Towards an inclusive, equitable and sustainable Lifelong learning (LLL) system in Australia



### A starting point



We are inhabiting a pivotal moment — a moment where how we seek out information, listen, learn, think and act around collective and individual choices has the potential to shape our shared global/local futures. While it may well be a moment of risk; it is also one of rare opportunity.

Renewing and improving the architecture of our national and international political and economic systems is this generation's defining task. It will be a monumental undertaking, but an indispensable one.

The Global Risks Report demonstrates how high the stakes are."

Børge Brende, World Economic Forum President. (WEF2021b)

Source: World Economic Forum (WEF) (2021b), *The Global Risks Report 2021, 16th Edition. Insight Report.* WEF <a href="http://wef.ch/risks2021">http://wef.ch/risks2021</a>

We are now at a significant moment in time-globally and here in Australia: a time of 'polycrises', rapid changes and present and pending challenges.



But we're also at a time of amazing opportunity: where we have a unique advantage to learn the hard lessons from not only from the fault lines exposed by COVID and what preceded it – a changing world order with democracies and their institutions under stress and rising uncertainty accompanied by increasing inequality, vulnerablity & global fragilities.

'Transformation' is now a global buzz word. Now, at this moment, rather than a return to the 'old' normal, there's a global push for transformation of what went before- to redesign for more equitable, inclusive and sustainable futures.

To re-form democratic institutions, re-negotiate and re-craft social contracts and update practices accordingly

Equality, inclusivity and participation along with sustainability are central to this.

### Forces of change

Source: Woeffray, Olivier & Carvalho, Paul (2023), 'The future isn't what it used to be: Here's how strategic

foresight can help'. World Economic Forum. 6 February, 2023.

#### TYPES OF DRIVING FORCES Drive paradigm shift. While they often take time to form, they **MEGATRENDS** have strong, deep and long-lasting impact (e.g. climate change, urbanization) Gradual and long-term shift in the forces shaping the future of a nation, **TRENDS** region, industry or society (e.g. decentralization of energy grids, increasing use of biointerfaces, geopolitical fragmentation) First symptoms of change that may become significant in the WEAK SIGNALS future. While difficult to see now, it will have a big impact (e.g. ice free arctic oceans) Discontinuities and sudden events with a low probability of **WILDCARDS** occurrence, high impact and unexpected character (e.g. 9/11. COVID19) A critical driving force that points or could lead to alternative **UNCERTAINTIES** and contrasting evolutions or implications (e.g. the long-term impact of chat GPT)

#### RMIT Classification: Trusted

# Converging interests/differing world views?

"[We are moving] from a world of relative predictability ... to a world with more fragility – greater uncertainty, higher economic volatility, geopolitical confrontations, and more frequent and devastating natural disasters – a world in which any country can be thrown off course more easily and more often." (K. Georgieva, IMF MD)

"While these disruptions and crises require immediate response and action, they cannot solely be approached through the lens of crisis management. They are likely to be symptoms of deeper shifts and transformations.

In industry, nearly 40% of CEOs do not think their companies will be economically viable a decade from now if they continue on their current path and do not transform. Research also shows that 75% organisations are not prepared for the pace of change in and around their industry.

This should be a wake-up call, pushing us to deeply rethink how we operate, reimagine how we create, distribute and capture value – not only to survive and thrive but also to address the transformational challenges of the coming decades.

This is not only about the future, it is also about helping us do what we can and should do, here and now".

Source: Woeffray, Olivier & Carvalho, Paul (2023), The future isn't what it used to be: Here's how strategic foresight can help' World Economic Forum. 6 February, 2023

### 'Sustainability' and ...?







### Strategic Thinking

Source: Woeffray, Olivier & Carvalho, Paul (2023), 'The future isn't what it used to be: Here's how strategic foresight can help'. *World Economic Forum*. 6 February, 2023.





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# 'Our Common Agenda': Challenges in & for 'Education' and/or Lifelong learning

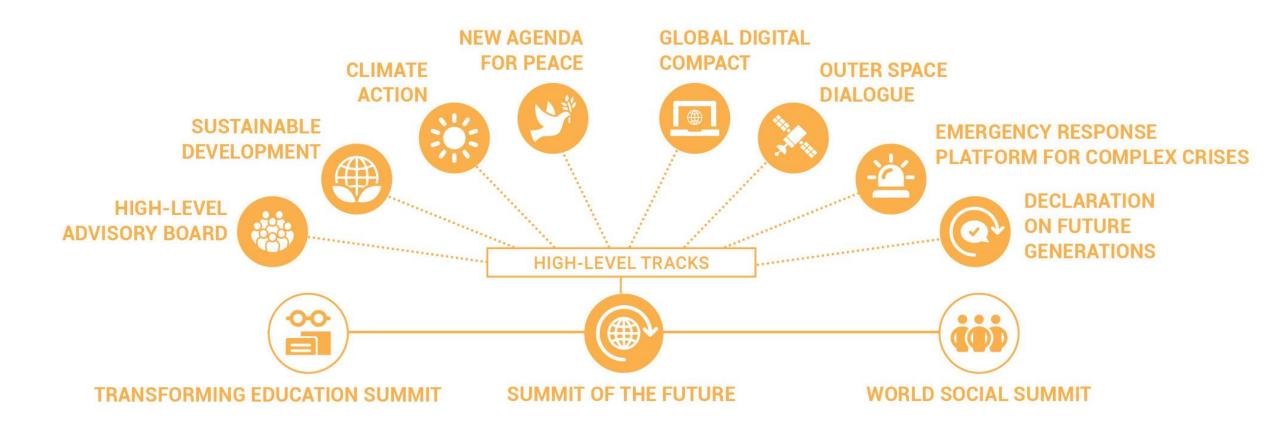


There is global congruence around crises & issues, tracking from the SDGs to CONFINTEA VII, the launching by the UN Secretary General of his report *Our Common Agenda* with its framework for action and call for renewal of social contracts between governments and their peoples, to the UN's Transforming Education Summit (TES) held in September 2021 and forthcoming regional/global events.

Within all the reports and plethora of evidence-based research, it is also agreed that progress in education globally was negatively impacted drastically by the COVID 19 pandemic; that **education is in crisis**.

### 'Our common agenda'

Source: (United Nations (UN) (2021), Our Common Agenda. Report of the Secretary General. United Nations, New York)



# We the peoples: a renewed social contract anchored in human rights

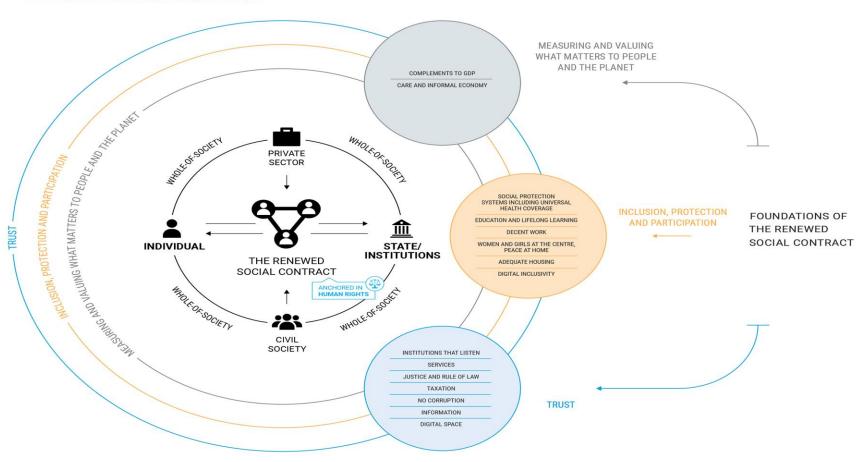
- "...We urgently need a renewed social contract, anchored in a comprehensive approach to human rights, in the light of the pandemic and beyond, one that allows many more actors to tackle increasingly complex and interconnected problems.
- I encourage States to forge a post-pandemic consensus on other measures that speak directly to the social contract. **Education** ... **and skills development** must better support people's capacity to navigate technological, demographic, climate and other transitions throughout their lives. I would urge **formal recognition of a universal entitlement to lifelong learning and reskilling, translated into practice through legislation, policy and effective lifelong learning systems.**
- **Decent work** opportunities for all are also needed for shared prosperity. With the nature and types of work transforming rapidly, this requires a floor of rights and protections for all workers, irrespective of their employment arrangements, as laid out in the ILO Centenary Declaration for the Future of Work".

Source: United Nations (UN) (2021), *Our Common Agenda. Report of the Secretary General.* United Nations, New York pp. 28-29

### A renewed social contract?

We the peoples: a renewed social contract anchored in human rights CHAPTER II

#### THE RENEWED SOCIAL CONTRACT



# Transforming Education: An urgent sociopolitical imperative for our collective future/s

### The Transforming Education Summit (TES)

"was convened in response to a global crisis in education – one of equity and inclusion, quality and relevance. Often slow and unseen, this crisis is having a devastating impact on the futures of children and youth worldwide.

The Summit provided a unique opportunity to elevate education to the top of the global political agenda and to mobilize action, ambition, solidarity and solutions to recover pandemic-related learning losses and sow the seeds to transform education in a rapidly changing world".

Source: https://www.un.org/en/transforming-education-summit

## Transforming Education: An urgent political imperative for our collective future.

The crisis in education, however, runs much deeper and goes beyond the challenge of equity and equality. Study after study, poll after poll, draw the same conclusion:

#### education systems are no longer fit for purpose.

Education transformation requires the collective commitment and action of visionary political leaders at all levels, parents, students, teachers, and the public at large. ...

A new approach from government requires a new approach from all of society, demanding transformative education."

A crisis in education affects us all; it demands rethinking the purpose and content of education in the 21<sup>st</sup> century.

Source: United Nations (UN) (2022), *Transforming education: An urgent political imperative for our collective future. Vision Statement of the Secretary General on Transforming Education.* United Nations Transforming Education Summit 2022, pp. 1,7).

# Australia's National Statement of Commitment to Transform Education

"Australia recognises the power of education to transform lives and, through targeted actions and continuous improvement, is committed to meeting Sustainable Development Goal (SDG) 4 as a global benchmark for ensuring inclusive and equitable access to quality education and *promoting* lifelong learning".

(Department of Education, Australian Government. 28 October 2022).



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### 'Education' in Australia: An Institution or systems &/or sectors?

Despite being something Australia has been acclaimed for, and presented as 'world class', for many years now there's been widespread recognition that our education & training systems — especially that of VET - are no longer fit for purpose, are not equitable and are in need of urgent reform, not tweaking. It is well time (over time) for a transformed institution of education in Australia, where all sectors are well integrated under a formalised lifelong learning framework.

A clarification: when I talk about the 'institution' of education, I am referencing education as an institution of the state; that is all four 'sectors' of education (ECE & schools, VET/TAFE, ACE/ALE & HE) and the synergies between them. Each and all are integral to the concept of lifelong learning. Many reports, researchers, inquiries, peak bodies and practitioners argue (as do I) that Australia should formalise LLL as an umbrella for the four sectors and their systems.

### Why 'VET' as a focal point?

- Despite the ubiquitous acronym, 'VET' is a shape shifter with multiple fluid meanings & purposes, dependent on who is defining, describing, organising, producing, delivering, using or selling 'it'.
- VET is global, regional, national and local; public and private; high on multiple agendas of each & all levels, for a variety of inter-related as well as disparate reasons.
- VET is highly complex, transgresses national & state/territory boundaries, portfolios and education sectoral 'boundaries': e.g. in Australia its 'naming' has gone from technical education to TAFE to VET then Skills & Training & now 'Jobs & Skills'.
- Where should it be located: in Education, with Science & Technology, Employment &/or 'Workplace Relations?
- It is both a common good/service, a commodity and an industry, with multiple 'masters'.
- VET encompasses education & training; formal, non-formal & informal learning, institutional, workplace & community learning sites. It's integral to lifelong learning in our rapidly changing worlds of life & work.
- While there are major reviews currently underway in the schooling sector and in HE (a University Accord), rather than a 'root & branch' review, in VET there's a plethora of consultations around selected 'segments' of its latest design, not its foundational assumptions or architecture.
- As a system &/or a sector, it has the most problematic foundations for, history of & approaches to equity and inclusion, often reflecting, reinforcing & reproducing seemingly entrenched societal inequalities.

# Setting parametres: Defining T/VET



Technical and vocational education and training (TVET) is understood as comprising education, training and skills development relating to a wide range of occupational fields, production, services and livelihoods. TVET, as part of lifelong learning, can take place at secondary, post-secondary and tertiary levels and includes work-based learning and continuing training and professional development, which may lead to qualifications. TVET also includes a wide range of skills development opportunities attuned to national and local contexts. Learning to learn, the development of literacy and numeracy skills, transversal skills and citizenship skills are integral components of TVET. (UNESCO GC, 2015)

## T/VET's dual responsibilities



T/VET has a dual responsibility – economic and social

- ensuring an ongoing and timely supply of adequately skilled workers to match the needs of a nation's labour force now and to meet future trends and demands,
- to facilitate access to decent work and participation in the labour force, including for marginalised and vulnerable populations and persons.
- In these ways & more, inclusive T/VET has the potential to enhance social inclusion and social-economic wellbeing of individuals from all walks of life, as well as contribute to productivity & national/regional/global economies.

### The Productivity Commission & (defining) VET

The Productivity Commission: "is the Australian Government's independent research and advisory body on a range of economic, social and environmental issues affecting the welfare of Australians. Its role, expressed most simply, is to help governments make better policies, in the long-term interest of the Australian community."

Objectives for vocational education and training (VET):

The VET system aims to deliver a productive and highly skilled workforce through enabling all working age Australians to develop and use the skills required to effectively participate in the labour market and contribute to Australia's economic future. To achieve this, the Australian, State and Territory governments aim to create a national training system that:

- is accessible to all working age Australians
- meets the needs of students, employers and industries
- is high quality.

#### (watch this space for 'transformation, post the Joyce review?)

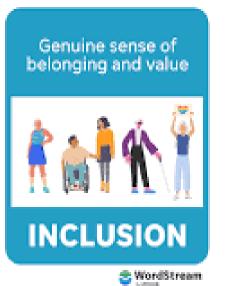
Productivity Commission (2023), Report on Government Services 2023. Annual report series. Childcare, education and training (Part B), Section 5. Vocational education and training. 7<sup>th</sup> February, 2023. Productivity Commission, Australian Government.

### Equity, inclusion & diversity: words count









### National Strategy to Achieve Gender Equality

"We are developing a National Strategy to Achieve Gender Equality in Australia.

Gender equality is at the heart of the Australian Government's vision for a better future.

The Government is committed to restoring Australia's leadership on gender equality and is developing a National Strategy to Achieve Gender Equality (the Strategy) to drive this ambition.

The Office for Women is developing the Strategy in consultation with people around Australia. Consultations will focus on ensuring that the diverse voices of women and girls are heard and included.

The National Strategy to Achieve Gender Equality will be released in the second half of 2023, to allow time to work with stakeholders and hear from the community about their priorities.

The Strategy will guide whole of community action to make Australia one of the best countries in the world for a gender equal society. It is an important mechanism to elevate and prioritise actions that will achieve gender equality.

The Strategy will support the work of similar state and territory plans and complement other efforts across the Government to achieve gender equality."

Australian Government, Department of Prime Minister & Cabinet (PMC)

https://www.pmc.gov.au/office-women/national-strategy-achieve-gender-equality

## National Skills Agreement: Vision & Principles Agreed by Skills Ministers & andersed by National Cabinet 21st August

Agreed by Skills Ministers & endorsed by National Cabinet 31st August 2023

- "... Recognising the key role the VET sector plays in providing strong economic & social outcomes for Australians, all governments commit to working in partnership to negotiate a National Skills Agreement which:
- provides critical and emerging industries at a national, state and local level with the skilled workers they need and secures a domestic workforce to deliver on current and future priorities
- supports training providers to deliver quality education and training, with a modern and responsive TAFE at the heart of the VET sector including by upgrading TAFE facilities, prioritising wrap-around supports for priority groups, supporting a quality teaching workforce and strengthening collaboration with industry and unions
- ensures that all Australians particularly women, First Nations Australians, young people, mature age Australians, those experiencing long-term unemployment, people from culturally and linguistically diverse communities, people with disability, and regional and remote learners have access to the education, training and support needed to obtain well-paid, secure jobs

Continued

### NSA Vision & principles(Cont'd)

- ensures that no Australians are left behind as the Australian economy transitions and adapts to structural change, including by providing opportunities for life-long learning and foundation skills development
- supports informed decision-making for students, workers, employers and governments through skills and labour market analysis informed by Jobs and Skills Australia, access to relevant career information and improved transparency
- pursues greater national consistency where beneficial to ensure access, equity, and transparency, while providing states and territories with appropriate flexibility and autonomy to deliver national, state and territory priorities; is clear and simple; and reflects genuine tripartite engagement with the sector on reform."

Australian Government (2022), *National Skills Agreement: Vision and Principles*. 31st. August 2022. Department of Employment and Workplace Relations, Canberra.

https://www.dewr.gov.au/skills-reform/national-skills-agreement-vision-and-principles



Butler, Elaine & Ferrier, Fran (2023), A fair go for all? Equity frameworks and landmark documents in Australian vocational education and training, VET Knowledge Bank, NCVER,

Adelaide <a href="https://www.voced.edu.au/vet-knowledge-bank-landmark-documents-equity-access-">https://www.voced.edu.au/vet-knowledge-bank-landmark-documents-equity-access-</a>

historical-overview.





Butler, Elaine & Ferrier, Fran (2023), A fair go for all? Equity frameworks and landmark documents in Australian vocational education and training, VET Knowledge Bank, NCVER, Adelaide, <a href="https://www.voced.edu.au/vet-knowledge-bank-landmark-documents-equity-access-historical-overview">https://www.voced.edu.au/vet-knowledge-bank-landmark-documents-equity-access-historical-overview</a>

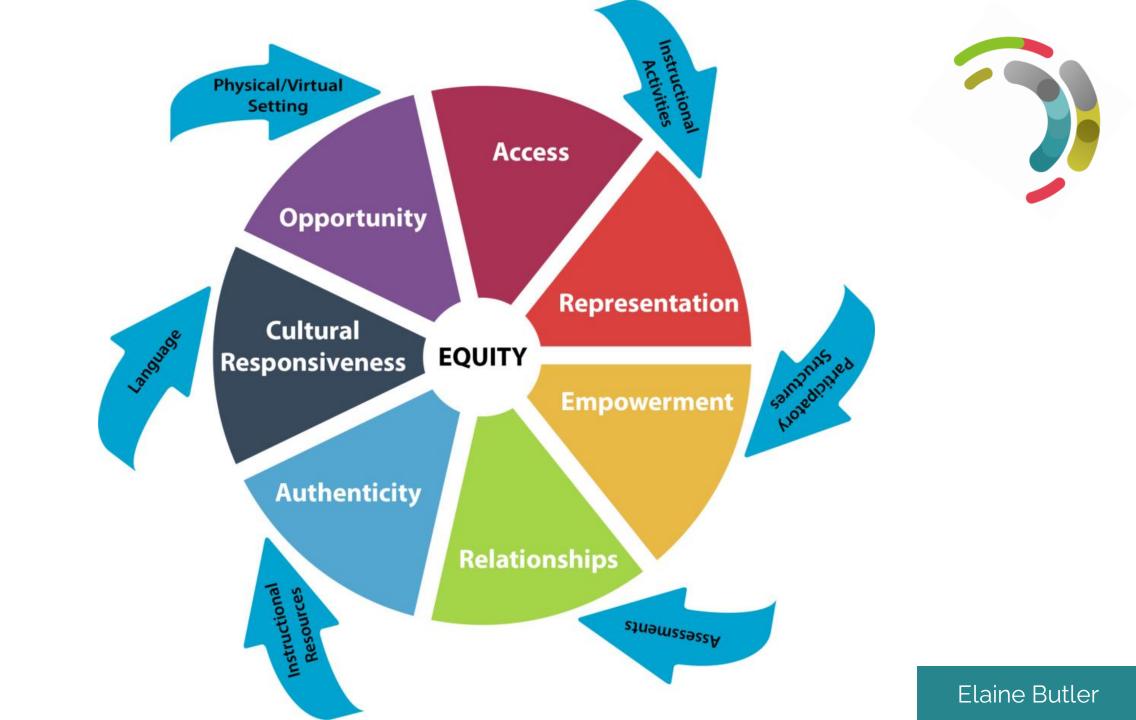
- Equity & Access with/in VET: Definitional dilemmas
- 2. Scoping Australian VET: Name games, reform waves & policy interventions
- 3. The first wave: from Kangan & TAFE to the emergent national system
- 4. National coordination: early developments in the ANTA era
- 5. ANTA's second national strategy

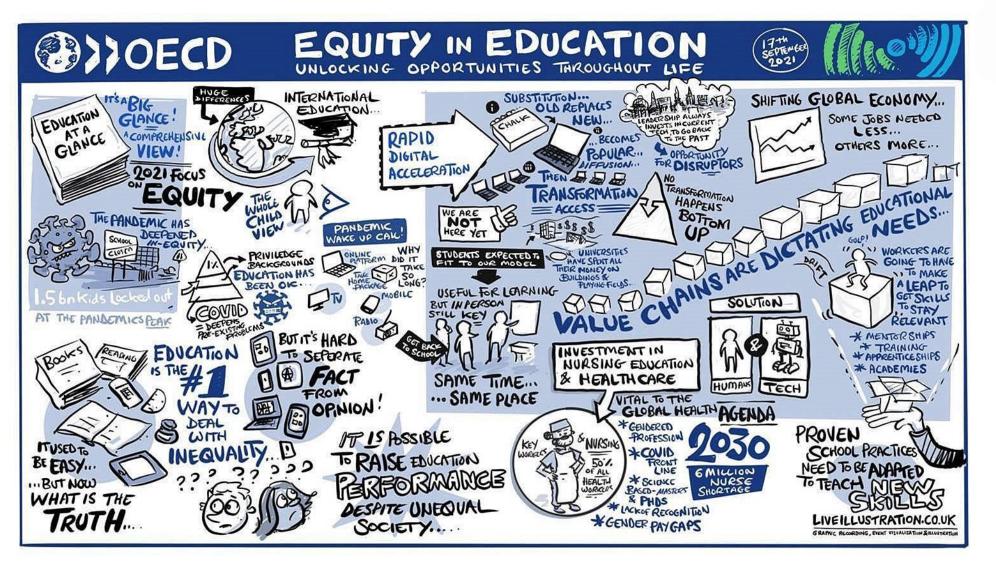
- 6. A shifting context for equity in VET
- 7. Where to next? The demise of ANTA & the post ANTA era
- 8. Shifting reform agendas: VET, skills and jobs
- 9. Uncertain times: towards a new social contract?
- 10. An equitable & Inclusive VET? Some thoughts

### Why equity?

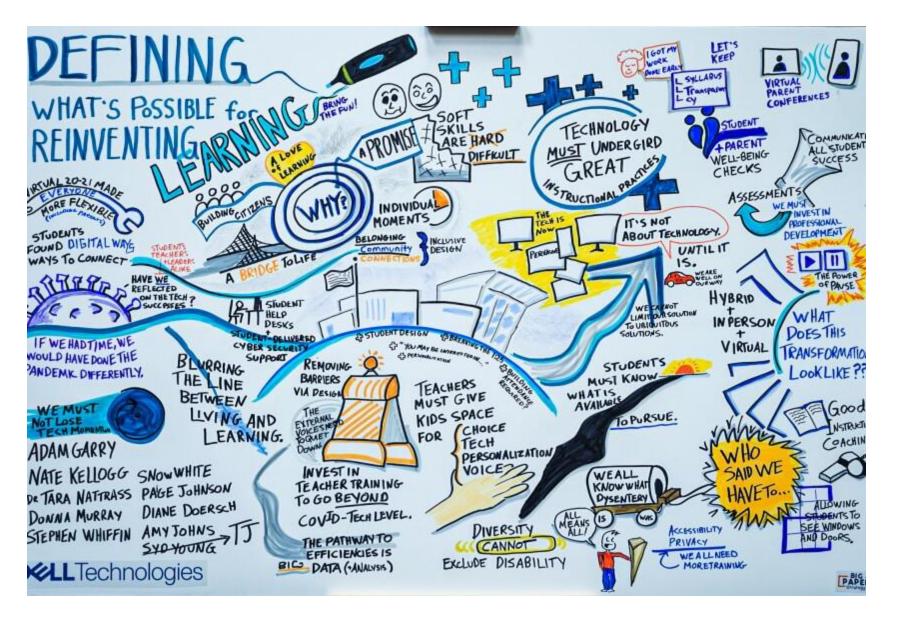


- Equity is central to and in all global agendas for transformation
- Equity in education and training is fundamental to an egalitarian, democratic nation.
- As a concept it is ill defined, a 'tricky concept', most often an 'add on', considered 'a cost' & applied in utilitarian ways that shift to coalesce with prevailing economic/political and ideological agendas
- Access is only one component of the broader concept of equity
- The inability to agree on a (transformative, inclusive) definition & embed equity in education will ensure we will continue to make little or no progress in keeping the promise of an equitable & inclusive education and training system that leaves no-one behind.

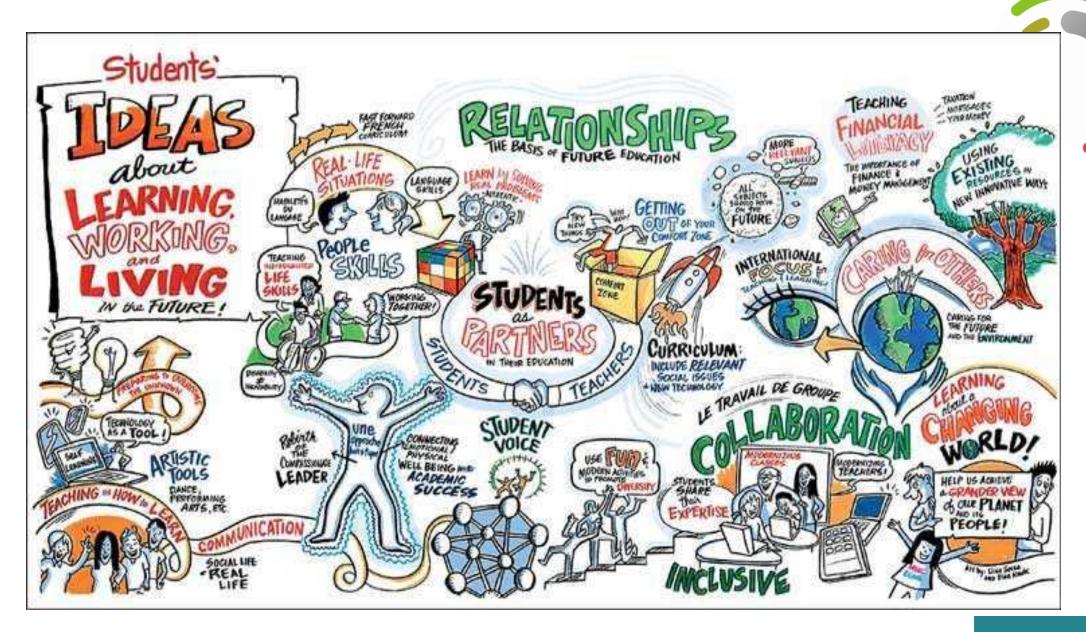












### **Economic Reform Waves & Equity Manoeuvres in VET**

Prior to the COVID-19 pandemic Berger-Thomson et al (2018) identified three broad thematic economic reform waves that influenced the course of the Australian economy over the past 40 years. These have been used in "A fair go for all?" as a framing device to track equity frameworks and the impact of 'landmark' documents based on their understandings of equity in VET for almost 5 decades

- 1. <u>Macroeconomic stability</u>: largely comprised reactive reforms aimed at improving macroeconomic stability concentrated in the 1970s & early 1980s, although financial reform continues
- Microeconomic reform: Reforms in the second wave were more premeditated & largely aimed at raising efficiency of the domestic market. This began in earnest in the late 1980s & was particularly intensive during the 1990s.
- Monetary and fiscal policy developments: The third wave focused on the government sector, particularly through measures to improve fiscal sustainability and revise tax and spending policies. Though more prominent since the 2000s, changes of this type have occurred throughout the reform period. (Berger-Thomson et al, 2018:p.2, cited in Butler & Ferrier 2023)

### Towards an 'Equitable inclusive VET' (2010)

An idea emerging from equity achievements coupled with the latest thinking about equity, diversity and inclusion is 'equitable and inclusive VET'. This provides the basis for a vision from which NVEAC could determine intermediate and end goals to work towards and against which it could measure progress. For instance, an equitable and inclusive VET system would:

- Contribute to the economic prosperity of the nation, of individuals within it and of its communities, industries and enterprises.
- Contribute to social harmony and inclusion throughout Australia.
- Welcome and embrace diversity and actively demonstrate its commitment to diversity in all that it does.
- Join with external organisations, agencies and other partners to encourage participation among all sectors
  of the community and to support learners, ensure their success and smooth transitions to further study
  and/or employment.
- Strive to ensure that its learners enjoy, learn and achieve success through their VET experience.
- Listen to its learners as well as to governments, communities, industries and employers to learn where improvements are needed.
- Ensure that all those who would benefit from participation in VET are able to participate and have the resources and supports they need to succeed.

Four broad strategies: Strengthening Lifelong Learning, Improving the Learner Experience in VET, Motivating VET Providers, Developing the VET workforce.

Ssource: North, Ferrier & Long 2010, pp.9-11, cited in Butler & Ferrier (2023:pp. 38-39).

### **Equity in VET: A definition**

National VET Advisory Council (NVEAC) (2011) Equity Blueprint 2011-2016

Equity is concerned with enacting the principle of fairness. It takes account of the fact that people and their life circumstances are not the same and that these should not limit or determine their opportunities to achieve similar outcomes.

Life circumstances include the social, cultural, financial, physical, health, gender and language differences that individually and collectively distinguish different groups of people.

In vocational education and training (VET), equity involves designing systems and processes that meet diverse learning needs and which ensure that who learners are and their life circumstances are not the determining factors in their:

- (i) access to VET
- (ii) VET participation and experiences
- (iii) VET outcomes, such as further education and training, employment or community participation

Source: NVEAC: 2011a, p.3 cited in Butler & Ferrier: 2023, p.3)

### In retrospect ...

The origin story of vocational education as work-related learning (or training) in Australia has a very long tail that continues in its foundational assumptions.

The Kangan era established a basis for a 'fair go', with a proactive agenda of outreach & inclusion shaping delivery and practice in TAFE. A focus on women in TAFE led to the first National Action Plan (1991) & in turn shaped the first national equity strategy: National Women's Vocational Education Strategy (1996) that in turn became an exemplar.

Excluding educators as experts & active stakeholders in the formation of the NTRA has had a lasting (negative) impact.

A critical opportunity was missed by ANTA's decision to first get the system right, then do equity.

While equity-related activities through the ANTA era produced an invaluable archive of research, projects, policies and national equity strategies, it was the all too brief 'NVEAC' period (November 2009 to April 2014) that almost produced a 'golden age' for equity in VET.

Since then, apart from maintaining a focus on Aboriginal & Torres Strait Islander peoples and people with disability, equity issues have been diminished. Until now, perhaps?

Lifelong learning remains elusive, to the detriment of learning pathways & to the ACE sector.

Elaine Butler

- These last five decades encompass an intense period of continual reform in VET. As this
  review demonstrates, this period resulted in a vast and rich depository of knowledge and
  practice-based evidence about equity in and for VET.
- Together, the collection of evidence illustrates the on-going tensions between VET's economic and social agendas, to the relative detriment of the latter.
- Approaches to and implementation of equity strategies have been piecemeal, rarely if ever a central concern for VET, and, as 'non-core business', equity's fortunes have waxed and waned.
- The variety of 'experiments' in the name of equity have resulted in a rich and informative collection of documents, an evidence base ready for analysis of approaches, processes, impacts (positive & many negative), unexpected results & useful insights.
- Without a coordinating body with oversight of and high-level policy advice about embedding and enacting equity as a core principle in the VET system, attention to it has become decentred, fragmented the topic rarely interrogated.
- The increasing demise of equity in VET is apparent in the literature over the last two decades.
- A new approach that caters for intersectionality including gender is required to escape the limitations of 'cohort' approaches
- Despite all that has transpired equity in the VET system remains 'yet-to-be-finished business'.

## Butler & Ferrier (2023) 'A fair go for all?...' What did we learn?

- Equity' has always been and remains a problematic concept in vocational education and training (VET) in Australia, as the evidence in this review will demonstrate, making the identification of documents worthy of being designated 'landmark' a challenge.
- Policy change and implementation in VET has been messy, somewhat unpredictable and mostly evolutionary with governance, policy frameworks and provision linked with the economies, politics and value systems of the time.
- While notions of fairness alongside racialised, gendered and class-based discourses can be traced back to the origin stories of what we now call VET, the positioning of 'equity' has always been and remains nebulous.
- Our history and archives are an invaluable source of knowledge both successes and especially failures.
- Research, knowledge sharing networks and sustained evidence-based advocacy and activism are critical components for policy development and systemic transformation

# Where next/now, in the name of equitable & inclusive & sustainable LLL systems in Australia?

With the Australian Government's vision that appears to be unfolding through a suite of inter-related cross portfolio change agendas – for those of us with an interest in capital "E" education, this is our moment, now.

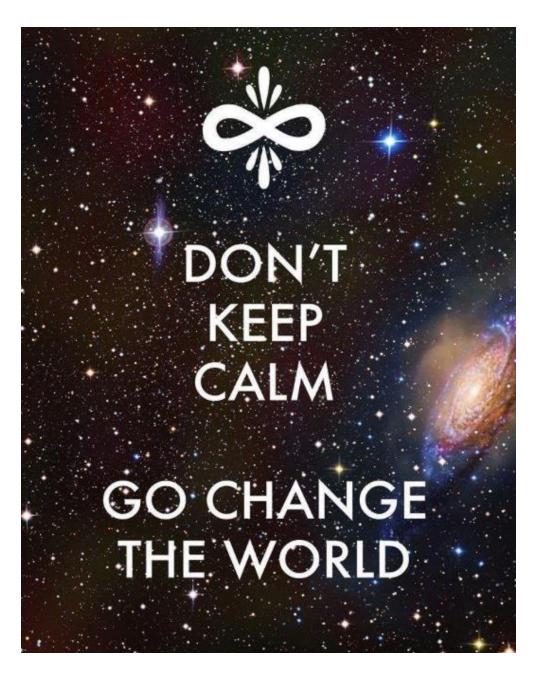
The reforms in education & 'skills' are unfolding through different mechanisms (and portfolios), which does not auger well for a comprehensive review and transformation of the institution into a more integrated whole, rather than a focus on change specific to and in the respective sectors.

This will be difficult and time consuming work for the new Government; it will be hotly contested by regimes of power that ultimately require urgent rebalancing beyond traditional concepts of tripartite-ism.

Despite the uncertain futures that confront us, this current epoch of significant change presents opportunities for a new global social compact, a new social compact for education, and a new Government.



It may be that this is the moment for transforming education and training in Australia into an integrated institution around the concept of lifelong learning (LLL) including VET that has equity at its centre - an inclusive, equitable and sustainable VET and skills system for the benefit of all Australians.





## Thank you.

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