Our asks for Budget 2026

Pre-budget submission

30 July 2025



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Summary of our asks for Budget 2026

1. Prioritise investment in adult literacy and basic education

Estimated cost: €5 million

2. Support Learn with NALA to maintain current levels of service

Estimated cost: €475,000

3. Ringfence and increase funding for community education

Estimated cost: €13.5 million

4. Commission a mid-cycle survey of adult skills

Estimated cost: €2 million

5. Embed plain language practice across Government

Estimated cost: €144,000

Who we are

We are the National Adult Literacy Agency (NALA), a registered charity and membership-based organisation. We receive annual funding from SOLAS to support the Further Education and Training strategy (SOLAS 2020a) and the Adult Literacy for Life strategy (SOLAS 2021a).

We believe that literacy is a human right. Everyone in Ireland should have the chance to develop their literacy, numeracy and digital skills¹ to take part fully in society. Our mission is to:

- · campaign for literacy as human right;
- be leaders and champion best literacy practice; and
- support organisations in their efforts to be literacy friendly.

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¹ In this document, we sometimes use the word "literacy" to refer to all three of these core skills

Literacy, numeracy and digital literacy

Literacy, numeracy and digital literacy are life skills that allow us to participate in, and make sense of, the world.

These skills involve listening, speaking, reading, writing, using numbers and everyday technology to communicate, to build relationships, to understand information and make informed choices.

They affect all areas of our lives (see Figure 1).



Figure 1: Domains of literacy

Budget 2026: a crucial moment for adult literacy

This government has a unique opportunity to improve adult literacy outcomes and inclusive public services in Ireland.

Adult Literacy Education and Research

National Skills Council

The National Skills Council (NSC) has recently produced its first briefing note to government. The work of the NSC, and proposed National Skills Observatory, will provide new evidence and opportunities to inform and improve Ireland's skills at all levels.

'Looking ahead, the National Skills Council will direct its attention towards development of foundational skills, including literacy and numeracy, [and] lifelong learning'

(National Skills Council 2025, p27)

Adult Literacy for Life

The Adult Literacy for Life strategy runs from 2021 to 2031. Over the first few years of the strategy, the National Programme Office's staff and governance structures have been set up. Now that these are up and running, this government's term of office will cover the most important years for implementation of the strategy actions.

Oireachtas Committee on Further and Higher Education, Research, Innovation and Science (FHERIS)

For the first time, the Oireachtas has a dedicated committee for FHERIS. This demonstrates this government's commitment to learning across the life course.

Programme for International Assessment of Adult Competencies (PIAAC)

The Organisation for Economic Co-operation and Development (OECD) Survey of Adult Skills is the main output of PIAAC. The previous survey was run in 2012, and the most recent survey was run in 2023. Results were published in December 2024. This means that for the first time in over a decade we now have up-to-date information on the level of literacy and numeracy skills among adults in Ireland.

Plain Language

European Accessibility Act (EAA)

The EAA came into force in Ireland in June 2025. It contains accessibility requirements for a range of products and services, and public procurement for these services. Accessible information is a key part of the EAA, so using plain language can help with meeting the requirements of the new Act.

Digitalisation in the Programme for Government

This Government has committed to 'the digitalisation of public services' (Government of Ireland 2025, p33). Part of this commitment is to 'implement an elnclusion strategy to ensure no one is left behind by the move to a digital society' (p34). This Government has the opportunity to develop digital services which are inclusive by design, including by using plain language.

The International Organization for Standardization (ISO) Plain Language Standard The ISO has recently developed its first Plain Language Standard (ISO 2023). It provides governing principles and guidelines for plain language documents across all sectors. The ISO Plain Language Standard provides a benchmark and guidance that public bodies can follow.

Adult literacy needs in Ireland

Literacy and numeracy

Findings from the OECD Survey of Adult Skills 2023 (Central Statistics Office - CSO 2024), show the following:

- 1 in 4 adults² in Ireland (25%, around 835,000 people) do not have basic proficiency in **numeracy**³.
- 1 in 5 adults in Ireland (21%, around 700,000 people) do not have basic proficiency in **literacy**⁴.

The percentage of adults with literacy needs has gotten worse (rose from **18% in 2012** to **21% in 2023**)⁵ and the percentage of adults with numeracy needs has stayed the same, since the previous OECD Survey of Adult Skills in 2012 (CSO 2013).

The number of people affected has also risen to due population growth. In short, there are more adults with literacy and numeracy needs in Ireland now than there were a decade ago.

The OECD also found that 17% of employed adults in Ireland have literacy needs, and 20% have numeracy needs. This means that there are **significant literacy** and numeracy needs in Irish workplaces, at this time of full employment. These employees need flexible opportunities to upskill around their work commitments.

³ This means they score at or below Level 1 on a five-level scale. At these numeracy levels adults can, at best, do basic calculations but may struggle with tasks needing multiple steps.

² Aged 16-65

⁴ This means they score at or below Level 1 on a five-level scale. At these literacy levels adults can, at best, understand short texts and organised lists, when information is clearly indicated.

⁵ The CSO have advised that this change is not statistically significant when linking errors between the two surveys are taken into account, however, it is in line with the rise in literacy needs found in most countries who took part in the 2023 survey

Digital literacy

Findings on digital skills in 2023, from the Digital Economy and Society Index (European Commission 2024), show that

 More than 1 in 4 adults⁶ in Ireland (27%, just over a million people) do not have basic digital skills⁷.

The level of digital literacy needs in Ireland has improved over recent years, but the digital demands of everyday life are increasing at the same time.

'In the meantime, everyday life for those with unmet literacy needs gets more and more complex, and they are at risk of increasing exclusion.

To get a cup of tea or coffee on the train requires a debit or credit card, public services are increasingly online, organisations don't give phone numbers, you have to use a machine to order a McDonalds, telephone directories have disappeared, and there is only 1 national telephone number for Intreo offices. The national office emails the local office with your contact details.

This is part of a continuing process of disempowerment [...]'

Chair of NALA Board, remarks at 2025 Annual General Meeting (AGM)

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⁶ Aged 16-74

⁷ This means that they have not done at least one activity from each of five competence areas

Causes and consequences of adult literacy needs

Literacy and numeracy needs are associated with:

- low educational attainment
- low parental educational attainment
- low income
- unemployment or being outside the labour force
- older age⁸
- poor health
- dissatisfaction with life
- low trust in others
- low belief that 'people like me' have a say in our political system

⁸ This is not just due to improvements in education systems over time: there is evidence that adults are losing skills as they age, from at least age 35

Adult literacy learning in Ireland

Lifelong learning at lower levels

Adults with less education and lower skills are being left behind

Ireland's lifelong learning rate has grown in recent years. However, not everyone is benefitting. Adults with lower levels of education and skills are much less likely to take part in lifelong learning. For example:

- SOLAS (2025a, p4) found that the only group whose participation in lifelong learning went down between 2023 and 2024, was adults whose previous highest qualification was at National Framework of Qualifications (NFQ) Level 3 or below.
 Only 3.5% of lifelong learners were in this cohort, and their lifelong learning rate was just 5.6% (well below the average of 16%).
- SOLAS (2025b, p14) found that of all further and higher education awards in 2023, just 2.4% were at Levels 1 to 3.
- The OECD (2025, p52) found that adults in Ireland with literacy needs are less than half as likely to be in adult learning (32%) as the highest performers (71%).

This means that those in most need are the least likely to be taking part in lifelong learning or achieving qualifications.

Adult literacy provision

Adult literacy provision is not meeting the need

There were 49,304 unique learners on literacy and numeracy programmes⁹ in 2024 (Adult Literacy for Life 2025, unpublished). Given there are around 700,000 adults with literacy needs in Ireland, and 835,000 adults with numeracy needs. It is clear that only a tiny proportion (perhaps 6% - 7%)¹⁰ of adults who could benefit from literacy or numeracy learning are in adult literacy provision in Education and Training Boards (ETBs).

While adult literacy groups in ETBs are an essential part of Ireland's adult literacy provision, they cannot meet all the need. We have previously advocated for the restoration of one-to-one tuition in ETBs (see our submission for the next Further Education and Training Strategy, NALA 2025, p13).

In-person tuition may not meet the needs of adults with:

- work commitments;
- caring responsibilities;
- or difficulty travelling to a centre.

Group tuition may not suit adults who learn at a different pace to others, or who need one-to-one support.

In this pre-budget submission, we will outline how Learn with NALA and community education providers can provide a range of options for Ireland's diverse adult literacy learners.

⁹ Excluding English for Speakers of Other Languages (ESOL)

¹⁰ This is a rough estimate, arrived at by dividing 49,304 by 700,000 (7%) and dividing 49,304 by 835,000 (6%). The number of learners comes from 2024 and the number of adults with needs comes from 2023. The number of adults with needs doesn't include adults over the age of 65.

Government targets for adult literacy

Table 1 below shows where current levels of literacy, numeracy and digital literacy are in relation to the targets in the Adult Literacy for Life Strategy (SOLAS 2021a, p13).

We need to cut literacy needs to a third of their current levels, and numeracy needs by half, to reach the targets.

If Ireland reaches the target to reduce the percentage of adults without basic digital skills to 20% by 2031, this still leaves 1 in 5 adults without the digital skills needed for everyday life¹¹.

Measure	Data source	Target	Deadline	Latest figures
		(reduce		
		to)		
% of adults at or below	OECD Survey of Adult	7%	End 2031	21%
Level 1 in literacy	Skills			
% of adults at or below		12%	•	25%
Level 1 in numeracy				
% of adults without	Digital Economy and	20%		27%
basic digital skills	Society Index (DESI)			

Table 1: Targets in Adult Literacy for Life strategy, and latest figures for each target

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¹¹ This measure does not include adults aged 75 and older, who typically have lower levels of digital skills than younger adults, and who often rely on public services.

Government commitments to literacy and adult learning

'We commit to [...] investing further in a world class education system'

(Programme for Government, p7)

'This Government will [...] implement an elnclusion strategy to ensure no one is left behind by the move to a digital society'

(Programme for Government, p34)

'This Government will [...] invest in digital skills at all levels, from basic digital literacy for all citizens'

(Programme for Government, p35)

'This Government will [...] provide more further education and training places nationally'

(Programme for Government, p72)

'This Government will [...] review the financial supports available to adult learners and promote access to education and lifelong learning'

(Programme for Government, p72)

'There is a need to ramp-up literacy support capacity to fully address current and evolving needs. This strategy seeks to [...] increase investment in overall literacy provision across FET'

(Adult Literacy for Life strategy, p56)

'It is vital to maintain investment and ambition in this area'

(Ireland's Literacy, Numeracy and Digital Literacy Strategy 2024-2033, p3)

Our asks for Budget 2026

Prioritise investment in adult literacy and basic education 1.

Estimated cost: €5 million

While we await the specific recommendations of the Expert Group on Literacy Provision recently convened by the ALL Office, we are recommending that adult literacy and basic

education programmes should be prioritised for investment in 2026.

Overall spending by Education and Training Boards (ETBs) has increased significantly since the establishment of the Department of Further and Higher Education, Research, Innovation and Science in 2020. While this is a welcome development, spending on

adult literacy and basic education has not kept pace with the overall increase.

Table 2 (on the next page) shows that spending on adult literacy¹² and intensive tuition for adult basic education in ETBs has been fairly stable since 2015, with some decline

during the COVID-19 pandemic and recovery in 2023.

At the heart of the Adult Literacy for Life Strategy is an expectation that investment in core literacy provision would be increased over the lifetime of the strategy. While good progress has been made on the creation of the Adult Literacy for Life structures, the investment in provision has been almost static. If we are to reach the targets set out in

the Strategy, increased investment is essential.

Investment must be prioritised towards those with the greatest needs at level 4 and below on the National Framework of Qualifications (NFQ), who are most at risk of poor outcomes as we have highlighted in this submission. The OECD has advised Ireland to

¹² Or 'FE literacy', a new budget line introduced in reporting from 2022

'provide tailored and targeted support to disadvantaged groups to address the specific barriers they face to participating in lifelong learning' (OECD 2023, p124).

A modest increase of €5m on a cumulative basis year on year for the ETBs would allow for a phased expansion of core literacy tuition and basic education at NFQ Levels 1 to 4. This would support the implementation of the Adult Literacy for Life strategy and address the rise in need shown by the OECD Survey of Adult Skills 2023.

	2015	2016	2017	2018	2019	2020	2021	2022	2023
Adult Literacy	26040	24724	25749	27188	27416	25018	23995	-1090	-763
Intensive Tuition Adult Basic Education	1657	1829	1806	1432	1325	1119	1278	-169	-76
FE Literacy	N/A	27783	31169						
TOTAL spending on literacy/basic									
education	27697	26553	27555	28620	28741	26137	25273	26524	30330

Table 2: Literacy and Basic Education in the Breakdown of Grants by Programme as Reported by Education and Training Boards, 2015-2023 (source: SOLAS Annual Reports - SOLAS 2016, 2017, 2018, 2019, 2020b, 2021b, 2022, 2023 and 2024).

Figures in €000 (thousands of Euro)

2. Support Learn with NALA to maintain current levels of service

Estimated cost: €475,000

Our distance learning service, **Learn with NALA** is currently providing for over 4,000

learners at NFQ Levels 1 to 3 with a budget of less than €750,000.

Like other eLearning platforms, Learn with NALA is experiencing increasing demands in

relation to accessibility, verification procedures, and national certification requirements.

Learn with NALA differs from other eLearning platforms in many ways:

• It is aimed at and customised for learners with low levels of education and skills.

Substantial human intervention is needed to support learners with learning and

assessment.

We have undertaken a strategic review of Learn with NALA's staffing and organisation

structure for discussion with SOLAS to inform the future of the service. Just €475,000

would enable us to maintain current levels of service.

The OECD has recommended Ireland to 'promote greater flexibility in the lifelong

learning offer to help individuals and employers incorporate ongoing learning into daily

life' (OECD 2023, p141). The National Skills Council has addressed this

recommendation in its first advice note to government, advocating for more micro-

credentials and a National Training Voucher scheme funded by the National Training

Fund. This confirms the need for more flexible options like Learn with NALA.

'The inherent flexibility of micro-credentials – learning in discrete small units at a time

and pace that suits the learner – addresses many of the barriers to participation in

lifelong learning'

National Skills Council 2025, p25

3. Ringfence and increase funding for community education

Estimated cost: €13.5 million

Community education plays a significant role in adult literacy provision in Ireland. While comprehensive figures on the number of adult literacy learners in community education are not available, recent NALA research indicates the importance of the sector:

• Just over half (51%) of learners using Learn with NALA in a centre are in community and voluntary centres (NALA 2024, p33).

• There are at least 227 organisations who are providing family literacy programmes outside ETBs (NALA 2022, p11).

'Community education often acts as a first step on a learner's journey and can result in them progressing through the NFQ. This initial engagement with education is crucial and must be nurtured.'

Community Education Framework, p25

Despite its importance, community education is currently underfunded relative to other areas of Further Education and Training (FET). AONTAS have identified in their prebudget submission that while the overall Skills Development budget increased from 2023 to 2024, funding for community education decreased. They point out that 21% of learners in FET in Ireland are in community education, yet community education receives just 2.1% of the FET budget (AONTAS 2025, pp8-9).

We join AONTAS in calling for funding for community education to be ringfenced and increased. The estimated cost is €13.5 million, based on increasing the 2024 allocation of €21.5 million to €35 million in 2026.

4. Commission a mid-cycle PIAAC survey

Estimated cost: €2 million¹³

The OECD's Survey of Adult Skills is the main output of PIAAC, the Programme for the

International Assessment of Adult Competencies. It is a rigorous survey which directly

assesses adult skills (rather than relying on proxies such as educational attainment or

behaviour) and enables comparison across time and between countries.

The main survey in each PIAAC cycle (Round 1) is only held once every ten years. This

is not frequent enough to see what interventions are working, or where the greatest

needs are. By the time the next Round 1 results are published, it will be at least 2033.

The current Adult Literacy for Life strategy runs to 2031.

Many countries take part in Round 2 of PIAAC between the main surveys. Round 2 is

smaller and less resource-intensive than the main (Round 1) survey, but it gives an up-

to-date indication of needs. For the current cycle of PIAAC, we understand that

countries must confirm their participation in Round 2 by the end of 2026 at the latest.

Results are due to be published in late 2029.

We recommend that DFHERIS commissions the CSO to take part in Round 2 of the

current PIAAC cycle, and begins discussions with the CSO as soon as possible, to

support their planning.

This will benefit the department by providing up-to-date information on literacy needs to

inform budgetary decisions. This will also be useful to inform the work of the National

Skills Observatory.

¹³ This is a rough estimate, based on the €2.9 million cost of Ireland's participation in the main round of PIAAC cycle 2, the OECD Survey of Adult Skills 2023.

5. **Embed plain language practice across Government**

Estimated cost: €144,000

Communication in plain language helps everyone, and it is particularly important for the

one in five adults in Ireland with literacy needs. Without good plain language practice

across Government, these 700,000 people¹⁴ may struggle to access public services on

an equal basis to others.

A communication is in plain language 'if its wording, structure, and design are so clear

that the intended readers can easily find what they need, understand what they find,

and use that information'.

International Plain Language Federation website

Investing in plain language can also save time and resources. When citizens

understand their rights and responsibilities, and how to navigate the systems they are

engaging with, there will be fewer queries, complaints or mistakes. For example, Dún

Laoghaire-Rathdown County Council redrafted their Tenant Handbook according to

plain language principles. The new handbook reduced the number of housing

maintenance requests by 15%, saving 23 working days a year (Local Government

Management Agency (LGMA) and Institute of Public Administration (IPA) 2022).

We have a number of costed suggestions below for how plain language practice can be

embedded across Government. There are many more practical actions that the

Government could take, which we would be happy to discuss with the Department.

Training

Estimated cost: €144,000

We recommend making plain language training mandatory for all staff in government

¹⁴ The true number is most likely higher than 700,000. This figure only covers adults aged 16 to 65, and older adults typically have higher levels of literacy needs. Also, this figure is based on the 2022 census,

and the population of Ireland has grown since then.

departments and agencies, prioritising staff in public-facing roles.

The Adult Literacy for Life National Programme Office have developed a 90minute online course called 'Let's talk about plain language', which is available

for free on the Adult Literacy for Life website. This would be suitable as a general

introduction to plain language principles for all staff.

NALA offers customised training using our Plain English Culture Change

approach, based on four levels: Beginner, Expert, Professional, and Senior

Manager. For 100 staff this would cost €8,000, based on 20 staff taking two

training sessions each at a unit price of €1,600. This would be suitable for staff

who interact often with the public. For all 18 Departments to train 100 staff each

would cost €144,000.

The Courts Service are a great example of embedding plain language practice

throughout their modernisation programme. They won an **Excellence in Civil Service**

and Innovation Award in 2024 in the category of Citizen Impact and Customer

Service. NALA developed a bespoke 'Introduction to Plain English' eLearning course for

the Courts Service and provides regular training to staff.

Champions

Estimated cost: €12,800

We recommend training all Access Officers across government in the role of being a

plain language champion. With each government, agency and local authority already

requiring at least one Access Officer, building the skills of Access Officers to use and

promote plain language across their work is an effective and efficient way to embed

plain language practice across Government.

NALA can provide plain language champion training at a cost of €1,600 per

training session for up to 20 people. According to gov.ie there are 18

Government Departments, 108 Agencies, and 31 local authorities, which would

mean 157 Access Officers training to be plain language champions (8 training

sessions, costing 8 x €1,600 = €12,800).

Conclusion

In this submission, we are calling for investment in adult literacy and basic education in

ETBs, community education and Learn with NALA. We also make the case for regular

research into Ireland's literacy, numeracy and digital literacy levels, and plain language

training across the public service.

Our asks are made in the context of a rise in the number of adults with literacy and

numeracy needs in Ireland. Improvements in both provision and inclusion are needed if

we are to meet the Government's ambitions for a growing economy, caring society and

thriving communities.

Contact

We are happy to discuss our comments and recommendations further.

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List of acronyms

- ALL: Adult Literacy for Life
- CSO: Central Statistics Office
- DFHERIS: Department of Further and Higher Education, Research, Innovation and Science
- **DPER:** Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation
- **DESI:** Digital Economy and Society Index
- ETB: Education and Training Board
- ETBI: Education and Training Boards Ireland
- FET: Further Education and Training
- FHERIS: Further and Higher Education, Research, Innovation and Science
- IPA: Institute of Public Administration
- ISO: International Organization for Standardization
- **LGMA:** Local Government Management Agency
- NALA: National Adult Literacy Agency
- NFQ: National Framework of Qualifications
- NSC: National Skills Council
- OECD: Organisation for Economic Co-operation and Development
- PIAAC: Programme for the International Assessment of Adult Competencies
- SOLAS: An tSeirbhís Oideachais Leanúnaigh agus Scileanna (The Further Education and Training Authority)

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About NALA

The National Adult Literacy Agency (NALA) is a charity and membership based organisation. We support adults with literacy, numeracy and digital literacy needs to access learning opportunities that meet their needs and to take part fully in society. NALA does this by raising awareness of the importance of literacy, doing research and sharing good practice. We also provide support through our online learning courses, tutoring service and by lobbying for further investment to improve adult literacy, numeracy and digital literacy skills.

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