK, which is very similar to Australia, with its overarching domains of VET policy development, there are complexities in devolved administrations and: *"In a sector struggling to deliver quality while dealing with successive funding regimes, targets and evaluation frameworks, the record on integrating sustainable development has been patchy"* (Yarnit 2004, p.13). There is evidence this same level of insularity and fragmentation is happening here across portfolios in ESD in Australia (ARIES 2004, a b).

## Methodology

By challenging traditional VET discourses this study is ‘critiqueing’ a construct of learning ecologies for learning partnerships for resourcing sustainable learning regions in VET (Plane, 2001; 2002a, b, 2003a, b; 2004 a, b, 2005a, b.) The research is adopting qualitative techniques of appreciative enquiry and asset mapping (Kenyon and Black et al. 2001; Kretzmann and McKnight 1993) with semi structured interviews, with practitioners and small business (Piantinida and Garman 1999; Guba and Lincoln 1989, Rubin and Rubin, 1995). Small business is defined as the owner managed small (6-19 employees) or micro workplace (1-5 employees) respectively. Practitioners are those working with small firms in VET, ACE, community and regional development, business incubation and support; library and information services and local government. One hundred and twenty interviews have been undertaken with people from both the-for-profit, and not-for-profit sectors across a range of organisations over four years. All interviews have been transcribed and returned to the interviewee for correction and comment. It is acknowledged that any regional case study analysis has limitations, but may offer new interpretations about learning partnerships with the small organisation and capacity building with VET.

### Findings: challenges for embedding ESD in VET in practice?

#### *Social partnerships for collaboration and reconciliation in ESD?*

The research finds much activity in ESD is taking place in this region through successful local partnerships and informal alliances through a plethora of grass roots community, non government and government and voluntary organisations. The region boasts showcase industry developments in the private sector too, in best practice small businesses in tourism, ecotourism, wine and primary industries to mention a few. These ‘learning partnerships’ vary in levels of formality from the regulated partnership, to the casual informal relationship or alliance. Some have been instigated through the various tiers of government; at the opposite end of the spectrum others have been incubated informally at grass roots level, in response to an immediate need, or crisis or conflict within the community. To what extent these alliances would have evolved without a crisis or intervention by government is questionable though. Partnerships tend to be in ‘like sectors’ where perhaps it is easier to forge the relationships, as opposed to across sectors of industry and the community. An interesting, but perhaps disconcerting finding is that much work in ESD is occurring outside formal VET structures. Local government is very active in promulgating partnerships across portfolios of industry, environment and community. Cavaye (2000) has argued for the integral role for local governance in capacity building; there are practical limitations in what local government can do however, with its resources for promulgating learning regions, which usually lie outside its key mandate and jurisdiction. Beer, Maude and Pritchard (2003) have found regional development boards have an essential role in capability building, but are restrained in supporting capacity in the regions. Regional bodies are ideally placed to forge partnerships with and between small businesses and there is evidence of successful clusters across industries in this region, which would not have eventuated without this important training and information brokerage role. But an essential question is to what extent these relationships can be sustained for the longer term and what should be the role for governance in promulgating the ESD partners?

### ***Developing partners with small business: Who me?***

Developing learning partnerships with small business has received a mixed and somewhat skeptical (you can't be serious!) response from both practitioners and small businesses alike. Goldsmith and Samson (2005) have taken a practical approach to understanding corporate social responsibility in industry; there are different agendas however for small firms which often beyond the scope of inquiries. (Victorian Parliament, 2005, p6.) Small business like big business, are expected to participate in building a preferred sustainable future (Hilton and Smith 2001) and as one practitioner stated '*become more responsive*'. Some small businesses in this region are adopting best practice initiatives- but for others, promulgating a role in implementing learning communities means "*almost too big an ask*" and '*you are being unrealistic*.'" Arlo.Kristjan O.Brady (2005, p.6) writes sustainable development cannot be forced on anyone. Simply exhorting that business and community sectors should do more and constantly looking to the private sector to fill the space in publicly provided resourcing, will only increase silo divisiveness not reduce it. Whilst industry is often stereotyped within the '*politics of the disinterested and disengaged*' there is the invisible, hidden contribution of business which is a '*socially undiscussable*' and not overstated by the business community at large. Lyons (1998, p.5) has argued estimating the extent to which the small business sector contributes to communities is problematic, but the ABS Generosity of Australian Business study (2002) found that in the 2000-2001 calendar year businesses gave \$1,447 million dollars to the community sector in sponsorship; small business donated \$251 million and more in donations than the medium and larger business sectors. Fenwick (2000, p 8) has found entrepreneurs do talk about "*ethical integrity before profit*". Beaver and Jennings (2005, p.21) argue the small firm owner can be immensely powerful in instilling values and setting the workplace culture of the firm. The findings in this research case study suggest whilst some adopt this role automatically, not all firms agree this is their '*raison d'être*' for being in business, or have the personal or emotional capital to plough into things deemed extraneous to the everyday survival of the organisation.

### ***A mirrored shift in culture in industry: Who us?***

It could be contended though, that embedding ESD in workforce development demands a mirrored shift to centre stage in small business management thinking to a culture of '*sustainable entrepreneurship*'; that which takes into the equation the triple bottom line and the impact of small business on communities. There has been much discussion about how the discourse of economic growth at all costs needs contesting with a new paradigm for developing democratic, civic society through sustainable development and equitable governance. (De Woot, 2005, Buchholz and Rosenthal, 2004, Beer, Maude and Pritchard, 2003; Birch, 2001, Warburton, 2004; Wackernagel and Rees 1996) Edgar (2001 *p xiii*) contends that business and industry still: "*fail to see that the bottom line they so love is multiple not singular*". Ellyard (1998) has questioned the integrity of business and what entrepreneurship should look like for the future. In his opinion, there is a need for '*greening the marketplace*' and systems that produce socially responsible '*cosmonauts*' in industry as opposed to systems that produce '*cowboys*'. Beaver and Jennings (2005, p9, 20) have written of the dangers of the '*relentless drive for personal achievement*' of the small firm owner as key decision maker, and the results of the dark side of entrepreneurship which can be self

interested, egotistical and destructive. There is a need to find the right balance between private interest, public good and stakeholder capitalism to offset entrepreneurialism at its worst in an unfettered market economy. Government has an integral role in leveling the playing field and greening the marketplace. *“In particular, it was emphasised that government could do more to help create a ‘climate of change’ that would support industry”* ARIES (2004 a, p 13).

### ***Through a shift in consumers? Who them?***

But there are other integral players on this stage whose combined impact of their behaviour is understated (Raulston Saul 1997). There is a tendency to conceptualise ‘consumers’ as everyone else; perhaps it is human nature to consciously locate the source of the problem with others. But in an instant gratification, ‘excite me’, ‘impress me’ ‘entertain me’ marketplace there will need to be a change in attitudes in consumers to what Senge, *et al* (2005) call the practice of ‘*delayed gratification*’, and to a wider understanding of the impact on other regions of our ‘*shifting the burden*’. Soderbaum (2004) has written of the urgency for interregional responsibility. Reducing our ecological footprint and striving for a more democratic, civically responsible society for the globe will demand a change in attitudes and behaviour from those in the developed world with the most to lose – ourselves. As consumers we are not ready or prepared to pay for equity or sustainability. An unresolved question is how do small and micro businesses build sustainability TBL costs into the bottom line when as consumers we constantly demand the lowest price the market will stand? Another ‘socially undiscussable’ is the ‘*ugly customer syndrome*’, where as one small business owner stated: *“I think there are some people who never expect to pay for anything”*. In the insatiable hunt for the latest bargain just who will pay for a price point that includes the triple bottom line? As consumer stakeholders we exhort demands on industry to become corporate citizens, and perhaps it is right that we should, yet we seldom stop to think or recognise the role we play as part of the problem. The impact of this ‘*rampant Western societal consumption*’ is voiced by Arlo.Kristjan O.Brady (2005, p11) who contends sustainable development is easier to discuss than do. It is paradoxical in this light, that sustainable development is often sold to small businesses in terms of improving competitive and comparative advantage but the small business sector (and perhaps VET too?) already has too much competition, and doesn’t need a more open, more deregulated market to improve its performance. A fairer, more civic, socially conscious democratic marketplace would.

### ***A new role for VET governance: the fifth pillar?***

There is a need then to determine the role for governments in public private partnerships which is often absent from the debate, and whether the partnerships model can resource ESD successfully for the long term. There should be concern about the vacant space in governance in steering public private partnerships for managing intense competition between regions for infrastructure to implement local initiatives. A fundamental and overlooked question being what should be the role for the state? The House of Representatives Standing Committee on Environment and Heritage (2004. p.20) find the integral place for ‘governance performance’ as a pillar of ESD. There are questions about the governance of partnerships, for maintaining integrity and transparency and how broad far reaching goals such as ESD can be resourced strategically in a predominantly ad hoc, short term funding policy climate.

At a policy level there is an ethical and moral debate about the extent to which the private sector should fund VET and industry voice can and should replace the voice of government and social justice (Billett, 2004). Establishing partnerships without maintaining TBL values and democratic processes can leave partnering organisations in a high risk environment dependent on the whims of the most powerful partners, whose values and ethics might not be aligned with the values and goals of others in the partnership. (Macdonald and Chrisp 2005; Spoehr *et al* 2002.). Emerging new institutions of governance rather than adopting a “laissez faire” approach have a key role to play in monitoring the playing field for the stakeholders at the regional level, and guiding the fiscal input for ESD to assist communities to self manage the changes. VET needs to be resourced for ESD without being subjugated to the dominant discourse of self help, and market driven approaches in the regions. A barrier according to the Australian Research Institute for Education for Sustainability (2004b, p.18), is the lack of support and direction from the top. This leads to the next point: the role of research to accurately inform VET regional policy for the future.

### ***Through independent cross disciplinary research and critique?***

Brown and Gray (2003, p.51, 52) find the disempowerment of researchers in the planning process is impacting on practically implementing policies, contending a research stance is needed which defends pluralism. Cornford (2005) has called for more independent critique in the VET research, but ESD has a low research priority within VET discourses. These findings raise concerns about the mismatch of functionalist policy trends on VET in the regions for promulgating social partnerships at the local level, which whilst often successful at the time, are dependent upon the resources in local communities, where as practitioners voiced, it often difficult to sustain the initiative or repeat it. There is a need to question the strategic effectiveness of short term initiatives and local partnerships in the regions, without adequately addressing how these will be sustained for the long term. Perhaps the policy question should be less about how to create ‘*can do*’ communities and more about how to empower communities and business through effective regional policies so they *can* make the changes? Given as Smith and Billett (2004) have argued, there are at least four kinds of economic models of VET with degrees of state intervention and control around the world, more international comparisons of the impact of social partnerships in countries with different economies, societies and cultures, are needed as evidenced in the findings of the work of Matlay, (2001), Das Gupta, Grandvoinnet, and Romani, (2003) and Miraftab (2004). Further research is necessary to counterbalance the predominance of functionalist discussion at the regional level.

### ***Resolving the subjugation to neoliberalism?***

A barrier then, for implementing ESD is the counter productiveness of market models and neoclassic liberalist policies for the development of social partners and learning communities at the local level. These findings are echoed in Seddon, Clemans and Billett (2005), Seddon (2004) and Seddon and Billett (2004); Diamond 2004, Mowbray (2005), Cheshire and Lawrence (2005), Pritchard *et al* (2003). The tensions in ESD are exacerbated by fractures in policy which on one level is attempting to create more self reliant regions, but on another level is resulting in disempowering the very groups of people with the skills and ability to make the changes. Similar findings on the vacuum created by ‘neoliberalism’ at the local level and its

counterproductive, capacity reducing impact on communities have also been evidenced in studies by Cuthill, (2002), Smith (2002), Pritchard (2005) and Beer and Maude (2003) and Alston and Cocklin (2004); Cheshire and Lawrence 2005 and Pocock (2000). This economic feudalism, combined with what Watkins and Bazerman (2003) define as reactive management cultures can be a dangerous combination and leave organisations and communities vulnerable and the victims of crises, rather than proactively empowered for managing people, knowledge, risk and discontinuous change and the environment- all key components of ESD.

### ***Policy convergence or policy integration for ESD?***

*“There has perhaps been too much policy”* Atul Patel in Yarnit (2004, p 7.)

There is an urgent need for a proactive, workable overarching framework for change management for sustainable learning regions in VET; a cross sectoral approach to bring together industry and the community, the quiet achievers and individual champions (Advertiser 19<sup>th</sup> March 2006, p.92) and local leaders already having done much exceptional, selfless work in ESD. This platform will demand a policy convergence though to bring these people together in VET, heritage and conservation, tourism and ecotourism, natural resources management, corporate citizenship, health and safety, industry and workforce development; sustainable learning communities and local government and the plethora of other initiatives attempting to address ESD. These frameworks cannot work in isolation. A less divisive and parochial approach could reconcile some of the ESD research and policy work being undertaken in other disciplines across Australia, and internationally for knowledge sharing, risk management and collaboration for the future. Embedding ESD capacities and capabilities into VET policy demands a collaborative, multi tiered focus across all levels of governance, industry and the community working together at the local level on the big picture, serious issues for the globe.

### ***Sustainable capitalism: the quest for a ‘greener’, marketplace?***

In summary, embedding ESD in VET in Australia is dependent on reconciling unequal power relationships between the stakeholders with different competing agendas. It is fragmented by hierarchy in tiers of governance, and the need for building mutual respect and understanding across disparate industry, community, and environmental sectors. Both small business and the community are disempowered by globalising governance, and there is a need to question whether local governance, regional bodies and industry are resourced effectively for managing strategic change in ESD. There are further questions about the extent public private partnerships can implement sustainable development successfully for the long term, without the marketplace itself becoming ‘greener’. ESD should not be relegated to the community alone, but also have a tangible institutional and policy focus in VET governance. Social partnerships may create the discursive space and common ground across sectors and cultures which might not normally communicate, or engage in the debate, or do engage, but in a different or invisible way. In this light, VET practitioners and graduates have an integral role to play in capacity building, decreasing the insularity and divisiveness, by creating the alliances and networks for tapping into local expertise and capability in the regions.

## Conclusion

This paper has explored the enablers and barriers to embedding ESD within the context of VET and concludes social partnerships may be a suitable vehicle to balance the economic rationalist discourses in regional Australia policy. There are tensions though to developing social partnerships against the backdrop of a devolved, globalising market economy. A challenge lies in finding this common ground for action and therein is a clear role for the VET practitioner. Without collaboration and policy convergence for ESD from across the sectors, there is a danger the plethora of policies developed in this area will be unworkable. The paper does not imply it has the answers to the sustainable development challenge, but suggests a starting point in reconciliation may be embedding sustainable development in VET in a capacity building way through a multi tiered approach across all levels of governance, and resourcing an overarching sustainable development policy framework for action.

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