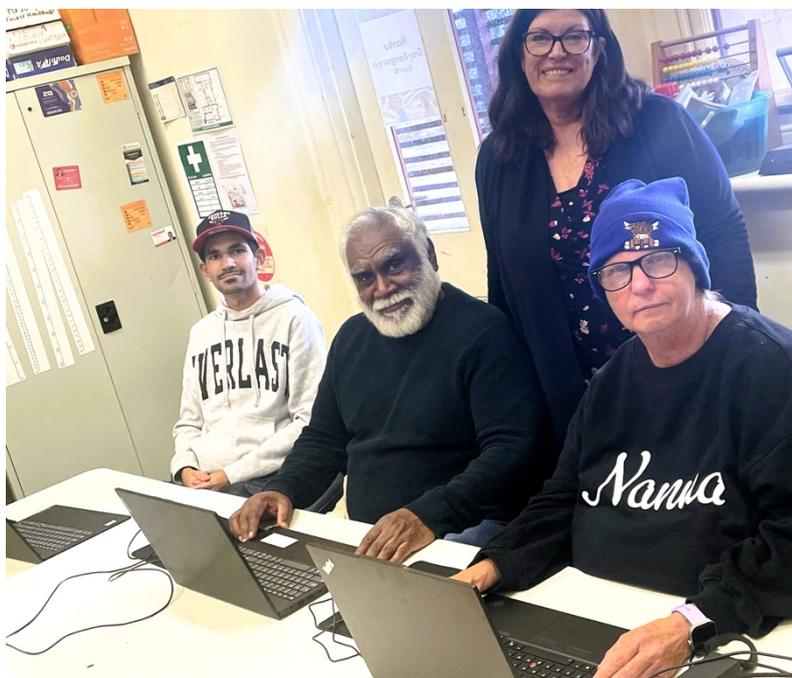


# From literacy to lifelong learning

## Prebudget submission 2026



*Yarn Up Digital Literacy program - Tauondi Aboriginal College*



ADULT  
**LEARNING**  
AUSTRALIA

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# From Literacy to Learning

*Reimagining Our Futures Through Lifelong Learning*

## 1. Introduction

In an era of rapid technological, economic, and societal change, Australia's education and training systems must adopt a holistic, strategic approach, embracing a literacy-to-lifelong learning framework across all levels of government and our communities.

This prebudget submission outlines recommendations that Adult Learning Australia (ALA) believes will strengthen lifelong learning in Australia and the Adult and Community Education (ACE) sector, supporting communities to build socio-economic capital and generate economic savings for government. These recommendations are informed by decades of ALA's experience, recent member surveys, and consultations with adult education providers nationwide.

ALA welcomes the Albanese Government's engagement with the adult and the ACE sector and values the opportunity to contribute to government advisory committees and working groups. In recent years, ALA has participated in initiatives including the Jobs and Skills Summit 2022, and the Jobs and Skills Authority (JSA) Foundation Skills Study Steering Committee, the Vocational Education and Training (VET) Workforce Blueprint Advisory Committee, the Foundation Skills Advisory Group, and the Skills for Education and Employment (SEE) First Nations Stream Working Group. These collaborations have contributed to important strategies, such as the [National Skills Agreement](#), which recognises the ACE sector, the [National Foundation Skills Strategy 2025–2035](#), and the [VET Workforce Blueprint](#).

A government committed to economic and social resilience should actively support and invest in effective community organisations, including adult and community education providers, to deliver better outcomes for local communities.

[UNESCO's Fifth Global Report](#) on Adult Learning and Education identifies the ability to learn as the ultimate twenty-first-century skill. The report highlights that the greatest challenge globally is reaching those who need adult learning most.

Lifelong learning opportunities are essential, not only for a more knowledgeable workforce, but also for physical and mental well-being, community health, and a just, democratic society. Lifelong learning is key to Australia's future

ALA welcomes the opportunity to contribute to the Federal Budget process and engage in discussions regarding this submission.

## 2. Executive Summary

Australia's adult education and training system requires a fairer, more inclusive national approach that enables adults, particularly those with low literacy, numeracy, and digital skills to access lifelong learning opportunities. Those most in need are often deprived of chances to re-engage in education, entrenching disadvantage and leaving them vulnerable to unemployment, social isolation, and civic disengagement.

ALA calls on the Australian Government to adopt a broader, whole-of-government approach to skills, training and education, one that recognises lifelong learning as essential to economic resilience, social cohesion, health and wellbeing, and democratic participation. Central to this approach is sustained investment in high-quality ACE, which provides trusted, place-based learning opportunities that respond directly to local community needs including preparedness for climate and disaster challenges.

Australia's commitment to lifelong learning must align with international frameworks, including the [UN Sustainable Development Goals](#) (UN SDG 4) and [UNESCO GRALE 6 report](#) demonstrating the global significance of adult learning and education in creating inclusive, skilled, and resilient societies.

ALA recommends that the Australian Government implement a sequenced lifelong learning reform agenda, including:

1. **National Lifelong Learning Policy** – Develop a twenty-year policy framework with cross-ministerial governance to embed lifelong learning as a national priority.
2. **Research in Key Priority Areas** – Invest in research to strengthen the evidence base for ACE, including ACE reach, adult learner outcomes, and consider the social, health, and community benefits.
3. **Professional Development for the ACE Workforce** – Build workforce capacity, address adult educator shortages, and support rural, regional, and remote adult educators through funded accessible professional development.
4. **Human Rights and Civic Education through Lifelong Learning** – Invest in programs that embed human rights, civic participation, and democracy awareness across communities and support the adoption of a federal Human Rights Act.
5. **Strategic Initiatives** – Support and fund strategic initiatives, including Learning Cities and Communities- Towns, foundation skills programs for Aboriginal and Torres Strait Islander prisoners, disaster literacy initiatives, and year-round programs to amplify the adult learner voice
6. **International Commitments** – Ensure Australia meets obligations such as GRALE 6 reporting, including formal consultation with ALA to embed national expertise, sector experience, and priorities into global engagement.

By prioritising lifelong learning in the 2026–27 Federal Budget, the Australian Government can help create a fairer, more inclusive, and resilient nation where learning has no expiry date and no one is left behind.

### **3. About us**

In 2025, ALA celebrated 65 years as a national not-for-profit organisation advocating for lifelong learning for all Australians. ALA is the largest national peak body for adult learning and community education in Australia with both organisational and individual members in all states and territories who reflect the diversity of adult learning and community education.

Over the decades, ALA has played a pivotal role in supporting adult learning and community education to foster personal growth, strengthening communities, and building pathways to employment and further education through adult and community education for learners. Our legacy is grounded in the belief that lifelong learning is the foundation of individual empowerment, social cohesion, and national prosperity.

ALA exists to provide leadership and professional development that advances quality services for all adult learners who reflect the diversity of adult learning and community education, including community learning centres, community colleges, neighbourhood houses, universities, TAFEs, and other adult education institutions.

ALA is a well-regarded and trusted long-term leader in the field of adult learning and community education. Our vision is for equitable access to learning for all Australians to support social cohesion and economic prosperity.

### **4. About ACE**

The ACE sector focuses on the needs of adults in the community in which it operates. ACE's starting point is to provide learning opportunities that meet the needs of adults in local communities and to build local capacity for community development and resilience.

ACE organisations are often the only 'on the ground' providers of post-school education in local neighbourhoods and small rural locations. They exist in towns and communities with small populations that can't sustain a TAFE or university campus, or where the education market is too small to attract private for-profit operators. In larger communities, they supplement the work of a TAFE or university by offering non-accredited and accredited VET pathway programs and providing a range of VET courses to adult learners. The extent and scope of ACE providers vary across states and territories, influenced by each jurisdiction's history, level of support, policy direction, and overall commitment.

The ACE sector plays a significant role in positively contributing to the socio-economic status of our communities and offers accessible lifelong learning opportunities that respond to the needs of adults within local communities. ACE provision includes formal

vocational and education training (VET), adult basic education (foundation), as well as personal interest learning (enrichment). ACE programs offer vital support to the 1 in 7 Australians whose literacy skills prevent them from completing everyday tasks.

The ACE sector adopts a learner-centred focus and serves as an enabler of inclusive learning. ACE recognises that there is no 'traditional student'; rather, there exists a spectrum of learners with diverse needs and preferences, necessitating a learner-responsive pedagogical design.

ACE revolves around learning approaches that actively engage adults in the process, fostering personal, social, and intellectual development. It employs adult learning principles that empower learners to take ownership of the learning process through active participation, hands-on learning, real-time demonstration of skills, co-learning via shared tasks, and reflection on their experiences. This reflection includes changes in their perceptions, goals, confidence, and motivations for future learning.

ACE providers are community-owned and managed, not-for-profit organisations with adult education as their primary focus. They maintain extensive networks within their local communities, particularly with social service providers.

## 5. Why Lifelong Learning Matters

As we reflect on our history and look to the future, we recognise the critical role lifelong learning plays in addressing the challenges of a rapidly evolving workforce, climate change, social and political upheaval, and demographic shifts such as ageing populations and regional population changes. Lifelong learning is not only a tool for personal growth and economic resilience, but also essential for fostering civic engagement, democratic participation, and the understanding of human rights.

In October 2022, during the Transforming Education Summit in New York, Australia reaffirmed its dedication to inclusive and equitable quality education by presenting its [National Statement of Commitment to Transform Education](#). This statement underscores Australia's efforts to meet the Sustainable Development Goals (SDGs) especially [SDG 4](#), which aims to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all.

The commitment highlights Australia's focus on continuous improvement and targeted actions to transform education, ensuring that all individuals have access to quality learning experiences. This includes promoting both excellence and equity within the education system, as outlined in [national educational goals](#).

Our rapidly changing world calls for opportunities to learn throughout life, for individual fulfilment, social cohesion and economic prosperity. International evidence from UNESCO's [Institute for Lifelong Learning](#) (UIL) highlights the transformative power of lifelong learning to improve health and wellbeing outcomes, enhance economic participation, and foster stronger, more inclusive communities. Similarly, an article in UK publication FE Week warns that leaving adults behind in the AI revolution risks

widening inequalities<sup>1</sup>, urging immediate investment in adult education to equip individuals with the skills necessary for the future workforce.

Our commitment means advocating for policies and practices that ensure all Australians, regardless of background, have access to lifelong learning opportunities. It means addressing barriers such as financial constraints, geographical isolation, and systemic inequities that prevent many from fully participating in learning. It also requires flexible and inclusive approaches to education that cater to the unique needs of adult learners, including those second chance learners returning to learning later in life, those navigating career transitions, and those pursuing personal growth.

We need to reimagine lifelong learning to embrace its potential as a tool for social justice. Adult learning plays a crucial role in reducing inequality, fostering civic participation and democracy, and building social cohesion. Through education, individuals gain the skills and confidence to participate fully in their communities and advocate for their rights and better understand their civic responsibilities. In turn, communities become stronger, enriched by diverse perspectives and collective knowledge.

It is also about expanding learning environments. Traditional classrooms are no longer the sole domain of education. Lifelong learning takes place in neighbourhood houses, community centres, libraries, outdoor locations, workplaces, and digital spaces and more. By expanding where and how people learn, we can ensure lifelong learning remains accessible, relevant and responsive to diverse needs.

Lifelong learning does more than empower individuals, it drives innovation, economic resilience, and sustainability. It equips individuals with the skills needed to adapt to changing industries, fosters entrepreneurial thinking and enables communities to tackle complex challenges collaboratively.

By framing lifelong learning as a tool for empowerment, equity, and adaptability, we can address pressing socio-economic and environmental challenges - while nurturing hope, and a more sustainable future for all.

In the current state of global socio-economic challenges, lifelong learning has a critical role to play in fostering resilience, adaptability, social inclusion and equity. Here's how it contributes:

### **5.1 Upskilling for Workforce Transformation**

- Lifelong learning equips individuals with the skills to adapt to technological advancements, such as AI, automation, and the green economy.
- It supports transitions into emerging industries, reducing the risk of unemployment in declining sectors.

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<sup>1</sup> <https://feweek.co.uk/its-dumb-to-leave-adults-lagging-in-the-ai-revolution/>

## 5.2 Reducing Inequality

- Accessible education and training throughout life can bridge gaps for marginalised communities, fostering social mobility and reducing disparities.
- Programs designed for second-chance learners or those without formal education can unlock opportunities for sustainable livelihoods.

## 5.3 Enhancing Community Resilience

- Lifelong learning in community settings builds local knowledge and networks, fostering collective solutions to challenges like climate change, housing, and healthcare.
- Intergenerational and place-based community learning strengthens social cohesion and shared responsibility.

## 5.4 Promoting Well-Being

- Beyond economic and employment benefits, learning improves mental health, confidence, and purpose.
- Creative and cultural learning fosters connection and belonging, helping to counter isolation and burnout.

## 5.5 Supporting Civic Engagement and Human Rights

- Lifelong learning strengthens civic literacy by helping people understand their rights, responsibilities, and the systems that shape their lives.
- It enables informed participation in democratic processes, advocacy, and community decision-making, particularly for those whose voices are often excluded.
- This capability is essential for advancing human rights, social justice, and democratic resilience in times of economic, social, and environmental change.

## 5.6 Sustaining Growth in Crisis

- During economic downturns or disruptions, continuous learning helps economies pivot by enabling workers to retrain, adapt and redeploy efficiently.
- Lifelong learning strengthens the foundation for innovation, entrepreneurship, and long-term recovery.

## 5.7 Advancing Sustainability and Climate Action

- Lifelong learning equips individuals and communities with the knowledge and skills to address climate change, extreme weather events and disasters, energy transitions, and environmental sustainability.
- Education for sustainable development fosters green skills, including renewable energy, circular economy practices, and climate adaptation.

- Community-based learning initiatives empower people to adopt sustainable lifestyles, advocate for climate action, and contribute to a just energy transition.

## 5.8 Unlocking the Transformative Power of Joy and Creativity

- Lifelong learning is not only about economic survival and adaptation but also about creativity, curiosity, and the joy of learning itself.
- These dimensions are especially important in uncertain times, supporting wellbeing, hope, and a sense of agency to counterbalance stress and instability.
- Learning is a lifelong journey that enriches individuals, communities, and society.

## 6. ALA recommendations

To ensure Australia is equipped to meet the many current and future challenges, ALA proposes the following recommendations:

### 6. 1. Develop a National Lifelong Learning Policy Backed by a Twenty-Year Plan

A national lifelong learning policy, supported by a comprehensive twenty-year plan, is essential. Australia, as one of 193 countries committed to the 2030 Agenda for Sustainable Development (SDGs), aligns with SDG 4, which emphasises inclusive and equitable quality education and lifelong learning opportunities ([UN SDGs](#)). Lifelong learning communities enhance productivity, well-being, and social inclusion. According to the OECD, lifelong learning fosters “a society of individuals motivated to continue learning throughout their lives” ([OECD, 2019](#)).

Resilient and equitable lifelong learning communities must be established to meet the evolving demands of the modern workplace and society, enhancing productivity and empowering individuals. However, significant challenges persist, particularly regarding equity, as an individual's motivation or ability to learn is influenced by social, cultural, or economic circumstances.

Lifelong learning communities cultivate a culture of learning, strengthening pathways to further education and well-being through collaboration, engagement, and advocacy. They position learning as an activity that occurs anywhere, not just in formal settings, and mobilise resources to foster empowerment, social inclusion, prosperity, and sustainability through learning.

Elevating lifelong learning to a national priority requires a whole-of-government approach, integrating informal, non-formal, and formal learning. A strong commitment to lifelong learning, supported by a comprehensive, whole-of-government strategy, can foster a more inclusive system, supporting at-risk groups facing economic and social polarisation, particularly adults with low literacy, numeracy, and digital skills.

**Action:** Establish a National Lifelong Learning Policy with a twenty year implementation plan, overseen by an interdepartmental/cross-ministerial mechanism including DEWR, Education, Home Affairs, Social Services, Health, Disability and Ageing, and Youth. Include ALA on advisory panels to ensure coordinated and inclusive lifelong learning policy.

## 6.2. Undertake Research in Key Priority Areas

Establish research priorities that drive evidence-based policy and practice to support lifelong learning and enhance opportunities for adult learners. This research will provide the evidence necessary to guide policy decisions, program development, and funding allocation to optimise access to adult education.

Suggestions include:

### 6.2.1 National ACE Scan

A national survey of ACE programs to map their reach, capacity, and impact, addressing gaps identified in the National Foundation Skills Strategy 20205-2035<sup>2</sup>. The research will evaluate the sector's ability to foster lifelong learning and create pathways to work and further education. Findings will inform targeted strategies, funding, and policy decisions to enhance access to ACE and support the development of adult basic education and lifelong learning opportunities.

### 6.2.2 Evaluate ACE and TAFE Collaboration

Research how ACE complements TAFE and VET programs, particularly in regional, rural, and disadvantaged areas, to support transitions into education and work. The study will assess ACE's unique contribution to vocational and higher education, ensuring programs align with the needs of learners and the workforce. Findings will help shape future collaborations and policies that integrate ACE, TAFE, and VET, strengthening pathways and opportunities for all learners.

### 6.2.3 Health, Wellbeing, and Social Benefits of ACE

Quantify ACE's impact on mental and physical health, social cohesion, and community resilience. This work will provide concrete evidence to inform policy and program development, demonstrating how learning in ACE settings strengthens individual well-being and builds connected, resilient communities. The importance of such research is underscored by events like the recent Bondi shootings, which highlight the value of informed, prepared, and engaged communities.

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<sup>2</sup> <https://www.dewr.gov.au/national-skills-agreement/resources/national-foundation-skills-strategy-20252035>, pg 5.

#### 6.2.4 Weather-Wise and Disaster-Literate Communities

Conduct research to understand how communities, particularly ATSI, multicultural, and linguistically diverse groups access and use weather and disaster information. Findings could inform the development of a “train-the-trainer” curriculum for neighbourhood house and community centre staff, providing adaptable content for local practitioners and linking to relevant local services and networks. Grounded in evidence, the curriculum will strengthen community disaster literacy, support risk reduction, and enhance resilience.

**Action:** Engage ALA in all research phases and provide resources to integrate diverse perspectives from across the adult education sector.

#### 6.3 Develop Accessible Professional Development for the ACE Sector

To ensure the sustainability of the ACE sector, ongoing professional development is essential for the workforce to stay current with evolving knowledge, skills, and roles. This is especially relevant to address shortages of qualified adult LLN educators and support both professionals and volunteers. The 2022 Senate Inquiry Report, [Don't Take It as Read](#), recommended ALA be funded for professional development, which remains unrealised.

**Action:** Provide funding for ALA to establish an online learning portal offering professional development, scholarships, and specialised training, particularly for adult educators in rural, regional, and remote areas.

#### 6.4. Support the Adoption of a Human Rights Act through Lifelong Learning

Integrating human rights and civic education into lifelong learning programs can equip individuals to engage confidently in democracy, foster advocacy and civic leadership, and promote understanding of fundamental rights, inclusion, and social cohesion. By linking human rights awareness with lifelong learning, Australians are empowered to participate fully in their communities, advocate for their rights, and contribute to stronger, more equitable, and resilient democratic societies.

Supporting the Australian Human Rights Commission's ([AHRC](#)) mandate and the Parliamentary Joint Committee on Human Rights' [recommendations](#) ensures education promotes equity, social cohesion, and a thriving democracy ([Parliamentary Joint Committee on Human Rights, 2025](#)). International frameworks reinforce this approach: UNESCO highlights education for human rights, civic engagement, and democratic participation as a core part of lifelong learning and social inclusion ([UNESCO, 2021](#)), while SDG 4 calls for inclusive, equitable, and quality education for all.

The Parliamentary Joint Committee has recommended a federal Human Rights Act alongside stronger human rights education and legislative oversight. ALA, as part of

over 150 civil society organisations, has joined the [Human Rights Act campaign](#) in the call for the adoption of a National Human Rights Act.

This aligns with the Joint Committee's recommendations and the AHRC's mandate, empowering Australians to engage fully in their communities, understand and advocate for their rights, and strengthen social cohesion and democratic resilience.

<p><b>Action:</b> Adopt the Human Rights Act and invest in lifelong learning programs that embed human rights education, civic participation, and democracy awareness.</p>
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## 6.5. Additional Strategic Recommendations

### 6.5.1 Support the Rollout of Learning Cities/Towns

Identify learner deserts and provide incentives to expand the development of Learning Cities/Communities across Australia. This initiative aims to expand Learning Cities and Communities across Australia, particularly in regions currently lacking lifelong learning opportunities. Building on successful examples such as Melton and Wyndham (Vic), Canning (WA), and Circular Head (Tas), it could be extended to aspirational towns and cities like Ballarat, Tamworth, and Wollongong.

Learning Cities foster community-wide lifelong learning, economic growth, and social inclusion. ALA will collaborate with the Australian Learning Communities Network (ALCN) to advance this work. Currently, there is no dedicated federal funding, and support relies primarily on local governments and community partners, highlighting the need for renewed national investment.

### 6.5.2 Foundation Skills for ATSI Prisoners

Partner with ATSI ACE providers to deliver non-accredited foundation skills programs for prisoners and post-release individuals. This initiative seeks to rebuild confidence, develop "learn-to-learn" skills, and support successful reintegration, addressing the overrepresentation of ATSI people in the prison population. It will also include funding for ACE formal and non-formal education programs for offenders on community-based orders, providing critical pathways for rehabilitation.

### 6.5.3 Amplify the Adult Learner Voice

Fund ALA to expand Adult Learners Week into a year-round program, amplifying voices of learners from marginalised groups. Sharing learners' stories and experiences will help inform education policy, promote equity, and strengthen civic capability, including in climate and disaster preparedness contexts.

Greater support for the ACE sector, alongside TAFE, VET, and university programs, is needed to ensure all adults have access to learning opportunities that empower them to exercise their rights and take control of their futures.

#### 6.5.4 Protect the Hybrid Financial System: Cash Matters

Develop legislation to safeguard cash access in a hybrid financial system, ensuring equitable financial services for vulnerable Australians. ALA submitted recommendations to the Mandating Cash Acceptance consultation to prevent exclusion and deepen existing inequalities.

**Action:** Invest in and expand lifelong learning opportunities across Australia, prioritising access, equity, and inclusion. This includes supporting Learning Cities in regions currently underserved, providing foundation skills programs for ATSI prisoners and those on community-based orders, amplifying the voices of adult learners, particularly from marginalised groups and ensuring equitable access to financial services in a hybrid cash system. Together, these actions strengthen community learning, social inclusion, civic participation, and pathways for personal and economic empowerment.

#### 6.5.5 International Commitments

Australia has obligations under frameworks such as the Global Report on Adult Learning and Education ([GRALE 6 report](#)). ALA contributed input into the GRALE 6 survey in collaboration with the DOE and DEWR. Australia's engagement is coordinated through the Australian National Commission for UNESCO within Department of Foreign Affairs and Trade (DFAT).

**Action:** Establish formal consultation processes with key stakeholders including ALA to ensure reporting, such as GRALE 6, reflects national expertise, experience, and priorities and supports adult education development, and demonstrates Australia's international commitments.

## 7. Rationale for Investment

ACE provides critical skills development for adults, addressing workforce shortages and improving employability, particularly among disadvantaged groups.

- **Social Inclusion:** Lifelong learning reduces inequality by creating accessible pathways for people from all backgrounds, including marginalised and second-chance learners, to participate in education and training ([UNESCO, 2022](#)).
- **Health and Wellbeing:** Evidence from UNESCO UIL and Australian studies highlights the positive correlation between adult education, improved mental health, and stronger community ties ([UIL GRALE 6](#)).
- **Social Justice and Equity:** Lifelong learning promotes social justice by addressing systemic barriers and creating opportunities for marginalised groups, including ATSI and culturally and linguistically diverse communities.
- **Civic Participation and Democracy:** ACE fosters active citizenship, understanding of rights, and engagement with democratic processes, building stronger, informed, and empowered communities.

- **Community and Environmental Resilience:** Lifelong learning enhances preparedness for climate impacts, disasters, and other societal challenges, supporting safer and more resilient communities.
- **Building a Lifelong Learning Culture:** Promoting lifelong learning across communities fosters adaptability, resilience, and innovation, ensuring Australia’s workforce and society thrive in a changing world. By embedding lifelong learning as a societal norm, we can enhance productivity, civic engagement, and individual fulfilment.

## 8. Conclusion

ALA’s 2026 pre-budget submission underscores that Australia’s future depends on investing in lifelong learning. Learning has no expiry date; it is the foundation for economic resilience, social cohesion, and individual empowerment.

Yet Australia’s adult learning system remains inequitable. Public policy focuses almost exclusively on TAFE, universities, and workforce training, leaving many Australians—particularly those most in need—without opportunities to re-engage in education through accessible entry points such as “learn to learn” programs, informal, and non-formal education. This entrenches disadvantage and increases vulnerability to unemployment, social isolation, and civic disengagement (UNESCO, GRALE 6).

ALA is committed to achieving effective learning outcomes for all Australians. We would welcome the opportunity to further collaborate with government and other sectors to expand access to education especially for disadvantaged and marginalised adult learners, so they can build better social and economic futures.

ACE is a vital investment in Australia’s future. To truly leave no one behind, the 2026–27 Federal Budget must prioritise lifelong learning to enhance employment, education, and training outcomes while strengthening social and civic life ([UIL, Lifelong Learning Benefits](#)).

Reimagining lifelong learning means shaping a future where education is accessible, inclusive, and transformative for all. In a rapidly changing world, ongoing learning opportunities are essential. Investing in ACE will create a more inclusive, skilled, and resilient nation, prepared for future challenges. We urge the Australian Government to place lifelong learning at the core of the federal budget and collaborate with ALA to make this vision a reality.

We look forward to further discussions on our proposed measures. With strong leadership from the Australian Government, we can reverse the decline in access to quality adult learning and community education, ensuring that all Australians can participate, learn, and thrive.

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