# PRE-BUDGET SUBMISSION 2019–20 FEBRUARY 2019



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ALA is the national peak body for Adult and Community Education (ACE), now in its 59th year. ALA has members in every state and territory of Australia and maintains an office in Melbourne.

ALA's mission is to achieve access to lifelong and lifewide learning for all Australians. By "lifelong" ALA means learning across the lifespan including into the senior years. By "lifewide", ALA means learning that assists adults to gain and keep employment, participate as citizens in our democracy, and manage their health and wellbeing including ageing positively.

ALA is funded by project grants and membership fees.

ALA maintains international relationships with the adult education sector through its membership of, and participation, in the International Council of Adult Education (ICAE) and the Asia South Pacific Association for Basic Adult Education (ASPBAE).

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Adult Learning Australia 45 Moreland St, Footscray, 3011

ph: (03) 9689 8623 email: info@ala.asn.au www.ala.asn.au

### **EXECUTIVE SUMMARY**

This submission outlines Adult Learning Australia's policy recommendations for the Commonwealth Government's 2019-20 Budget in relation to adult education and community based learning.

#### ABOUT ACE

The adult and community education (ACE) sector consists of independent community-based organisations in which small amounts of government investment combined with volunteer support and user fees provide significant social and economic outcomes for the Commonwealth.

In recognition of the Government's commitment to fiscal responsibility, ALA recommends it optimises the capability of the sector to deliver on government policy.

ACE organisations include Neighbourhood Houses, Community Learning Centres, Community Resource Centres, Community Colleges, Indigenous Cooperatives and Adult Education Institutions such as the Centre for Adult Education and Workers Education Associations.

ACE enables inclusive learning by recognising that there is a broad spectrum of learners with individual needs and preferences. ACE learning programs are highly focussed and offered in a friendly, flexible and supportive environment.

The ACE sector is recognised for its ability to engage jobseekers in foundation and industry skills programs as a 'soft point of entry' to vocational education and training (VET), often working with the jobseeker to address a broad range of barriers impacting on employability.

ACE programs build community capacity, enhance social cohesion and promote health and wellbeing. They foster skill development by providing vocationally focussed education and training programs and pathways.

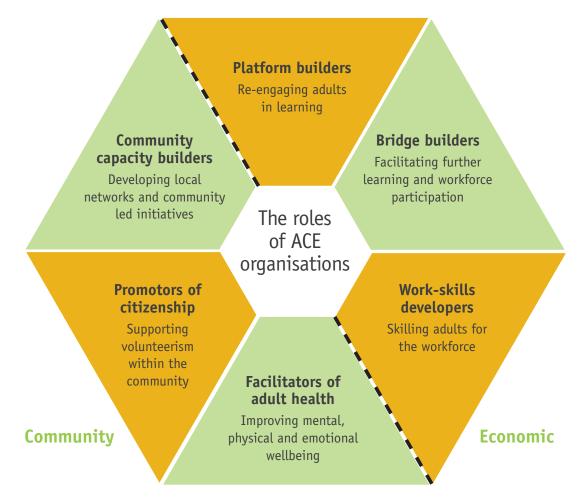
ACE organisations have a strong presence across Australia, particularly in rural and regional communities, where they offer a broad range of programs and services alone or in partnership with other agencies.

A renewed commitment to local community based education is required to ensure that regional and rural communities can take advantage of new technologies to reach VET and higher education opportunities based in the major cities.

Some communities in Australia are struggling with complex and inter-related barriers to social and economic participation. Community based learning should be at the heart of government investment in these communities.

A strong commitment to lifelong learning and ACE is vital to closing the gap between the educational, economic and health status of First Australians and the rest of the Australian community. The school, VET and higher education sectors alone cannot fill the gap between the current educational state of Indigenous Australians and the level of skills required for full economic, civic and social participation.

ACE is also an important strategy for ensuring that our ageing population remains well and productive, able to continue longer in the paid workforce and to contribute as volunteers, carers and community members after retirement.



(Source: Adapted from Bowman, 2006)

#### RECOMMENDATIONS

The federal government should adopt a formal policy on lifelong learning. It should also recognise the role of adult and community education through a renewed Ministerial Declaration on ACE.

In this submission, ALA proposes that the 2019–20 Federal Budget should:

- reinstate the Commonwealth's stewardship role in relation to the ACE sector through ongoing base funding to Adult Learning Australia, including funding for Adult Learners' Week, at a cost of \$550 000 per annum
- develop a national family literacy strategy that targets socially and economically marginalised Australian communities, to ensure that all children have the family support that they need to succeed at school, at a cost of \$10M per annum

- support the education sector (including the ACE sector) through funding and resources to deliver workplace orientated digital skills gap training that meets the needs of modern workplaces
- redesign a workplace English language, literacy and numeracy program to address workforce LLN requirements
- fund research into ACE models that support productive ageing, wellbeing, mental health and disability programs, at a cost of \$150,000 per annum.
- provide remote community learning access centres in communities more than 80 km from a university or TAFE campus, at a cost of \$6M per annum.

### **OVERVIEW**

#### **DEFINING ACE**

ACE is defined differently across Australia. Some states support a sector of not-for-profit ACE providers, while others use the term ACE to refer to a set of non-formal programs.

Both views of ACE have a strong focus on engaging socially and economically marginalised groups through learning.

The *Ministerial Declaration on Adult and Community Education* (MCEETYA, 2008) clearly defined the commitment of all Australian governments to the ACE sector and recognised its diversity as a strength, describing ACE as dynamic, diverse and responsive.

Despite its diversity, ACE providers have some or all of these key traits in common:

- Learning is a key part of their core business.
- ACE providers are place-based or locally focussed
- ACE providers are not-for-profit, community-based and governed through local volunteer boards.

Education and training departments across Australia have responsibility for ACE policy, due to the important role of ACE in providing pathways to VET and further education. It also offers a means for disengaged and/or disadvantaged adults to:

- transition back into learning
- develop basic skills for work
- improve language, literacy and numeracy (LLN)
- pathway into formal learning programs.

The ACE sector also offers programs that enable health and wellbeing, engagement in recreational pursuits and increased civic participation as well as skills for work. All three tiers of government provide ACE funding. However, state and territory jurisdictions have primary responsibility for ACE.

Most jurisdictions recognise and support ACE as programs in informal and non-formal personal enrichment and adult basic education. Victoria and NSW support ACE as a sector of providers for all types of learning programs. The increased vocational orientation of ACE is supported nationally by all jurisdictions, particularly to assist disadvantaged or disengaged adults to pathway into learning for work-related outcomes or to keep them in the workforce.

#### ACE AROUND AUSTRALIA

There are at least 2500 ACE providers in Australia, all of which provide personal enrichment learning.

Many ACE organisations also offer adult basic education in language, literacy, numeracy, digital literacy and foundation skills (both accredited and non-accredited). These programs offer pathways into work or further vocational learning.

Around 9% of all adults participating in government-funded accredited **adult basic education programs** do so at ACE registered training organisations.

'People with a disability, Indigenous Australians, people from non-English speaking-backgrounds, the unemployed and people not in the labour force are more highly represented in accredited adult basic education at ACE VET providers than in accredited adult basic education in all other VET providers' (ALA, 2017).

ACE organisations play a significant role in VET for high proportions of learners who are disadvantaged, disengaged, unemployed, have a disability or did not complete Year 12 (or equivalent). ACE providers who have extended into VET are concentrated in Victoria and NSW. NCVER VET enrolment data indicates that the community education sector provides around 9% of vocational education and training in Australia, achieving very successful outcomes.

VET Student Outcome data (2018) shows that community education providers have the highest number of graduates that were unemployed before the training (44.4%) and transition more of these graduates into employment (50.9%), achieving better outcomes than TAFE (43%), university (45.7%) and just below private providers (51.9%). Noting that private providers work with the lowest number of unemployment people at 28.8%.

ACE also consistently outranks other VET provider types in terms of having the highest:

- levels of satisfaction with the quality of the training (88.2%); with the teaching (87.9%) and with the relevance of their training to their current job (81.6%)
- percentage of graduates willing to recommend the training (92.6%)

(NCVER, VET Student Outcomes, 2018)

According to NCVER data (2018), ACE training also outranks other VET provider types in terms of developing problem-solving skills and improving written communication, which are highly prized skills in modern workplaces. These results indicate that ACE's unique delivery model is particularly effective in terms of meeting the needs of learners from disadvantaged backgrounds or who have challenging life experiences.

In some communities, the ACE sector represents the only 'on-the-ground' providers of post-compulsory education, and is therefore critically important in terms of addressing access and equity beyond urban centres. It is a significant community asset with the potential to be optimised to play a much greater role in supporting adults and workplaces with their training needs; particularly disadvantaged adults in rural and regional locations.

The Ministerial Declaration on ACE emphasises:

A stewardship role ... at all levels, including governments working together and providing leadership to optimise the capacity of ACE through a national approach, with jurisdictions providing policy settings and developing practical strategies that will allow ACE to flourish.

#### FUNDING FOR ACE

#### Commonwealth support

In 2016, the Commonwealth Government ceased funding Adult Learning Australia for ACE policy advice, professional development for the sector and research. This included the removal of support for the *Australian Journal of Adult Learning*, ALA's 59 year old, A-rated peerreviewed journal as well as the popular Quest magazine, which highlights the grassroots work of the sector.

When Adult Learning Australia was funded by successive federal governments, it leveraged around \$3.50 for every dollar of investment through project work, sales of publications, consultancies and membership contributions.

The Commonwealth's primary stewardship role is now through its support for Adult Learners' Week activities. Intermittently, the Commonwealth has also provided direct funding for ACE programs in areas of strategic importance.

#### ALA recommends that its base ongoing funding should be restored and allocated with Adult Learners Week funding for a three-year period.

The Australian Government's support for ACE is minimal relative to other OECD countries including New Zealand and the United Kingdom.

#### State and territory support

ACE organisations also receive program funding from non-education departments such as health, community services or ageing. ACE RTOs are also able to access contestable funding for accredited VET in some jurisdictions.

Most state and territory governments provide funding for programs that enable the provision of low fee ACE programs; e.g, neighbourhood house coordination funding or one off grants provided to U3As or Men's Sheds.

The ACE sector has been described as "the Cinderella sector", "the unsung heroes of the VET sector" and as an "undervalued community asset".

The sector, from ALA at a national level, the state peak bodies, right through to individual ACE organisations, is characterised by high levels of volunteerism, low overheads, high levels of community 'ownership' and a strong focus on the most disenfranchised learners.

## INVESTING IN ADULT LEARNING

#### A NATIONAL LIFELONG LEARNING POLICY

Australia does not have a formal lifelong learning policy. A lifelong learning policy would acknowledge learning beyond employment and re-skilling, and highlight its role in social mobility, community building and health and wellbeing.

A formal lifelong learning policy would support Australians to reach their potential; better anticipate transitions and self-manage their health and wellbeing.

Resilient and inclusive communities are nourished by a culture of lifelong learning, which enables them to live peacefully in a diverse, multicultural society; enjoy the full benefits of citizenship and solve complex social and economic problems.

ALA recommends the federal government adopt a formal policy on lifelong learning.

#### FAMILY LITERACY AND LEARNING

The family is a hub of influence where values, aspirations, skills and behaviours are shared through a whole range of activities that members engage in together.

Families' attitudes to learning and literacy are intergenerational, with the skills of one generation shaping the next.

The development of literacy begins well before a child starts school. And once a child begins school, it needs to be practised and reinforced at home.

It is difficult for adults with poor experiences of school and learning to model lifelong learning behaviours with their children and grandchildren. It is also very difficult for adults with low literacy to support their children with literacy development.

Research shows that the years from birth to the age of two are critical years for establishing a strong foundation for learning. Parents and caregivers have an **active role**  in developing a child's 'pre-literacy' skills. Reading stories to children, encouraging them to build their vocabulary and language, and developing their recognition of letters and sounds are all steps that take place before the child can learn to read and write.

However for parents and caregivers taking a child through these stages can be a challenge if they have low levels of literacy themselves.

Surveys show 44% of Australian adults don't have the literacy skills they need to cope with the demands of everyday life and work. It can be difficult for parents to engender a positive approach to learning and literacy if their own experiences have been frustrating and negative and this can perpetuate an intergenerational cycle of disadvantage.

The Australian Early Development Census (2015) shows that 15.4% of five year old children starting school in Australia are developmentally vulnerable or at risk in their language and cognitive skills.

Children from most socioeconomically disadvantaged areas, very remote Australia, Indigenous families and children with a Language Background Other Than English (LBOTE) are the most developmentally vulnerable.

Becoming a parent is often the catalyst for adults to re-engage with learning. Just as it is never too early to begin learning, it is never too late either and initiatives that offer adult literacy support for parents improve their own opportunities as well as supporting their children's education.

Successful family learning programs understand and support the role of parents and extended families as 'first teachers'. A range of programs are offered throughout Australia that approach the issue from different angles.

Adult and community education programs in neighbourhood settings which range from:

- informal classes that embed literacy in class activities
- formal courses such as the Certificate in General Education for adults,
- literacy help in small groups to one on one tutoring.

Other examples include:

- public library programs that support parents as 'first teachers' such as State Library of Western Australia's Better Beginnings Family Literacy program
- parenting and early learning programs such as the Brotherhood of St Laurence's HIPPY program and The Smith Family's "Let's Read!" program
- community wide literacy programs such as 'Read, Write Now!' in WA or Literacy for Life's 'Yes I can' program in New South Wales

ALA recommends that the federal government develop a new national family literacy strategy that seeds programs in areas of high need and complements grassroots family literacy initiatives by highlighting best practice and identifying gaps in service provision.

#### DIGITAL LITERACY

Technological advancement and globalisation have decreased the availability of low skills jobs and increased the number of jobs that require high levels of information processing, digital and communication skills.

The GE 2016 Global Innovation Barometer found that 89% of Australian business leaders feared that their business would become obsolete as a result of digital disruption (GE Report, 2016).

It terms of the workforce, the Committee for the Economic Development of Australia (CEDA) has reported that 40% of current jobs have a high probability of being replaced by automation in 10 to 15 years (CEDA, 2015). Similarly, PwC calculated that 5.1 million jobs, or 44%, were at risk of digital disruption and that the pace of technological change is a concern for growth according to Australian CEOs (PwC, 2015).

While some occupations may cease to exist – another impact of technology on the workplace relates to the reshaping of tasks and activities that people perform within their roles (BCA, 2017; AlphaBeta 2015; OECD, 2016; FYA, 2017).

AlphaBeta (2015) reported on the uptake of automation and technology by Australia's business sector and

the likely impact this will have on productivity and employment. Their findings indicate that most jobs will change rather than disappear as a result of technology.

Further, they reported that in the past 15 years Australian workers have reduced the amount of time they spend on 'physical and routine' tasks by around two hours. As the use of technology and automation becomes more pervasive in workplaces around Australia, there has also been a shift in the type of tasks that workers perform within their existing roles.

"Most of that change isn't coming from the loss of physical and routine jobs. Rather, it comes from workers switching to different tasks within the same jobs, as machines take over an increasing load of the repetitive routine work" (AlphaBeta, 2015, p. 7).

Workplace automation does not selectively affect some workers – all workers are impacted. However, it has been argued that as technology displaces some traditional job skills, new work demands emerge (Dundon & Howcroft 2018). And there has been extensive growth in the proportion of jobs requiring digital literacy skills. Ai Group (2018) reports that:

'[I]ncreasing use of digital technologies at work is raising the demand for new skills.'

Workers across occupations need to acquire generic digital skills in order to effectively use new technology in their daily work.

AlphaBeta (2015) reveal that this has resulted in retail workers spending less time at the register and more time helping customers; bank employees spending less time counting banknotes and more time giving financial advice; teachers spending less time recording test scores and more time assisting students; factory workers spending less time on the assembly line and more time optimising production and training other workers.

The World Economic Forum (WEF) has identified that 'across nearly all industries, the impact of technological and other changes is shortening the shelf-life of employees' existing skill sets' (WEF, 2016, p. 3). And even if we accept that many jobs will be redefined rather than lost – a radical redefinition of a role may result in job losses anyway, as some workers will not have the new skillsets required for the role.

Given that the landscape of work in the future is largely unknown and with new media, science and technology moving rapidly, a broader more holistic approach to building digital literacy skills is required that caters for the needs of the workplace while supporting low skilled and entry-level staff to enter or remain in the workforce.

ALA recommends that the federal government support the education sector (including the ACE sector) through funding and resources to deliver workplace orientated digital skills gap training that meets the needs of modern workplaces.

#### WORKPLACE LITERACY

The closure of the Workplace English Language and Literacy program by the Australia Government in 2014 has created a vacuum for working Australians who do not have the language, literacy and numeracy (LLN) skills to function competently in their workplace roles.

The WELL program was introduced in 1991. The program offered grant funding designed to integrate LLN training with vocational training delivered in the workplace. Its primary aim was to provide workers with the LLN skills they needed to meet their current and ongoing employment and training needs. The program also funded the development of strategically aligned LLN resources and projects, including training and assessment materials and professional development resources.

Through the WELL program, the Commonwealth Government acknowledged the significant link between strong LLN skills and workplace productivity. The program was highly valued because it enabled access, improved communication and promoted a training culture leading to a wider field of workplace training. WELL was seen to equip participants with vocational and LLN skills, increase their employability prospects and improve social and personal skills. It was consistently evaluated as making a positive contribution to the workplace, especially in challenging and changing economic times.

A 2012 evaluation of the program found that 78% of employers rated the WELL program as either effective or highly effective in meeting their business needs.

Benefits identified included:

- reduced workplace WHS incidents
- increased capacity to use technology
- increased capacity to complete additional workplace training.

It is now more important than ever for industry to build strong alliances within the education sector, with TAFE and with registered training organisations (RTOs) including adult and community education(ACE) providers.

Many ACE providers deliver both pre-accredited and accredited LLN programs in local communities and have strong experience with low LLN cohorts.

A new national workplace LLN program must improve upon the previous WELL program to better support workers and industry in working towards a more sustainable and prosperous future; one where both workers and industry have the capability, capacity and willingness to deliver what is required for a productive learning economy.

The design of any new WELL model should involve broad consultation with a range of stakeholders, including the ACE sector, to fully understand what systems, skills and training will be required for future implementation, and to ensure that we have a flexible and sustainable model that helps us create a clever and creative society.

ACE providers are acknowledged as agile education and training organisations that can participate in a co-design process with employees and employers to ensure their workforce training needs are met. And given their reach throughout Australia, they are well placed to deliver strong outcomes for business that support workplace skill development and skills gap training.

What is needed is a government commitment to an overall policy of lifelong learning for all Australians, one that includes an ideal policy framework for addressing foundation skills in the workforce through workplace training and education.

ALA recommends that the federal government develop a new effective and sustainable workplace LLN model that is based on a set of agreed objectives and reflects the feedback from stakeholders, including workers, industry, and the adult education sector.

#### SOCIAL INCLUSION & WELLBEING

All adult Australians must have access to learning environments that embrace an inclusive learning culture, which means valuing and respecting difference and empowering them to reach their full potential. People who disengage from education are disproportionately disadvantaged. Around 1 in 8 Australians students do not finish Year 12, and completion rates are worse for low socioeconomic status (SES) students in low SES communities. This places them at higher risk of being disengaged from work, study or training. In rural and regional areas, students have less access than their urban counterparts to education services. They are less likely to complete Year 12; less likely to go to university and more likely to drop out if they enrol.

There has been some improvement in terms of the Closing the Gap education targets for Indigenous people but the data is not disaggregated, which can effectively mask issues particularly in regional and remote locations.

Health, education and employment outcomes for Indigenous Australians continue to be worse than for non-Indigenous people. There is a close association between low levels of education and incarceration for Indigenous Australians. In fact, there are serious gaps between Indigenous Australians and the rest of the population in terms of incarceration, death by suicide, substance abuse and mental health.

High levels of psychological distress are associated with lower income, lower educational attainment and unemployment. Each year, 1 in 5 (20%) of Australians aged between 16 and 85 will experience a mental health condition. The economic cost of mental health conditions to Australia is significant, with estimates ranging up to \$40 billion a year.

Australians with a disability are more likely to be unemployed compared to those without a disability (10.0% compared with 5.3%). 36% of people with a disability aged 18–64 years have completed Year 12, compared with 60% for those without a disability. 45% of people with a disability in Australia are living either near or below the poverty line. This is more than double the OECD average of 22%.

Older Australians continue to miss out on the benefits of the digital economy and Internet tools that could help them manage their lives better and support them to overcome some of the physical, psychological and social barriers that accompany ageing. While the digital divide is narrowing in Australia, divisions persist for those who also experience other forms of social inequity, including vulnerable older people, who are poor, unemployed, have low educational attainment, have a disability, are Indigenous, were born in non-English speaking countries and/or live in rural and regional areas.

Learning empowers people. It offers strong social returns in productivity, community participation, political awareness and active citizenry. In a rapidly changing society, with technological advances and growing inequalities, adults must have the opportunity to gain and build their skills and knowledge in order to make informed choices and improve their lives.

Research shows that inclusive learning environments need:

- strategic outreach
- ongoing engagement
- tailored support
- a flexible learning environment.

ALA recommends the federal government fund research into ACE models that support productive ageing, wellbeing, mental health and disability programs.

#### STRATEGICALLY LOCATED COMMUNITY LEARNING CENTRES

Australian experiences of education and training and outcomes are very much a function of where they live. Young people and adults outside the major cities are around half as likely to finish high school or to attend university as their urban contemporaries but they are more likely to complete a VET (vocational education and training) qualification.<sup>16</sup>

ACE is critically important in addressing access and equity in regional and rural Australia. In New South Wales (NSW), Victoria and South Australia (SA), delivery of ACE programs is disproportionately higher in regional and rural communities, relative to delivery in capital and major cities. In many small rural communities in these states, ACE organisations are the only 'on-the-ground' providers of post-compulsory education. In other states, such as Queensland and Western Australia, volunteer and community-based organisations provide adult literacy and other informal adult education services.

While online learning has the potential to significantly reduce educational disadvantage in rural and regional Australia, learners with low skills experience very low completion rates through online learning: most need face-to-face mentoring and on-the-ground support to engage with learning. At the same time learning providers need good local intelligence to be able to effectively reach adults in these communities. Community development will be needed to build a culture of learning and to stimulate demand amongst groups who won't automatically demand learning opportunities. Non-formal and informal learning opportunities will be needed to underpin formal study. Victorian modelling has indicated a range of market and private non-market benefits attributable to the presence of even a very small ACE provider in town, including increased incomes, increased labour market participation and more efficient household management (Allen Consulting Group, 2008).

A community learning access point in geographically isolated communities would provide a supported, physical environment in which community members could access VET and higher education courses offered by providers across the country. ALA would like to see the Australian Government make a long-term goal of ensuring that a community learning centre exists in every Australian community of more than 500 people more than 80 km from a university or TAFE campus, with the highest priority being for large and often remote Indigenous communities. Community learning centres / access points could be housed within existing services such as neighbourhood houses, local government buildings, sporting and recreation clubs or men's sheds. By building on the ACE model, the Australian Government has the ability to leverage the support of already existing volunteer and locally funded services as well as local knowledge.

ALA recommends the federal government provide remote community learning access centres in communities more than 80 km from a university or TAFE campus.

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### Adult Learning Australia

45 Moreland St, Footscray, 3011

ph: (03) 96898623

email: info@ala.asn.au

www.ala.asn.au

