AN ANALYSIS OF GOVERNMENT POLICY COMMUNICATION ON ENTREPRENEURSHIP EDUCATION IN AUSTRALIA: SPANNING MACRO AND MICRO ECONOMIC IMPLICATIONS

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ABSTRACT

This paper illustrates techniques of document analysis designed to support a theoretical inquiry into the relationship between entrepreneurship education and economic development outcomes. Specifically, it draws upon research that used publicly available text as data to analyse how key concepts in entrepreneurship education are portrayed in public policy on entrepreneurship education. Such analysis takes on a particular significance when policy is viewed as communication that both shapes and is shaped by social practices. The analysis adopted a little utilised approach in entrepreneurship research that was designed to explore how the communication of public education policy reflected assumed relationships between an individual entrepreneur and macro-economic outcomes.

The texts were taken from an Australian government department’s website purporting responsibility for leadership in national policy-making in Australian education. This paper exhibits how techniques derived from content and discourse analysis were applied to explore tensions and paradox around the term ‘enterprise’ as it was contextualized in the department’s website. Through the analysis, layers of concepts were discovered that affected the meaning of ‘enterprise’, which in turn shaped policy. The product of this analysis highlighted the fact that effective entrepreneurship policy-making requires attention be paid to the meaning and roots of key terms in policy when it is intended to achieve focused economic outcomes. The implications for entrepreneurship education are briefly discussed.

INTRODUCTION

Academic communities have not reached agreement on theoretical frameworks for entrepreneurship (Barreto, 1989), resulting in a diversity of thinking about entrepreneurship as a phenomenon. Some economists, psychologists and sociologists argue that entrepreneurship is associated with the behaviors of individuals at the micro-level. Many more economists place entrepreneurship at the meso-level of activity through the operations of firms. The political concern, however, relates to the impact of entrepreneurship at the macro-levels of national and/or regional economies. This is aligned with Davidsson’s (2005) view that the entrepreneurship phenomenon is a micro-level behavior that has “hugely important macro-level implications” (p. 6). Previously, one of the present authors has argued that entrepreneurship needs to be usefully defined as a phenomenon crossing all these levels, and specifically, as a social process involving the efforts of individuals in enterprise activities that has economic implications at a regional and/or national level (O’Connor 2007).

It is interesting, in that context, that government communities seem to have accepted the economic theory of entrepreneurship (Jennings, Perren & Carter 2005; Perren & Jennings 2005; Pittaway, 2005). Further, in both Australia and the United Kingdom, the view seems to be that economic benefit will result from enterprise education that imparts a set of personal attributes, attitudes and behaviours as well as a set of knowledge and skills to the general student population (Stevenson & Lundström 2002, p.273).
Engaging with policy as communicable material also relates the research to the field of discourse analysis. Walters and Haarh (2005) explained that research that attempts to make political reason more intelligible is grounded in the critical field of governmentality and discourse research. The research reported here dealt with the economic reasoning of education policy that exhibited economic development intentionality and also asks what other competing rationality maybe behind the portrayal of entrepreneurship education in policy communication. The materiality of policy discourse offers a fixed point of referential data for exploring implicit as well as explicit tensions embodied in key terms. Foucault (1990, p.73) claimed that “political practices resemble scientific ones: it’s not “reason in general” that is implemented, but always a very specific type of rationality”. The Foucaultian approach to governmentality research suggests that the discourse is imbued with objectivist terms intended to deliver upon a specific rationality. However, equally, policy discourse is reliant upon subjective interpretations consistent with the objectively constructed meaning in order to deliver expected outcomes. This suggests that the analysis of policy communication texts will become an increasingly important approach to policy research as it allows for the recursive movement between discourse and social practice.

OVERVIEW OF THE RESEARCH

The research methodology was informed by two principle areas; content analysis (Krippendorff 1980) and discourse analysis (Chilton 2004; Fairclough 2004; Gee 2005). The conduct of the research was aided by computer software search tools. The search tools located key terms in part or in whole as they occurred in the documents. Techniques derived from content and discourse analysis were used to explore the significance of isolated terms, report the association between the key terms or the key concept of the individual documents, and describe the diversity of concepts and conceptual associations contained within the texts.

The research engaged the texts of the Australian national government’s Department of Education, Science and Training (DEST) website as a sample of policy communication. Fairclough (1992, p. 103) claims that texts have dimensions of intertextuality in vertical and horizontal planes. The vertical plane refers to contemporary documents essentially coexisting, occupying the same space and time. The horizontal plane refers to documents that have lost currency and represent an historical record that pre-date the contemporary texts. The DEST website analysis first engaged with vertical intertextuality of documents (or webpages) that were more or less contemporary before engaging with horizontal intertextuality by exploring informing documents which preceded the construction of the contemporary pages.

The first phase of the research developed a functional and theoretically deducted perspective on entrepreneurship’s economic function and the means by which entrepreneurship education would assist in achieving that function. This phase was conducted by using a series of literature reviews and aided by a conceptual historical method, analyzing a sample of academic texts that reviewed the historical development of entrepreneurship in economic theory. This level of analysis was complemented by review of the general academic literature on relevant aspects of entrepreneurship. It was in this phase that the key term ‘enterprise’ was identified as the organizational vehicle that connected the actions of the individual with the economic development outcomes.

The second phase of the research engaged the text of the Australian national government’s Department of Education, Science and Training (DEST) website as a sample of policy discourse. Using the meta-triangulation method (Lewis & Grimes 1999) as a guide, this phase tested the functional theoretical perspectives, elaborated through phase one, using the technique of content analysis. This approach determined whether the theoretical position was supported in the governments presented text. This was then contrasted by an interpretive analysis of the same data set using techniques from discourse analysis in an attempt to emerge the breadth of conceptual meanings and relationships of the key functional terms.

Support was found for distinguishing the activities of ‘enterprise’ from that of the productive unit in economics, the firm. The argument extends to delineate ‘enterprise’ as a social form of organization that is responsible for economic development independent of the firm and other economic functions, such as economic growth and production efficiency. Through this conception, enterprise education is argued as responsible for preparing individuals for the economic work that creates new markets, discovers opportunities for growth and examines the means to improve market efficiency in a regionally defined economy. This
contrasts with the common conception of enterprise in education that focuses on the promotion of new business creation and equips participants for independence and business ownership (O’Connor, 2007). As one of the authors has previously argued, choice is of primary importance and government policy should create the options of education pathways that support those inspired to pursue activities that amount to economic development outcomes.

THE PROCEDURE OF ANALYSIS

The aim of the website analysis was to explore a sample of entrepreneurship education policy communication drawn from the Australian national government. The research was particularly concerned with how ‘enterprise’ was associated with ‘economic development’ in the Australian education policy communication and the DEST website became the purposive sample text (O’Connor 2007).

The design of the study was similar to a meta-paradigmatic method proposed by Gioia and Pitre (1990) and later operationalised by Lewis and Grimes (1999). A meta-paradigmatic method of theory building is used for research in areas where there is no unified agreement by its theorists. The theory building in this circumstance is not considered a search for ‘truth’ but instead seeks to reconcile paradoxe. Ezzy (2002) suggested that “theory is a contribution to an ongoing dialogue between people with a variety of vested interests” (p. 30) and this research intended to contribute to the dialogue between policy-makers, entrepreneurship researchers and enterprise or entrepreneurship educators.

Theory building is supported by a thesis of cycles (Bourgeois 1979) that suggests interplay between induction and deduction. Theory building utilising prior theories is described as a deductive process (Gioia & Pitre 1990) and is grounded in a functionalist research tradition (Burrell & Morgan 1992). However, exploring phenomena in theoretically sparse fields involves moving from empirical data outward toward generalised theory and is referred to as an inductive process (Eisenhardt 1989; Gioia & Pitre, 1990; Glaser & Strauss 1967; Lewis & Grimes 1999; Mintzberg 1979; Strauss & Corbin 1990) grounded in the interpretive research tradition (Burrell & Morgan 1992). The design of this research drew upon both traditions and first used a deductive approach to explain the phenomenon in question, that is, entrepreneurship for economic development, and then an inductive process was employed to explore and reveal competing explanations of entrepreneurship education that resided in national education policy communications.

By utilising contrasting explanatory and exploratory research methods employing different paradigmatic assumptions, the research exposed inconsistencies between the different sources of theory. Gioia and Pitre (1990) described these disputatious areas as transition zones. Lewis and Grimes (1999) argued that exploring the transition zone helps theorists to explicate potential disparity and complementarity. The research design displayed characteristics consistent with a multi-paradigmatic theory building method and therefore drew reference from the metatriangulation method meticulously detailed by Lewis and Grimes (1999).

This research adopted Schumpeter’s (1961) position on the entrepreneur as an entry point for the theory of economic development. Using Schumpeter as the gateway, the literature reviews engaged with historical texts as a sort of ‘filter’ to identify how the theory of economic development had evolved. In accordance with Schumpeter it was argued that ‘introducing discontinuity in a market’ is the work of ‘entrepreneur’ and those that engaged in this work were entrepreneurs. This foundational concept and the process of historical review were used to determine a functional position on entrepreneurship education before exploring the Australian government’s education policy communication for the presence and frequency with which this conceptualization was portrayed.

The historical review followed much along the lines of a literature review excepting that the portrayal of key concepts by the authors of the historical works were contrasted and compared with the foundational Schumpeterian viewpoints. This approach gave rise to a set of conceptual constructs that dealt with the nature of ‘enterprise’ the role of the ‘entrepreneur’ in ‘enterprise’ and the relationship between ‘enterprise’ and ‘economic development’. It was found that the concepts originally offered by Schumpeter were often distorted and recast in an inaccurate representation of Schumpeter’s text. Furthermore it exposed deficiencies or gaps in Schumpeter’s ideas that now could be extended to offer a more complete functional theory of enterprise and economic development. It was from this work that a set of three propositions were assembled that were central to the explanatory analysis of the DEST website text. These propositions were:
Policy for enterprise will provide individuals opportunity through education to develop multi-disciplinary skills from at least two disciplinary areas from the list of six roles we have identified (O’Connor 2007, p. 172).

Policy for entrepreneurship education will delineate economic development from other types of economic activity—namely growth and market efficiency activities—and encourage education pathways for the development of specific skill sets pertaining to the economic development form of enterprise (O’Connor 2007, p. 172).

Policy for Schumpeterian entrepreneurship education for economic development will seek to support individuals with multiple disciplinary backgrounds and provide learning directed toward developing multiple enterprise roles rather than emphasizing developing individuals for business ownership (O’Connor 2007, p. 172).

The words enterprise, roles, entrepreneurship, economic development and pathways became the key search terms for the DEST website to identify web pages that may have offered insight and resolution to the propositions. ‘Entrepreneurship’ was also included as a supporting term to ensure that pages dealing with this topic area specifically were not missed or overlooked. The DEST website was serviced by a search engine with ‘basic’, ‘publication’, ‘advanced’ and ‘archive’ search capacities. The interrogation of the site utilized the ‘advanced’ search tool to identify web pages attached to the site that represented the specific words relevant to the exploration. The search facility searched for exact expressions of the words as entered in the ‘Search Details’ section of the page. The ‘AND’ function was used to find pages with a combination of words or phrases where all of the words occurred on the same page. All of the searches were conducted in the period of 11th – 12th September 2006, comprising the search settings for words appearing ‘Anywhere in the page’, in ‘All sectors’ of the site, for ‘Any file type’ and in ‘All date ranges’. The order of the key word searches conducted are listed below and numbered 1-10 which acted as a search reference for the research discussion:

1. ‘enterprise’
2. ‘entrepreneurship’
3. ‘enterprise’ AND ‘entrepreneurship’
4. ‘economic development’
5. ‘enterprise’ AND ‘economic development’
6. ‘pathway’
7. ‘enterprise’ AND ‘pathway’
8. ‘roles’
9. ‘enterprise’ AND ‘roles’
10. ‘enterprise’ AND ‘pathway’ AND ‘roles’

Figure 1 below reports the search findings and the specific searches analysed to respond to the propositions.
Figure 1: Search Findings Summary

The found pages were then specifically analysed to explore the association between the key terms and contextually locate the terms in an attempt to identify whether the text could provide a response to each of the propositions. A critical step in the analysis of discourse is to establish the significance of key terms. According to Gee (2005, p.110) ‘building significance’ is a primary element of discourse analysis; he claims that “[h]ow and what different things mean – the sorts of meaning and the significance they are given – is a component of any situation”. The first step in the analysis therefore was to locate the key terms within the found pages and Table 1 below tabulates the findings from the pages found in Search 5 for the coinciding terms of ‘enterprise’ and ‘economic development’ to exhibit the approach to the analysis.

Table 1: Content and significance analysis of key terms

<table>
<thead>
<tr>
<th>Item No.</th>
<th>No. of found pages</th>
<th>Approx. % of total pages</th>
<th>Significance to page (embedded context)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
<td>22%</td>
<td>Economic development was linked to either completion and/or advancement through secondary school education</td>
</tr>
<tr>
<td>2</td>
<td>1</td>
<td>11%</td>
<td>Economic development was linked to science and technology</td>
</tr>
<tr>
<td>3</td>
<td>3</td>
<td>33%</td>
<td>‘Economic development’ and ‘enterprise’ were linked through associated reference to program, office or department names</td>
</tr>
<tr>
<td>4</td>
<td>2</td>
<td>22%</td>
<td>The ‘enterprise’ and ‘economic development’ link was inferred through reference to university engagement activities with community, business and industry</td>
</tr>
<tr>
<td>5</td>
<td>1</td>
<td>11%</td>
<td>The linkage between economic development and enterprise was made in the area of indigenous education</td>
</tr>
</tbody>
</table>

The findings from this particular analysis provided a preliminary response to the proposition P2, in that it seemed that no explicit demarcation of the types of enterprise activity occurred within the realm of the pages attached to the DEST website at this search level. However, the search procedure also turned up a key document which was isolated and subjected to further analysis due to its inference of high key term association (see Section 4.3 below). The analysis also showed tacit distinctions between business and...
enterprise at Item 4 where university engagement with community, business, and industry were considered to be enterprise activities. Tacit linkages between economic development and enterprise learning were also evident in Items 1 and 5. This method of analysis was repeated for each of the combination of search terms leading to summaries of the significance and contextual analysis that finally culminated in conclusions with respect to each of the propositions.

In this way the functional and interpretive analytical techniques combined to arrive at a functional perspective with respect to the propositions and an interpretive view assembled through key term significance and contextualisation.

In response to proposition P1 the DEST website seemed to evidence only a limited attempt to promote and develop multi-disciplinary skills in a strategic way for enterprise activities and this was primarily recognized through the association of science and technology with enterprise and little other reference to roles were to be found. For P2 it became apparent that no explicit distinction was made between the types of enterprise activity within the context of the federal government’s education policy communication, although there was some evidence of implicit references that supported the notion that a distinction existed. With respect to P3 the website analysis did not uncover any level of policy discourse that suggested entrepreneurship education being directed toward development of multiple ‘roles’ for enterprise. These functional findings were then contrasted and compared to the interpretive analysis which delved a little deeper.

**EXTENDING THE INTERPRETIVE ANALYSIS**

Fairclough (1992, p. 103) claims that texts have dimensions of intertextuality in horizontal and vertical planes. The DEST website analysis first engaged with vertical intertextuality whereby the documents (or webpages) were more or less contemporary but essentially existing in the same space and time through the website medium. A second form of interpretive analysis was also conducted using horizontally intertextuality by examining key documents that were informing documents preceding much of the contemporary pages exhibited on the internet (with perhaps the exception of one which was an historical document given currency in the website as a freestanding page). The informant documents were tagged with an identification code ‘KD’ and given a suffix number corresponding to the order in which they were discovered. These documents were selected and subjected to further analysis due to the high association with the search terms in the context of the research. Each of these documents were examined to account for their usage of the key terms of ‘enterprise’, ‘enterprise education’, ‘economic development’, ‘roles’ and ‘pathway’ as relevant to the core theme of the document and to establish any connection to an enterprise career activity.

Four key documents were located. While these documents were not directly policy documents of the Australian government, they were considered a piece of the puzzle that conveyed how enterprise had become situated in the government education policy discourse within the context of the website. It is by engaging the text of one of these key documents that the general procedure of analysis adopted for the research will be further demonstrated.

The first step in analyzing each document adopted content analysis aided by the computer software of the Adobe Acrobat document search tool. The search tool located the key terms in part or in whole as they occurred in the document. The second step crossed a functional and interpretive divide in the analysis by using theme analysis to collate the significance of meaning associated with the documents central concept. The third step examined how the meanings of the key terms were first positioned by the document authors and described how potentially meaning could be deconstructed by a reader. We next exhibit the analysis of one of these key documents.

**KEY DOCUMENT ANALYSIS**

The key document “Engaging Universities and Regions: Knowledge Contributions to Regional Economic Development in Australia”, explored the relationship between the university sector and regional economic development in Australia. The report was prepared by Steve Garlick (2000) of Southern Cross University’s, Southern Cross Regional Research Institute. The website search for the key term ‘economic development’ had located this document and the title suggested that ‘economic development’ at the regional level was the
core concept. The reference to universities and knowledge also suggested a strong education link and therefore exploring the use of the key term ‘enterprise’ within this document was considered to be potentially informative.

The tabular presentation of the content analysis (refer Table 2) portrays the usage of ‘enterprise’ and the way in which the term was qualified in the document. This form of document analysis from the functional research tradition intended to report what was in the text with respect to usage of the term. It was not meant to report an interpreted meaning that may have been extracted by readers or intended by the document’s author (Neuman, 1994). This first step in the analysis treated ‘enterprise’ as an object and was concerned with eliminating researcher interpretation of meaning. The analysis found that the term ‘enterprise’ had 23 occurrences in the document.

Rather than directly interpret meaning, the analysis next posed a question on the text to establish any qualification offered to the term. The question asked: what type of ‘enterprise’ is being described? Through qualification of the search terms the analysis tested for a triangulated meaning. In this way, the assumptions embedded in the document were exposed and any researcher imposed meaning tended to be isolated.

Table 2: Content and qualification analysis findings for the key document

<table>
<thead>
<tr>
<th>Key Document Concept</th>
<th>Search Terms</th>
<th>No. of occurrences</th>
<th>Term qualifications</th>
<th>No. of occurrences</th>
</tr>
</thead>
<tbody>
<tr>
<td>Regional Economic Development</td>
<td>Enterprise</td>
<td>23</td>
<td>Unqualified</td>
<td>9</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Business</td>
<td>7*</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Size (small, medium or large)</td>
<td>5*</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Regional</td>
<td>3*</td>
</tr>
<tr>
<td></td>
<td>Name of business incubator</td>
<td>2</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

* indicates combined qualifiers, i.e. “small business enterprise” used in some occurrences.

The tabulated findings allowed for the themes of meaning to be summarized. Notably, nine representations of ‘enterprise’ arose without a qualification of the term. Five qualifications related to size, which suggested spatial or volumetric dimensionality were somehow associated with ‘enterprise’. Another three qualifications referred to ‘regionality’ suggesting a physical presence or location. However, these forms of qualification did not address the type of entity ‘enterprise’ might represent. In sum then, it was found that well over half of the occurrences (14 of the 23 excluding the duplications) of enterprise assumed a common knowledge between the reader and the author about what enterprise was whereas in a further seven occurrences the document’s author appears to have been compelled to qualify ‘enterprise’ as a business entity. Fairclough (2004) claims that assumptions in texts tend to declare by the author limited differences between the author and the reader; or put another way it assumes a diminished need for dialogue between the author and the reader, suggesting that there is clear understanding and shared meaning between the two parties.

With respect to significance then, it could be said that ‘enterprise’ in more than half its cited usage appeared with an assumption of common knowledge between the reader and the author. This common assumed meaning however appeared to be of something different to that of ‘enterprise’ being equivalent to ‘business’ and therefore ‘enterprise’ in its own right was in some way significant to ‘regional economic development’. This finding was consistent with the conceptual historical analysis of the term ‘enterprise’ and therefore from a functional/objective perspective the argument that ‘enterprise’ was an independent form of organization to that of a ‘business’ seemed to be supported.

To demonstrate the analytical procedure more fully an example of an unqualified term is extracted as follows:

"The regional milieu represents an area big enough to embrace a wide range of the essential ingredients required to generate competitive economic development, including being a national..."
launch pad for distinctiveness in the global economy for its *enterprises* and institutions” (Garlick, 2000, p.3, emphasis added).

In this use of the term it could be assumed that ‘enterprises’ was intended to mean ‘commercial businesses’ although it was found in the preceding analysis of the DEST website that ‘enterprise’ also had other intended meanings beyond that of just commercial businesses. Therefore, reporting the meaning of ‘enterprise’ implied by the document was avoided but rather the occurrence and frequency, along with any qualification that described the term, was cited. Interestingly the term ‘institutions’ occurring in the extract above apparently excluded ‘institutions’ from the meaning of ‘enterprise’, otherwise the terms ‘enterprise’ and ‘institutions’ would not have needed to be distinguished. This suggested a limited and implied qualification although by no means one that was specific and therefore the term ‘enterprise’ was considered unqualified.

The unqualified use of the term ‘enterprise’ in the above can be contrasted with another extract from the key document:

"The University also has a number of specific business enterprise partnerships to deliver industry oriented teaching programs in engineering (with the Pacific Power energy company) and science (BHP. Co. Ltd. laboratories)” (Garlick, 2000, p.59, emphasis added).

In this extract ‘enterprise’ is clearly qualified by the term ‘business’ as an adjective although this raises the question; if the meaning of ‘enterprise’ could be interpreted as equivalent to ‘business’ then why would the term ‘business’ be needed to describe ‘enterprise’ unless they could be construed as something different? This suggested that the term ‘enterprise’ had multiple meanings in this document and only some of them were specifically qualified leaving open for interpretation the meaning of other uses of the term. This justified the avoidance of reporting a researcher assumed meaning in favor of identifying the triangulated qualified meaning by the document’s author.

The next step of the analysis focused on the ‘situated meaning’ (Gee 2005) of the key terms. In adopting this analysis the researcher sought the association or connection of the key terms to the context of the paragraph or section of the document. Gee (2005) referred to this form of analysis as ‘building connections’ and suggested that the researcher would pose the question on the text similar to: what sort of connection – looking backward and forward – is made within and across the utterance of the term and the larger stretches of the interaction?

An example of this analysis can be drawn again from the key document:

"The changes in employer demands for skills is being driven by fundamental changes in the structure and operating practices of both large corporate and small business enterprises and institutions as well as changes in the conceptualisation of products and services brought about by globalisation of markets and finance” (Garlick, 2000, p.49, emphasis added).

The important association between ‘enterprise’ and the situated meaning in this instance was concluded to be ‘skills’. That is, ‘enterprises’ were considered to be an important influence on the ‘skills’ that were needed when one considered the central concept of the document, ‘regional economic development’. It is worth noting in this example however that skills were also connected to another concept that had emerged through other passages that suggested layers of meaning. For example:

"On the university side, such initiatives include holding university information sessions throughout the region, the provision of entry scholarships to local students, the lowering of entry level requirements for local students and the tailoring of specific degree courses to meet local regional industry and enterprise needs (Garlick, 2000, p. 58, emphasis added)."

In this passage it was concluded that the needs of ‘enterprise’ influenced the ‘teaching’ program of universities and ‘skills’ might be considered part of what is taught in any teaching program. This example of layering continued to another level whereby ‘enterprise’ was associated with ‘regional engagement’ of universities. From this, ‘teaching’ might be thought of as one means of institutional ‘engagement’ with ‘enterprises’ therefore the analysis unearthed a series of layered levels of situated meanings. For instance
‘enterprise’ was first situated with ‘regional engagement’ then with ‘teaching’ and finally with ‘skills’. The full analysis of the situated meaning relationships derived for the key document are presented in Figure 2.

From this map of situated meanings several points were noted. First, ‘enterprise’ was situated within five other broader contexts. Second, apart from the central concept of regional ‘economic development’, both ‘economic growth’ and ‘economic diversification’ were also related to enterprise but with distinct meanings from that of economic development. A third observation related to the connection of ‘enterprise’ to both the concepts of ‘embeddedness’ and ‘engagement’. One may argue that ‘embeddedness’ and ‘engagement’ are closely related concepts and perhaps should be linked. However it was noted that as regional economic development was the central concept it may be that ‘embeddedness’ could occur without regional ‘engagement’ that would lead to economic development. For instance a business may be embedded in the region and be a productive contributor to the regions economy but not be actively engaged in economic development activities, for example by working with universities to introduce new market opportunities. Hence, this mapping of situated meaning drew attention to the different types of enterprise activities.

Figure 2: Situated meanings of search terms within the key document

Colour coding was used to demonstrate clusters of related terms, although for representation here the concepts are patterned for representation in black and white. For instance the term ‘engagement with institutions’ was colour coded to align with the terms ‘employment’, ‘R&D needs’, ‘teaching needs’ and ‘skills’ demonstrating a general level of relatedness without a claim of specific relationships evidenced from the data. To claim explicit relationships would require a revised research protocol with different key terms. Further elaboration of this level of analysis was beyond the scope of the defined research parameters.

In summary, the term ‘enterprise’ in the key document occurred relatively frequently although its usage evidenced vagary in its meaning, but significantly, it followed the functional perspective of a distinction between ‘enterprise’ and ‘business’. Further ‘enterprise’ was connected not only to economic development issues but also separately to economic growth and diversification. Finally ‘enterprise’ was also connected to issues of regional embeddedness, engagement and commercialisation activities with engagement demonstrating layers or different types of engagement.

CONCLUSION
This paper has outlined an analysis of the Australian federal government’s education policy communication sampled through the website of the Department of Education, Science and Training. Overall, the term enterprise was used in multiple contexts from a human attribute through to a commercial business. It was found that the communication clearly placed an emphasis on the term enterprise rather than entrepreneurship. However, entrepreneurship was found to be most strongly represented when the texts’ focus shifted specifically toward the science and technology sectors.

This suggests the two concepts have been differentiated although apparently not formally or explicitly. The term enterprise was found to be a vague term, which contributed to its frequent occurrence in the communication. For instance, enterprise was found to refer to business, to different types of non-commercial organisations, and to community culture, although a more dominate use of the term appeared to relate to the attributes of individuals.

This was most clearly evidenced by the provision of a set of personal characteristics of an enterprising learner meant to guide those who were developing enterprise education, (Department of Education, Science and Training 2004b). This finding is consistent with that of Stevenson and Lundström (2002) who found that Australia utilised enterprise education to impart “a set of personal attributes, attitudes and behaviours and a set of knowledge and skills (know-how), which in the broadest sense can be applied to any walk of life, and in the narrowest sense can be applied to the starting and managing of one’s own business” (p. 273). However, the communication returned no evidence of explicitness with respect to the skills and knowledge aspect of enterprise education, instead it was found to be non-specific and loosely refer to enterprise skills as a generic term.

With respect to career roles and pathways for enterprise, the communication was sufficiently devoid of any reference to suggest an appreciation of enterprise specifically as a career activity. The federal government communication appeared to be generally non-prescriptive when it came to outlining specific pathways and career roles, suggesting that policy seemingly remained at a distance and perhaps left to the various State governments or even the individual institutions to discuss. However, there was some evidence to the contrary. For instance, federal policy entered into the debate with respect to career pathways for the teaching of history.

In summary, there was no explicit demarcation between the types of enterprise activity with respect to its economic function found within the policy communication. Indeed, there was little that specifically coupled enterprise education to the notion of market disruption and economic development, although there were isolated examples that connected economic development with enterprise learning. However, the coupling of the term entrepreneurship with science and technology suggested that there was at least some resonance with the propositions respecting multi-disciplinary and interdependent roles. While this analysis considered the contemporary documents within the policy communication, this aspect of policy discourse is also affected by informing documents and reports. By way of confirming the findings from the contemporary text analysis, this second set of historically set documents were used as a means to validate the first analysis.

The next analysis dealt specifically with the historical context of the informant communication to explore how the key terms may have come to be represented as they were in the contemporary texts and how else these terms were being used in the context of informing education policy. This analysis revealed that enterprise and enterprise education concepts were related to four distinct conceptual areas; economics, regionalism and community, educational models, and work and employment. With respect to regionalism and community, enterprise is often seen as a means to alter the economic fortunes or misfortunes of the community. The heavy reference to disadvantaged communities found throughout the informant document analysis suggested that enterprise education was considered as a means to alter the status quo for communities and regions facing economic stress. In the concept area of educational models, enterprise education and learning was connected to the provision of opportunities for students to gain exposure to career and work that in turn would lead to economic independence at the individual level. This idea also flowed into the work and employment concept area except that the skills and knowledge tended to become more defined.
The sum of the analysis suggested that the Australian government’s education policy only tacitly encouraged the Schumpeterian derived notion of economic development due to an absence of precise definition of the phenomenon. Therefore, where economic development did occur it was more likely to be achieved by chance than by policy design. Overall, there was little cognisance of the roles and pathways that a career activity in enterprise might suggest and therefore the education, skill development, economic reasoning and long-term social benefit that Schumpeterian enterprise quite possibly delivers were also overlooked.

**Implications for education**

For education providers the findings of this research imply a need to re-examine the concepts of entrepreneurship and enterprise education. Apparent throughout the literature review was a tendency for providers to use entrepreneurship education as a means to promote being an entrepreneur as a career. Entrepreneurship or enterprise education, while acknowledging the multiple actors in the activity, focussed predominantly on providing skills and knowledge for all actors to play the role of entrepreneur. Even the more generic attitudinal and behavioural form of enterprise education held the goal of promoting self-employment as an alternative form of career. In each case being an entrepreneur was interpreted as being the one who starts and owns a business. Australian education policy was found to adopt this same approach.

By framing entrepreneurship as an economic phenomenon, the implication for education providers is to shift entrepreneurship education away from a focus on business and the entrepreneur as the business starter. Instead, the entrepreneur should be considered to be the actor that plays the part of introducing a market disruptive good or service into a market driven economy. Other roles are also necessary in performing the economic function of market disruption. These include creating or inventing the market disruptive idea or innovation; financing the development and/or introduction of the disruptive idea into a market; coordinating and facilitating the infrastructure and environmental conditions for the introduction of market disruptive ideas; conducting or organising the disruptive idea’s development and readiness for market disruption; and, providing legal advice and counsel to those involved in the creation, development and introduction of market disruptive ideas. Notably, the roles within entrepreneurship are not necessarily discreet to individuals and instead individuals may perform as few as one role and as many as all the roles necessary to create, develop and introduce a market disruptive idea.

The formation of a business is but one part of entrepreneurship when conceived in this manner and while it may be necessary it is not sufficient to be defined as entrepreneurship. There are also alternate pathways for an idea to disrupt markets, such as licensing, franchising or selling the idea to an existing business. Education that focuses purely on the business start-up process fails short of being education in entrepreneurship if it neglects its market disruptive function. This has further implications.

Framing entrepreneurship in the manner of this research suggests that the study of business management and business growth is not the equivalent to entrepreneurship education. The growth and diffusion of market disruptive innovation becomes the defining and distinguishing parameter. A business may be the means of achieving this but again it is not the defining element of entrepreneurship. Growing a business is only of interest to entrepreneurship within the context of introducing market disruption and diffusing innovation into a market economy. Other conceptions of business management, such as competitive behaviour and market share acquisition, and business disruptive practices, such as business model innovation, do not serve the interests of entrepreneurship as economic development and instead belong to business studies. While acknowledging an overlap, entrepreneurship can be differentiated from business and therefore the discipline of entrepreneurship can also be distinguished from the disciplines of business management. Entrepreneurship, in this way, can find its home outside of the business school and furthermore can be co-located within a variety of disciplines that contribute to market disruption.

Enterprise education is also brought into question when it is conceived in its attitudinal and behavioural form or model for education. Enterprise, when conceived as an economic activity has specific roles and actors and forms a part of an individual’s career. Enterprise education that acts as a model of education to introduce students to the world of commerce and industry and impart a set of attitudes and behaviours appreciative of a market economy can be confused with the definition of enterprise as an economic activity. Enterprise education as a model of education should be appreciated within its specific generalised context of industry and trade, while entrepreneurship education should remain true to an education that
develops the career aspects of individuals who wish to be engaged in market disruptive enterprise activities.

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