Insights for a Resilient & Sustainable VET Workforce

VET Workforce Project Stream 1 ReportMay 2025





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Executive summary

As the Jobs and Skills Council for the agribusiness, fibre, furnishing, food, animal and environment care industries, Skills Insight works closely with industries that have a large proportion of their workforce located in regional, rural and remote Australia. Across these areas, the Vocational Education and Training (VET) sector faces specific challenges in growing and sustaining a workforce.

In contributing to the goals of the <u>VET Workforce Blueprint</u>, Skills Insight's project focuses on gaining a deeper understanding of the challenges in attracting and retaining VET educators in regional, rural and remote locations, and collaborating with training providers and industry on potential solutions.

This report presents the findings from the initial stages of Skills Insight's VET Workforce Project and outlines recommendations to shape future work. The project has been designed to be undertaken in three streams, with this report outlining findings from Stream 1 of work and identifying priorities for streams 2 and 3.

Through qualitative research and consultations with registered training organisations (RTO) and industry, Stream 1 aimed to:

- understand the characteristics of the VET workforce
- identify key workforce challenges impacting RTO viability and training delivery
- explore industry-focused solutions to enhance workforce sustainability.

Key findings

Findings indicate that attraction, retention, and succession planning alone may not resolve workforce shortages. Structural barriers affecting training delivery and workforce viability may also need to be addressed. The primary challenges identified include:

Administrative burden – excessive compliance and regulatory requirements reduce efficiency, making RTO operations less viable and difficult to manage, creating unsatisfying work and therefore hindering workforce attraction.

Funding constraints – inconsistent and unpredictable funding models increase the difficulties for RTOs to invest in workforce development and training delivery.

VET workforce skills shortages – staff shortages impact course delivery, teaching hours, the capacity to maintain industry partnerships, and overall RTO viability.

Misrepresentation and system complexity – opportunities and challenges in the VET sector are often misunderstood or overlooked. Employers and RTOs alike can struggle to navigate the system, leading to misaligned expectations and missed opportunities for collaboration.

Industry Connections – strengthening employer and enterprise involvement in VET is essential for addressing skill gaps and developing clear workforce pathways.

Geographic and climate challenges – regional, rural, and remote locations face severe workforce shortages, much higher delivery costs and limited access to qualified trainers and education facilities.

Impact on RTO viability and workforce sustainability

These factors significantly impact:

- skills shortages and RTO viability, affecting the ability to deliver high-quality, industryrelevant training
- the role of industry-led initiatives in expanding alternative training models and career pathways for VET educators
- the attraction and retention of VET professionals, particularly in regional areas
- the development of a sustainable workforce pathway to meet future industry demands.

Potential solutions and next steps

Given the challenges outlined in the Stream 1 findings as summarised above, it is proposed that Skills Insight's VET Workforce Project will explore how enterprises and industry can participate in efforts towards growing the VET workforce, particularly in regional, rural, and remote areas. However, the success of these efforts will depend on other actors in the VET sector simultaneously addressing systemic barriers related to funding, administrative burden, and employer engagement in the VET system.

One of the biggest challenges in gaining enterprise involvement is that many employers struggle to see the value in engaging with the VET system due to its complexity, inefficiencies and lack of access to training delivery. Simplifying pathways for enterprise participation in training and workforce development is an important factor to building industry involvement in sustainable VET workforce solutions.

This report provides key recommendations and next steps to:

- strengthen industry engagement by simplifying pathways for industry professionals to become trainers
- expand co-delivery models and employer-led training hubs
- develop pilot programs that demonstrate successful industry-supported workforce solutions
- advocate for policy recommendations to improve funding stability and regulatory alignment.

By fostering collaborative arrangements with enterprises, the VET workforce can be bolstered to become more resilient, accessible, and ready to meet the evolving needs of learners and industries alike.

Background

"Measures to Strengthen the VET Workforce" is one of seven policy initiatives outlined in the National Skills Plan 2024 (Department of Employment and Workforce Relations [DEWR]). Growing and supporting a quality VET workforce is seen as essential to ensure the long-term sustainability of the sector.

Approximately 4,000 RTOs (representing a variety of RTO types: public, private and enterprise-owned) operate across Australia. They deliver more than 2,000 nationally recognised qualifications (Jobs and Skills Australia, 2023).

Key focus areas of the National Skills Plan are:

- "Increasing availability and accessibility of training in regional and rural areas for critical minerals processing, agriculture, clean energy and logistics."
- "Expanding RTO integration with government, industry and unions to attract, skill and employ workers and to strengthen career-long pipelines."

Following the National Skills Plan, the VET Workforce Blueprint (DEWR, 2024) provides a roadmap for national, local, training provider and industry action to support and grow a sustainable VET workforce:

"The VET Workforce Blueprint has recognised that the VET workforce is under pressure. The number of positions is growing and will continue to grow, yet the supply of workers is already not keeping up with demand. This is especially true for VET teachers, trainers and assessors. This imbalance between demand for staff and supply is affected by several challenges facing the workforce."

According to findings in the JSA VET Workforce Study (undertaken by Jobs and Skills Australia, May 8, 2024), these challenges include:

- Existing VET Workforce data is limited.
- There is strong alignment between high enrolment qualifications and occupations rated in skills shortages which has led to high and growing demand for VET teachers. However, VET teacher numbers have shrunk by between 11-18% over the last decade.
- The most distinctive demographic aspect of the workforce is that it is older and aging. This is even more pronounced for the "Teach, Train and Assess" workforce. Australia needs a high performing VET system that aligns with the diverse student cohort it serves. We know that the VET workforce is older and aging, but better data is still needed to manage this risk and secure a sustainable workforce supply in the future.
- Training providers are struggling to attract suitable applicants to fill teacher vacancies, with a lower vacancy fill rate than in universities, secondary and primary schools.
- The availability of trainers and assessors is shrinking but is not particularly targeted at new entrants. Completions in the key teaching credential, the Certificate IV in Training and

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Assessment, have fallen by almost 25% since 2016. However, this isn't impacting supply as drastically as expected because almost 70% of graduates are doing the qualification for their existing job.

- Student outcomes survey data shows that only a small proportion of graduates are using the Certificate IV in Training and Assessment to transition into VET teaching roles.
- Migration pathways are barely used for VET teachers due to constraints of dual qualifications. There are some VISA options available, but they could offer a fruitful source of supply for VET teachers.
- The VET workforce is more highly qualified than the Australian workforce but there are key data gaps due to the dual professional status of VET teachers, trainers and assessors (i.e.: they are professional educators as well as experts in their own fields).
- There is a diversity issue in the VET workforce.
- The VET workforce is more casualised, slightly higher paid and less award dependent than the Australian workforce, but not when compared to their teaching counterparts in other education sectors or industry vocations prominent in VET.
- There is a 16% gender pay gap in VET.
- The VET teaching profession experienced a higher rate of workforce attrition compared to the national average in the eight years leading up to 2018/19. Additionally, those who left the profession transitioned into roles with greater salary increases than those entering VET teaching
- There is not much career transition in and out of VET teaching, but where there is it is generally to and from other kinds of teaching, especially secondary school teaching.
 However, there is some evidence of transitions within the sector from VET teaching into leadership positions.

Given these challenges, Stream 1 of this project has undertaken qualitative research and RTO and industry consultations, to further understand the VET workforce and its dynamics across each of the following industries:

- animal care and management
- aquaculture and wild catch
- broadacre cropping
- ecosystem management, conservation, landscaping and gardening
- horticulture
- livestock farming
- meat, poultry and seafood processing
- racing and breeding.

Objectives

This project requires taking a systematic approach, unpacking key components of the VET sector to understand how multiple factors such as funding structures, trainer qualifications, regional and remote training delivery and RTO and enterprise connections interact with and influence the VET workforce landscape.

The multifaceted challenges within the VET workforce necessitate an examination of both structural and operational factors contributing to VET workforce shortages and gaps.

Stream 1 of this project has taken an exploratory research design to examine the current and emerging challenges and opportunities experienced by the VET workforce across Australia.

Specific objectives of Stream 1 have been to:

- understand the characteristics of the VET workforce
- identify key workforce challenges impacting RTO viability and training delivery
- identify strategies and initiatives to strengthen the VET sector
- provide a basis for exploring industry focused initiatives to enhance workforce sustainability.

In summary, this project, across three streams, seeks to address the multifaceted challenges impacting the VET workforce across industries predominantly operating within rural, regional and remote Australia. Comprehensive stakeholder engagement and a deeper investigation into the dynamics of workforce development, will inform recommendations to support a sustainable VET workforce, ensuring that the sector can meet the evolving needs of both enterprises and learners. The findings will identify inherent problems and present potential long-term solutions that strengthen the capacity of RTOs, enhance regional training access, and build a vibrant, future-ready VET workforce.

Method – stakeholder engagement activity

The research approach involved in an initial preliminary screening, identification and investigation phase, followed by an in-depth qualitative research phase across enterprises of various industries supported by Skills Insight.

Given the unavailability of core VET workforce datasets, as acknowledged by DEWR, Jobs & Skills Australia and Skills Insight, this Stream 1 part of the project was designed to undertake a rapid mapping of available data, insights and networks to deliver a knowledgebase to inform the design of future work within the project.

Skills Insight will continue to investigate and test responses to the needs of the VET workforce and its dynamics across industries covered by Skill Insight.

Streams 2 and 3 will leverage this knowledgebase for deeper investigation and diagnosis into the VET workforce challenges within the scope of this project, with a focus on development and piloting of identified responses and designs for VET Workforce sustainability.

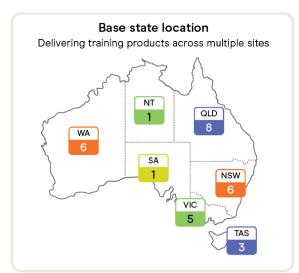
Initial research and stakeholder engagement activities

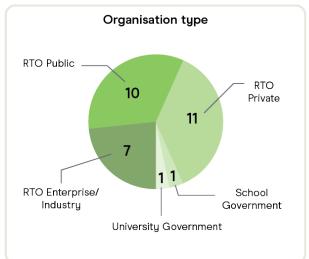
Two hundred and eighty-four RTOs qualifications across industry sectors covered by Skill Insight were identified as likely participants to inform this work based on their past delivery work and engagement with Skills Insight and, prior to that, Skills Impact. A representative sample to be interviewed were selected covering the following categories:

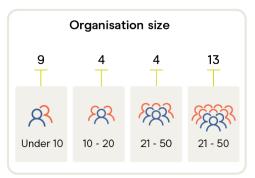
- Org type: private, public, schools, enterprise
- Size: small (under 10), medium (10 to 50) and large (50 plus)
- Location: (base state) plus collected data on delivery locations, within base state and outside of it
- RRR Status: metropolitan, rural, regional and remote (and combinations of)

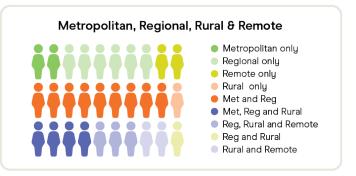
Thirty RTOs were selected to interview. The analysis and insights gained from these 30 interviews form part of the evidence that informs the proposals for activities in streams 2 and 3.

See graphics below for category break-down of 30 RTOs represented in interview data in terms of type, size, location and geographical coverage.









Demographic analysis

This section provides an exploration of the demographic characteristics of the 30 RTOs who agreed to participate in interviews including gender representation, people with disability, First Nations and nationality to provide insights into their thoughts and approaches to diversity and equity. These insights encourage us to consider how industries can create environments that welcome people from different demographic backgrounds, reducing barriers to recruitment and retention of staff and increasing opportunities for all.

Furthermore, these demographic characteristics can inform our view and approach to the overarching challenges to attraction and retention in the VET workforce. These challenges have been identified under the following headings and will be discussed in next stages of this report:

- administrative burden
- funding constraints
- industry engagement and support
- misrepresentation and complexities of the VET system
- VET workforce skills shortages
- geography and climate challenges.

These key themes have been identified as prevalent in our industries, and as factors affecting the capacity to attract and invest in the VET workforce. The themes are particularly significant for rural, regional, and remote (RRR) areas. By leveraging insights from demographic characteristics, the next phase of this research can be designed to address and explore not only organisational and practical barriers, but also any impacts from systemic cultural and social obstacles. This will promote the development of multifaceted solutions to enable attraction and retention of educators across demographics.

Gender representation

Male over-representation in some industries

Based on the insights from the 30 interviews, certain industries such as seafood, agriculture and meat processing have traditionally been male-dominated, with low levels of gender diversity and underrepresentation of women in the workforce. There are indications in our interviews that this is slowly changing over time in some industries, but not in others. For example, in the meat processing industry, one interviewee mentioned that when they started in 1989, there were no women at all out of 300 employees at their site, whereas now, they have more women working in meat processing, suggesting a gradual increase in female representation in that field.

It was also highlighted that the seafood industry is an "aged, male-dominated workforce" and lacking diversity. It was suggested the industry has "a long way to go" before embracing diversity, explaining women are underrepresented in seafood-related roles in the workforce.

The underrepresentation of women in certain industries, as highlighted with these examples reflects a broader economic and social issue in Australia, where 54.2% of all workers are employed in industries dominated by either males or females, underscoring the ongoing gender segregation within the workforce (Labour Force, 2024).

Female over-representation in some industries

On the other hand, it was noted during the interviews that women are often overrepresented in certain sectors such as animal care, with many attributing this to women's perceived natural inclination towards and aptitude for nurturing and caring roles.

This insight is echoed more broadly. According to the Australian Bureau of Statistics (ABS), women make up a significant portion of the workforce in veterinary care and animal-related fields. For example, a report on the veterinary services industry (ABS, 2021) reveals that women account for more than 60% in the veterinary industry sector and a high proportion of those are in roles such as pet grooming and animal shelter management. In these traditionally female-dominated fields, the Workplace Gender Equality Agency (WGEA, 2023) reports a gender pay gap, with women earning less than their male counterparts. This pay disparity is particularly evident when comparing animal care jobs to male-dominated sectors such as construction and engineering, where wages are typically higher.

Furthermore, the Rural Industries Research and Development Corporation (RIRDC, 2020) identifies challenges in career progression for women in animal care, noting that structural barriers and societal expectations around caregiving often hinder their advancement into senior or leadership positions.

Female over-representation in administrative and clerical roles

Women are notably overrepresented in clerical and administrative roles. In the interviews, a trend emerged where administrative staff were predominantly women.

This aligns with Australian statistics, where women make up 71.4% of clerical and administrative workers (ABS, 2024). This gender imbalance extends to specific sectors, such as agriculture, where 96% of bookkeepers are women (Department of Agriculture, Fisheries and Forestry, 2025).

The issue of gender-based occupational segregation, both vertical (career progression) and horizontal (types of jobs), needs to be considered when considering attraction and retention strategies. The Gender-Based Occupational Segregation Report (2023) highlights the significant challenges posed by segregated roles in the workforce.

Jobs and Skills Australia's (JSA's) Better Together Report (2024) highlights that occupations that have a stronger gender imbalance in the labour market were also more likely to be in shortage. This is true for both male- and female-dominated occupations. This trend is also observed in the VET Workforce of industries within Skills Insight's industry coverage. The imbalance not only exacerbates workforce gaps but also limits the pool of potential trainers and educators within the VET sector.

A recent paper titled "Submission to the development of a blueprint for Australia VET Workforce" by Women in Adult and Vocational Education (2024) reports that gender inequality needs to be addressed for a successful VET workforce plan and without it, the sector will find it more difficult to attract or retain staff, adapt to digital changes, or meet the needs of diverse students.

People with disability

Interviewees were asked if they had people with disability in their team, which provided an opportunity to hear a variety of understandings of disability in the workplace.

When asked the question "is there anyone with a disability in your team?", several interviewees were careful to respond: 'not that I know of'. In some instances, interviewees noted that disabilities among staff may not be officially recognised or captured in reporting. Comments included:

"Apart from my back and hip. I'm not too bad. There's no one with the definition of a person with a disability that I know of, who identify...but there are individuals, including myself and some other people who you would say could go to a doctor and be deemed having a permanent, ongoing medical issue" CEO – Private RTO, VIC, QLD, WA, TAS

"Yes, we do, but sometimes you find that people might not declare necessarily their disability. So, there is I guess the obvious and the ones that may not be quite so obvious as well. But I know we do have some people with disability" General Manager — Public RTO, VIC

Some groups didn't initially consider they had anyone with a disability on their team. However, they later realised they did but hadn't thought about it before. This suggests that the disability has become a normalised part of operations, so it wasn't something that stood out to those in charge.

There was also discussion about neurodivergence, and while some participants were unsure if it fitted under the umbrella of disability, it gave people the opportunity to consider the subject. Additionally, there were discussions about mental health, either alongside or separate from physical disability. This included concerns about farmers' mental health and the high rates of depression.

Invisible or normalised disability raises important questions about how workplaces recognise and support diverse needs in the workforce. Some disabilities may become integrated and invisible, others may be overlooked, even though people may need adjustments or help. A clearer and more inclusive understanding of how definitions of disability are applied and understood in the workplace is required so that support for employees can be provided where necessary.

Note: Language around disability varies between individuals and contexts. This report follows inclusive language practices recommended by People with Disability Australia (PWDA) and acknowledges that not all individuals with disability identify as such.

Disability in relation to the VET workforce

More broadly there are inconsistencies with how disability is defined and identified. This, "presents challenges to our understanding of disability, including the extent to which people with disability interact with mainstream and other services" (Australian Institute of Health and Welfare, 2024).

For reference: A person is considered to have a disability if they have a condition that lasts (or is expected to last) at least 6 months and limits daily activities. However, not everyone with a disability identifies as having one (Australian Institute of Health and Welfare, 2024).

This definition shows that understandings of disability vary and include many health challenges, requiring various levels of support and solutions. With this in mind, conversations about awareness and support are crucial, especially in an aging VET workforce, where people may come from industries with high rates of injury and mental health challenges.

Building trust and inclusivity for First Nations workers

From an interviewee working in a large public TAFE, whose portfolio of work included supporting Aboriginal and Torres Strait Islander participation in the VET workforce, a unique perspective was provided that offered key pointers for moving forward. This interview highlighted several factors that can shape the recruitment, retention, and support of First Nations workers in the VET sector. The insights shared focused on the importance of building trust and creating an environment that values cultural knowledge and respects the complexities of Aboriginal and Torres Strait Islander identity.

Unique insights from interviewee:

- **Cultural knowledge:** acknowledging and compensating First Nations elders for their knowledge, even without formal qualifications, can foster trust and inclusivity.
- **Community relationships:** building long-term relationships with First Nations communities, acknowledging historical trust issues, and providing support through community networks can be vital for recruitment and retention.
- Flexibility and understanding: providing flexibility in work schedules to accommodate cultural obligations and offering support to manage personal and professional commitments are essential.
- Policy reform: ensuring policies are inclusive, fair, and remove systemic barriers, especially
 regarding recruitment and training practices, is crucial to creating an equal opportunity
 environment.

These insights point to the need for the VET sector to take a more holistic approach when addressing the specific barriers and opportunities faced by First Nations people. The next step is to create space for these conversations, encouraging openness about the challenges and exploring solutions that support First Nation's workers in both the VET sector and broader industries.

Culturally diverse and immigrant workers

When interviewees were asked about nationality, the conversation often shifted toward broader cultural diversity, with participants highlighting multilingual team members or individuals who had come from overseas. However, most of these workers had already attained permanent residency or citizenship. While cultural diversity contributes to workforce richness, the eligibility to work as a

trainer in the VET sector is often linked to residency status due to regulatory requirements and funding eligibility, which can limit access for temporary visa holders.

More broadly, employers often face uncertainty due to visa restrictions and delays, which complicates long-term planning (Ai Group, 2020). This complexity makes employers hesitant to hire temporary workers or individuals on work visas, potentially limiting the talent pool available to industries facing skill shortages, including the VET sector.

Turnover of employees

A few interviewees expressed concerns about the high turnover rate of workers, particularly those on temporary visas. This is a common issue in sectors such as agriculture, where employers are often reluctant to invest in training workers who may leave after short periods (ABARES, 2019). High turnover of employees doesn't provide an environment for employers to develop training pathways for individuals to upskill to become trainers and/or mentors of others within the industry.

Demographic analysis conclusion

The insights gained from the demographic summary of our interviewees highlight the importance of fostering inclusive environments across industries, particularly within the VET sector. Understanding the challenges faced by different groups provides a better position for addressing barriers to recruitment and retention. The key themes identified – ranging from administrative burdens to geographic and climate challenges – underscore the complex nature of attracting and retaining a skilled VET workforce. RTO management will need to consider how to integrate both practical and systemic solutions, taking into account cultural, social, and organisational dynamics. This approach may help to create a more inclusive, accessible, and sustainable workforce, particularly in rural, regional, and remote areas, ultimately helping the VET sector to be equipped to meet the evolving needs of industries across Australia.

Interview analysis

There are a wide variety of RTOs that deliver training for the industries within Skills Insight's coverage. Some deliver training solely on campuses, others focus exclusively on workplace-based training, while many do a combination of both.

Employment models also vary significantly, ranging from those with predominantly full-time staff to those that rely solely on contractors, or a mix of full-time, casual, part-time, and contractor roles.

The interview transcripts of 30 RTOs highlighted that when addressing workforce development challenges some RTOs were able to embrace a proactive, solutions-oriented approach, fostering resilience, adaptability, and a willingness to explore innovative strategies. In contrast, other training providers struggled with both workforce and other challenges and were not able to engage as proactively.

The interview analysis bears out that attraction, retention, and succession planning alone may not resolve workforce shortages. Structural barriers affecting training delivery and workforce viability may also need to be addressed.

1. Administrative burden

"I look to ease the administrative burden on my staff by taking on some of the paperwork myself." — RTO Owner/Director - Private RTO, WA

During interviews, RTOs identified administrative and compliance requirements as an 'administrative burden', which covers strict regulatory reporting, lengthy processes for scope changes, excessive non-teaching workloads for trainers, and outdated technology systems.

Smaller RTOs (staff less than 10) seem to be affected most, without financial resources to employ dedicated administration staff. In some cases, managers or owners of RTOs are taking on the admin burden themselves to protect their team and organisation.

Despite attempts by both larger and smaller RTOs to address issues associated with administrative burden, it can be seen that, even for larger organisations, the administrative burden has a significant impact. .

The below table highlights the key issues discussed during the 30 interviews and the current approaches taken.

Pain points	Existing approaches
*Regulatory reporting and associated data collection, record keeping, and audits create significant documentation requirements.	Some larger RTOs set up dedicated compliance teams to handle ASQA reporting, auditing, and regulatory requirements, streamlining the process for the rest of the RTO.

*Australian Skills Quality Authority (ASQA), Victorian Registration and Qualifications Authority (VRQA) and Training Accreditation Council (TAC).

Lengthy processes for adding/removing qualifications from an RTO's scope.

Both large and small RTOs seemed to struggle with this issue. Some responses involved simply avoiding putting a qualification on scope and having to forgo that course, or to nominate a current trainer to 'get it over the line' but use a different trainer later on.

It was noted it can be a lengthy process to take a qualification off scope.

Trainers face excessive non-teaching workloads, detracting from their core teaching duties. These administrative burdens are described as 'excessive paperwork' and are viewed as cumbersome processes, detracting from core training duties and impact job satisfaction.

A recurring takeaway is that the administrative 'burden' can significantly impact staff retention.

Trainers often enter the profession excited about teaching but are unprepared for spending up to half their time on administrative 'paperwork.'

Some managers or CEOs of smaller RTOs were nearing or past burn out as they worked to shoulder the admin burden to protect and retain their staff.

While some RTO program coordinators, managers or CEOs recognise this as an issue, and have implemented measures to reduce trainers' administrative workload, this often shifts the burden to other staff.

Outdated technology systems, lack of digital capabilities among trainers, and preferences for hands-on training approaches were discussed. Different learning and teaching styles, exacerbate these challenges.

In some cases, training and assessment materials were printed out for trainers to carry with them, particularly to remote and rural delivery locations. Having to then save the information digitally or photocopy it and send to admin staff to input into the system was quite a lengthy process.

2. Funding constraints

"Funding is very difficult to navigate." - RTO CEO, Private RTO, TAS

"Accessing funding is a major problem." – RTO Program Coordinator, Public RTO, WA

Organisations and enterprises operating nationally face significant challenges when engaging in traineeships, apprenticeships, or other funded training programs due to inconsistencies in state-based funding and regulatory frameworks.

Many businesses prefer to work with a single RTO for streamlined training delivery across multiple states, but state-based variations in funding, subsidies, and compliance requirements make this difficult for RTOs to manage.

Clients expect consistent costs and training structures nationwide, yet differences in funding models create disparities, making it harder for RTOs to offer uniform pricing and service delivery across states.

Frequent funding changes in some states disrupt long-term workforce planning and recruitment strategies, making it challenging for businesses to maintain stable and ongoing workforce development approaches.

These inconsistencies not only impact RTO viability but also discourage industry engagement in formal training pathways, as the administrative burden and unpredictability outweigh the perceived benefits. Addressing these challenges could improve accessibility and encourage greater industry participation in the VET system.

Pain points

Varied funding frameworks across states create instability for RTO operations.

Issues emerged regarding industry sectors being removed from the skilled shortage list (viticulture was named as one example), which impacts course delivery and workforce development in these areas.

Complex funding models increase administrative burden. The variation in funding models across states creates duplication and inefficiencies for RTOs, significantly increasing their administrative workload. This issue has been flagged as a barrier to both workforce efficiency and retention.

National inconsistencies in funding create significant challenges for RTOs delivering to national clients. Clients expect a uniform cost for delivery, but state-based variations in funding prevent this. The uncertainty, irregularity and inconsistency in funding also hinder forward business planning, which directly impacts recruitment efforts.

Inconsistent and lack of continuity of funding for TAE qualifications complicates forward planning for recruitment. This includes funding and eligibility for casual employees undertaking the TAE as traineeships.

Existing approaches

Reduced funding in Queensland, where only qualifications on the Skills Priority List are funded, is driving some RTOs towards non-accredited training. With businesses now having to pay fee-for-service (FFS), non-accredited training becomes an easier option with less compliance pressure.

RTO auspicing arrangements can be effective and viable training models in certain settings, including remote delivery locations. One case study example of an auspicing program was for the delivery of both Certificates I in Horticulture and Permaculture by TAE trained teachers in government schools and auspiced by an RTO based in Geraldton.

A private RTO in South Australia has successfully worked with industry to secure funding to establish two new regional training centres, empowering industry to engage with their own training needs.

RTOs have been responding to reduced funding for certain qualifications by putting other qualifications on scope to provide work for their current workforce.

Note: The removal of certain qualifications from the Skills Priority List in Victoria will significantly affect the VET workforce, particularly for RTOs holding funded contracts in the state. This impact is not reflected in this report, as the funding cuts occurred after the interviews were conducted.

3. Industry engagement and support

"People in industry are too busy to teach." - RTO CEO, Private RTO, VIC

"Wool RTOs benefit from strong industry support, including resource development facilitated by the wool exchange." – RTO Manager, Private RTO, NSW

"The seafood industry generates \$4 billion in exports, yet only 12 students are enrolled in related training — a ratio of \$333 million per student." — RTO CEO, RTO Enterprise/Industry, NSW

RTOs with solid enterprise partnerships tend to achieve better alignment between training outcomes and VET workforce stability. However, responsiveness of training to industry and employer needs does not always align.

Industry support, such as mentorship programs, workshops, job rotations, partnerships with local businesses, access to industry resources, and financially sponsoring staff to obtain TAE qualifications, have the potential to alleviate staffing issues and provide practical training experiences and upskilling opportunities.

Pain points

RTOs have varying levels of engagement with industry enterprises, and some are unsure about how to go about this.

There is a lack of understanding from some industry enterprises about how nationally accredited training works and how or why they could form partnerships with RTOs.

There is a general lack of understanding about how to develop and strengthen partnerships.

Industry partnerships take time to develop which isn't conducive to the complex environment that RTOs work within.

Strong partnerships with industry are critical for RTO viability and workforce development but in many cases, there is a lack of understanding about how the benefits and costs align on each side.

Existing approaches

There were several mentions of sitting on industry advisory groups and committees to provide input on training needs, skill requirements, and aligning course content. Examples include wool industry groups, farmer federations, producer associations, and specific sector committees.

Industries provide access to facilities such as shearing sheds, farms, production sites, and specialised equipment to enable practical, on-the-job training experiences for students. They may also supply resources like livestock, raw materials, etc.

Industry professionals serving as guest speakers, trainers or mentors to share their expertise and knowledge with students and staff.

Some industries assist in developing up-to-date teaching resources, curriculum materials, videos and other learning aids that incorporate current practices and technologies used in the workplace.

Partnerships with local businesses create opportunities for student placements, internships, job rotations and direct employment pathways upon completion.

4. Misrepresentation and complexities of the VET System

"Knowledge doesn't get shared if industry professionals can't pass on their skills." — RTO CEO, Private RTO, VIC

There are challenges and opportunities for working in the VET sector that can often be overlooked, misunderstood or miscommunicated.

Employers and RTOs struggle to navigate the VET system, with expectations often not met.

A key finding is that regional VET activity is driven, to a large extent, by local industries. Regional VET activity is often perceived as being primarily driven by RTOs, when it can sometimes be significantly influenced by local industry needs. Case studies demonstrate that industry involvement is a critical factor in forming RTO-industry partnerships in some regional areas. However, this may not always be widely recognised, leading to a misrepresentation of how VET operates in these communities. While industry engagement may not always be consistent or widespread, its role in shaping regional training opportunities is substantial and should be better acknowledged in workforce planning. More transparency and connection between different stakeholders may aid in a united understanding and vision for promotion to future trainees and teachers.

Pain points

There is a misunderstanding of the attraction of the role.

Our interviews illuminated that there was a disconnect where people both within and outside the VET sector can fail to fully understand or appreciate the nature of the trainer/assessor role, overlooking aspects such as:

- passion and job satisfaction for the role
- local knowledge
- flexible career pathways
- draws of lifestyle
- opportunities that come from living in beautiful locales

This misrepresentation can result in a lack of awareness about the depth of rewards of these positions. It may also influence how jobs are advertised and represented, creating a disconnect from the reality of the role.

RTOs are aware of and expressed that there is misinformation or lack of information about their industry, location, benefits, challenges, values and purpose.

Existing approaches

There was no direct discussion or suggestion of best practice examples to this theme. Although it does seem that individuals and boards may be taking this into their own hands in practical ways, to maintain a positive and open public image and draw in more students and support.

It is important to explore how these issues are being addressed and could be tackled by stakeholders and organisations that have coverage of the VET sector.

Perception of an industry can impact attraction of trainers in that industry.

There were some concerns that there is significant stigma attached to particular industries that may create barriers to attraction and retention of a VET workforce. For example, there is not enough understanding of the significance of these industries in terms of maintaining the economy and protecting the environment and the wellbeing of the population. This appeared to be the case for industries such as arboriculture, farming, seafood, racing or meat processing which may have a certain stigma attached to them.

5. VET workforce skills shortages

"Sourcing trainers is the biggest inhibitor to growth at the moment, holding companies back from expanding." — RTO CEO, RTO Enterprise/Industry

"We recently sourced a trainer from a local nursery. It's a big investment if it doesn't work out." — RTO Enterprise, QLD

"Big investment in taking on new trainers — big cost if they don't work out." — RTO Director, Private RTO, SA

"I am paying my trainers more than I earn [as the business owner] to keep them on." — RTO Owner/Director, Private RTO, QLD

"Can't keep up with demand, recruiting constantly." — RTO Director, Private RTO, QLD

Information shared during interviews indicated that attracting and keeping skilled staff is difficult due to competition from other industries and larger RTOs offering higher salaries. It's hard to meet salary expectations and find qualified people with both industry experience and necessary training qualifications (TAE).

Staff shortages impact course delivery, teaching hours, brand reputation, and meeting industry needs.

Current strategies include offering flexible employment, and drawing on industry networks and word-of-mouth, but these efforts alone aren't sufficient to solve the problem.

Pain points

An aging workforce was not stated as an issue, more of a fact of being a trainer in an RTO. Older staff are often more commonly attracted to becoming trainers, as providing an opportunity to have a 'break from the tools', a desire to share their knowledge and have a positive impact in the future of their industry sector. However, where there is a shortage of VET teachers, this creates a need to hold onto older staff for as long as possible.

Reliance on external funding often limits RTOs' ability to provide stable contracts, creating challenges for workforce stability.

RTOs are interested in expanding scope. However, the inability to find qualified teachers is the main barrier preventing them from moving forward with these applications.

Industry or larger RTO Competition: Difficulty attracting trainers due to competition from industry roles or larger RTOs that often offer higher-paying positions and better benefits.

Existing approaches

Succession planning

Flexible work/life balance for older staff recognising the stability and experience to the workforce. However, strategies to engage ongoing professionals remain an area of focus for long-term workforce sustainability.

Attraction relies heavily on word of mouth.

Recruitment often occurs informally through word of mouth, with many trainers being referred by current staff or industry networks. While effective, this approach highlights the need for more structured attraction strategies.

Stable and Flexible Hours for Retention: Offering stable hours – whether full-time or flexible arrangements – promotes staff retention.

Difficulty attracting new staff into trainer/assessor roles due perhaps to perceptions of the industry, better-paying job opportunities elsewhere (sometimes within their own industry sector)

VET Nurses (ACM): are predominately female and can potentially look to becoming trainers and undertake TAE because they can earn more working as Trainers than as veterinary nurses. This is the opposite to some of our other industries where trainers are likely to earn less than working in their profession.

Risk of Stable Work Hours in an Unstable Environment: Offering stable hours (e.g., full-time or regular flexible arrangements) can promote retention, but in an environment heavily influenced by fluctuating funding and demand, RTOs face significant risks when committing to stable contracts.

Collaborating with industry associations and employers to identify and support potential trainers early in their careers, creating a pipeline of skilled professionals.

Exploring flexible work arrangements, such as parttime or casual roles, to retain experienced trainers nearing retirement age and to attract staff who may be looking at a flexible work life balance that suits their lifestyle of either- travelling, working in industry or business ownership part time, or raising children.

Job security through teaching: For many industry professionals, teaching offers more job security than staying in industry, which can help attract skilled individuals to RTO roles.

Highlighting the non-monetary benefits of the role – as discussed in the 'misrepresentation' theme.

One RTO suggested gathering data on pay rates across different teaching roles vs. industry roles — for example, Sports Turf and Vet Nursing teachers often earn more in education, whereas arborists may earn more in industry.

Difficulty in finding qualified individuals with both industry experience and the required training and assessment qualifications (TAE).

Regulatory changes, such as updates to the Certificate IV in Training and Assessment (TAE), creating barriers for experienced industry professionals to transition into training roles.

Recent regulatory changes to TAE requirements for trainers and assessors are viewed positively for those that were aware of them. In general, they don't appear to be fully understood.

When they have the finances available some RTOs are able to support potential trainers through their TAF.

In some instances, industry is able to help RTOs with industry currency programs for educators, assisting with the need for professional development and upskilling opportunities.

Hiring from industry: Two RTOs have had success hiring industry professionals without a TAE qualification and gradually training them. This model focuses on those transitioning from industry due to physical limitations. They offer full-time roles with flexibility for those who need it, promoting retention and freeing up resources to fund mentorship programs that support consistent delivery.

Impact of the PALM Scheme on Workforce Development: Some industries are using the PALM Scheme (Seasonal Worker Programme) to address workforce needs, with workers progressing from PALM visas to 482 (Temporary Skill Shortage) visas. However, this process can take over 8 years before these workers become eligible for recruitment as TAE teachers.

6. Geography and climate challenges

"We work rural and remote out the back of a ute." — RTO Manager, Private RTO, NSW

For the purpose of this report, 'regional, rural and remote' areas are the regions outside Australia's major cities, specifically those regions classified by the Australian Bureau of Statistics' (ABS's) Remoteness Structure as Inner Regional, Outer Regional, Remote or Very Remote.

Access to training and the VET workforce is a significant challenge in these regions, which often struggle with a lack of qualified trainers and infrastructure to deliver necessary training programs.

In discussions with RTOs, we found that geographical challenges, especially in delivering training in rural and remote areas, are often overlooked or misunderstood by policy settings in the VET sector, particularly in the area of level of funding available for RRR training delivery.

The interviews also underscore the unique challenges and opportunities faced by different industries and the varying approaches required based on the organisation's size.

Australia's geographical dispersion and the clustering around city centres produces challenges for maintaining equity across the education system. It has been shown that proximity to education services helps to improve educational and labour force outcomes in regional, rural and remote Australia (Jobs and Skills Australia, 2023).

The proportion of Aboriginal and Torres Strait Islander people is higher in remote locations. Almost 50% of the population in very remote Australia identifies as First Nations (Jobs and Skills Australia, 2023).

If Australia is to meet its aspirations of equity to its citizens and closing the gap, much more needs to be done to incentivise training delivery to RRR regions.

Pain points

Logistics and travel costs:

Trainers often face high travel costs and logistical challenges to reach students in rural and remote locations, making training delivery economically challenging.

Low student numbers in remote areas mean that the cost of delivering training may outweigh the income, straining financial sustainability.

Costs of conducting assessments in remote areas of Australia in both time and travel is prohibitive. Lack of access to direct flights, wear and tear on vehicles are part of the costs that need to be absorbed for financial viability.

The expense of sending trainers to RRR areas can be exacerbated when student cancellations result in lower-than-expected enrolments, exacerbating financial strain.

Seasonal factors:

Floods and other seasonal weather events can limit access to remote areas for relatively large parts of the year.

Existing approaches

Many RTOs were mindful in their approach to delivering in remote or rural areas, opting to only travel to specific areas if the student numbers and needs were high. This leaves populations with low student density without access to training delivery. There are issues with the need for resources to travel, especially in areas where student numbers may be low or may drop suddenly.

The emotional and physical toll of remote work and travel:

Recruiting staff is particularly difficult in rural and remote areas, where the availability of qualified trainers is limited, tech is very limited, weather is extreme and potential educators may experience isolation from friends and family as well as the time, money and health impacts associated with travel.

Trainers must be mentally and physically prepared for long travel times, remote living conditions, and being away from home for extended periods.

Many RTOs were flexible in their approach, to allow those who wanted to travel the opportunity to do so, and enabling others to travel close to home if desired. However, in some very remote locations this was not as much of a possibility.

Differences in work environment in remote locations:

In these instances, it was expressed that clarity and openness about what the role requires is the only option. This means that only people suited to the conditions and with the resilience and determination

Attracting and retaining skilled trainers is difficult due to the lure of better opportunities in metropolitan areas. This shortage is particularly pronounced in extremely remote locations with few amenities.

needed to work remotely are attracted to these training roles and stay in these roles. It was noted that those who are well suited often experience a sense of comradery and connection, when coming together with colleagues who work in similar conditions.

Technology barriers:

Remote areas often suffer from limited internet and phone connectivity, making communication, reporting, admin and digital delivery of training challenging. RTOs provide printed copies of paperwork to be filled out on the job where appropriate or possible.

In very remote locations there is no internet, so a GPS tracker is needed as well as other equipment.

Advancements in digital tools could help overcome access barriers for remote learners. However, successful implementation will require robust industry support and careful planning.

Literacy and numeracy challenges:

Many students in rural or remote areas face literacy and numeracy challenges, requiring additional support to fully engage with training content. This is an additional pressure for educators. Potential educators may also have their own literacy and numeracy challenges, requiring additional support to upskill.

In some instances, there was awareness of literacy and numeracy challenges. However, more work could be done to explore how this issue is being supported.

There is a focus on upskilling local trainers in regional, rural, and remote (RRR) areas through targeted skill sets. However, the cost of training often outweighs the return on investment, making it difficult to sustain these initiatives.

Local trainers are key for RRR areas:

Regional, rural, and remote training programs seem to be more successful when trainers are sourced locally, reducing logistical and financial burdens.

Key findings

Findings indicate that attraction, retention, and succession planning alone will not resolve VET sector workforce shortages. Structural barriers affecting training delivery and workforce viability also need to be addressed to attract and retain educators.

The long-term sustainability of the VET workforce is directly linked to the viability of RTOs, as they are responsible for delivering high-quality training, employing a skilled teaching workforce, and ensuring industry-relevant education pathways. When RTOs face financial instability, it directly affects the ability to attract, train, and retain skilled VET educators, which in turn impacts workforce development across industries.

For a strong and sustainable VET workforce, RTOs need the capacity and resources to maintain operations, invest in their trainers, and respond to industry needs. However, several key factors significantly impact RTO viability, creating challenges that impact on workforce stability and training accessibility.

The areas that heavily influence RTO viability and, by extension, the stability of the VET workforce, include:

Industry engagement and support

Effective collaboration between RTOs and industry is key for ensuring training aligns with workforce needs, yet many enterprises find it challenging to engage with the VET system. Rigid training structures, lengthy, detailed and expensive processes required for RTOs to implement qualification updates, and complex workforce skill requirements can deter industry from partnering with RTOs to develop tailored training solutions.

There are concerns that industry disengagement from the VET system is increasing, with industries either seeking alternative workforce solutions or developing their own informal training pathways. This shift poses a challenge for RTOs, as declining industry engagement reduces demand for formal training, impacting course viability, workforce development, and future skills supply. It also represents a significant issue for enterprises who operated with lower levels of productivity and higher safety risk as a result of not having access to quality training inputs.

RTOs can benefit from strong industry connections to provide real-world training opportunities, work placements, as well as industry-supported teaching pathways. Where these connections are lacking, skills gaps between RTO training delivery and industry needs widen, and training becomes less relevant to employer needs.

RTOs report that enterprises struggle to navigate what they see as a complex VET system, which may not show tangible benefits for potential time and cost outlays. This leads to missed opportunities for workforce development.

RTOs report spending significant time guiding businesses through compliance and funding processes, which can be a deterrent for industry involvement.

Some enterprises see minimal benefit in engaging with formal training, as funding gaps, inconsistent subsidy models, and responsibilities as employers create barriers to participation. This

can lead to reduced industry demand for formal training, impacting enrolments and course viability.

RTOs reported hearing frustration from industry about the slow pace of qualification updates and RTO implementation of those updates and the disconnect between parts of training packages and current industry needs. Some enterprises bypass VET entirely, opting to develop in-house training that is seen to be more responsive, flexible, and tailored to their workforce needs.

Geography and climate

Regional, rural, and remote (RRR) areas face unique barriers to delivering and accessing VET training due to geographic isolation, climate conditions, and limited workforce availability. The high cost of delivery, lack of qualified trainers, and long travel distances between training sites create significant obstacles for both RTOs and learners resulting in lack of delivery where it is often needed most.

Extreme weather events, seasonal industry cycles, and infrastructure limitations further complicate access to consistent training, particularly across the industries Skills Insight supports, where the enterprise location is tied to the work of the business. Without flexible and place-based solutions, many RRR communities struggle to sustain a skilled workforce.

Addressing RRR VET workforce shortages requires tailored solutions that reflect the realities of training access, infrastructure, and local employment needs.

Innovative approaches such as fly-in-fly-out (FIFO) trainers, hybrid learning models, employer-based apprenticeships, and mobile training hubs have shown promise in overcoming these barriers to training accessibility. However, their success depends on tailored and sufficient funding models, policy flexibility, and industry collaboration, most of which are currently absent, to ensure long-term viability and accessibility for all learners in remote regions.

Administrative burden and RTO viability

The administrative burden placed on RTOs is one of the biggest threats to their viability. Compliance, reporting, and audit requirements consume significant time and resources, diverting attention away from delivering quality training. Many RTOs report that up to 50% to 60% of their workload is spent on administration rather than teaching. This inefficiency impacts trainer retention, as educators become frustrated with bureaucracy rather than focusing on industry-relevant training.

For smaller and regional RTOs, navigating complex regulatory frameworks without dedicated administrative teams is even more challenging, making it difficult to maintain sustainable operations. In some cases, RTOs have chosen to scale back training offerings or exit the sector altogether, further exacerbating access to training in RRR Australia. Reducing administrative complexity and streamlining compliance processes has the potential to free up resources, improve job satisfaction for trainers, and strengthen the overall viability of RTOs.

Funding consistency and continuity

Inconsistent and unpredictable funding models create significant challenges for RTOs, impacting their ability to plan, invest, and sustain high-quality training delivery. Frequent changes to government funding programs, eligibility criteria, and subsidy levels make it difficult for RTOs to offer stable and accessible training pathways.

For industry, the lack of long-term funding certainty reduces confidence in engaging with the VET system, leading some enterprises to seek alternative, non-accredited training solutions. In regional, rural, and remote (RRR) areas, funding models fail to account for the higher costs of delivery, making it unviable for RTOs to provide training where it is needed most.

Ensuring consistent and sustainable funding frameworks that recognise the much higher costs of RRR delivery would allow RTOs to invest in workforce development, expand training access, and support the long-term growth of the VET workforce. This stability would also encourage greater industry collaboration, strengthening the alignment between training and workforce needs.

Recommendations for next steps

The future viability, sustainability and growth of the VET workforce would be aided by policy and funding adjustments, streamlined regulatory processes, and stronger industry partnerships.

While JSCs cannot directly alter policy, funding, or regulatory frameworks, they play an important role in reporting on existing challenges, making informed recommendations, and fostering industry-supported solutions that support regional, rural, and remote (RRR) VET workforce sustainability.

The insights outlined in this report have been used to formulate potential next steps to be undertaken in the next phase of the project:

- Identification of simpler pathways for industry professionals to become trainers, including recognition of industry experience and improved access to TAE qualifications.
- **Exploration of co-delivery models,** for example teaching under supervision and enterprise-led training hubs, which would allow industry professionals to contribute to training while remaining in their industry.
- **Identification of structured pathways** for enterprises to engage with RTOs, to ensure training delivery aligns with workforce needs.
- Identification of potential methods to ease the administrative burden on RTOs, which could promote greater industry collaboration in training and workforce development.
- **Stakeholder engagement** with industry, RTOs, unions and local governments to co-design pilot delivery models.
- Identifying two to three RRR regions to trial one or more pilot projects in Stream 3
 based on local needs with the aim of demonstrating successful industry-supported
 workforce solutions. Potential pilot models will be aligned with funding opportunities (e.g.,
 state/territory RRR workforce initiatives). Following implementation of the pilot in Stream 3,
 investigation will take place into metrics measurement tools for measuring RRR delivery
 costs, trainer uptake, completion rates and industry participation to refine and scale
 successful models.

By undertaking these activities, this project aims to support a simplified, more accessible VET system, driven by industry-supported training initiatives, that will help build a sustainable VET workforce.

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Appendix one: Interview questions for RTOs Stream 1

Developing a comprehensive understanding of industry-specific VET workforce roles.

Section 1: Demographic characteristics (for RTOs, teachers, trainers, and assessors)

- What is your job title and role?
- What is your involvement in this institution?
- What is your involvement in the RTO space?
- Please provide an overview of the demographic composition of your workforce:
 - O How many are in your team?
 - o Age.
 - o Gender.
 - Education levels.
- Please describe the diversity of your workforce in terms of:
 - Cultural backgrounds such as 1) First Nations status 2) immigration status.
 - o Multilingual skills, language other than English spoken at home (LOTE).
 - People with disability
- Could you confirm the program you are offering?

Section 2: Employment and workforce dynamics

Attraction: Scope application processes, advertising, entry requirements, induction.

- What working hours and types of employment do you offer (e.g., full-time, part-time, casual)? Are there any trends or changes in recent years? Does this set up help to attract staff or deter them?
- How do you currently find new staff? What strategies have been successful, and what hasn't worked as well?
- How does the scope application process or putting quals on scope impact recruitment?

Retention: We aware there are issues such as skills shortages, aging workforce, and high staff turnover, would you agree?

- How prevalent are staff shortages across your sector, and how do these shortages
 influence competition for staff (including potential poaching of staff by other RTOs)?
- How does an aging workforce influence your current operations and long-term planning?

- Have you experienced staff leaving to return to industry roles or transitioning into other job sectors? If so, how has this impacted your workforce?
- What impact does the administrative burden have on job satisfaction? How does this impact on retention?
- Are there any other challenges affecting workforce dynamics and staff retention that you'd like to mention?

Section 3: Geographic and remote work issues:

- Could you provide an overview of the geographical locations where you deliver training? So, we can map it out:
 - Registered office location
 - Campus locations
 - Workplace delivery locations
- What challenges do you encounter in delivering training to rural, remote or regional areas?
- How does your location (urban, regional, remote) affect your ability to recruit and retain skilled staff?

Section 4: Qualifications of the VET workforce:

- How do you induct new staff, particularly in terms of assessing their qualifications (both industry and TAE requirements)?
 - o mapping their industry skills against the qualifications they will deliver
 - o undertaking TAE training while employed
 - o require them to hold these qualifications
 - o other

Section 5: Industry support for workforce development

- What are your thoughts on Industry support in your workforce? What are they doing that works? Or what could they be doing?
- Do you have any experiences with or hopes for:
 - o Industry-led initiatives and partnerships?
 - o Industry involvement in upskilling or re-skilling your staff?
 - o Partnerships that help to improve practical training experiences?
 - o Industry providing staff for part –time teaching or mentoring roles?

Skills Insight acknowledges that First Nations peoples have been living on and caring for Country for thousands of years. This is respected in our values and the way we work.





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