Education Report: Proposed approach to setting the future direction of Adult and Community Education

<table>
<thead>
<tr>
<th>To:</th>
<th>Hon Chris Hipkins, Minister of Education</th>
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<tbody>
<tr>
<td>Date:</td>
<td>8 November 2018</td>
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<td>Priority:</td>
<td>Medium</td>
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<td>In Confidence</td>
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<td>METIS No:</td>
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<td>Drafter:</td>
<td>Colleen Slagter</td>
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<tr>
<td>Key Contact:</td>
<td>John Brooker</td>
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<td>Messaging seen by Communications team:</td>
<td>No</td>
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<td>Round Robin:</td>
<td>No</td>
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Purpose of Report

This report seeks your agreement to designing a vision and priorities for adult and community education (ACE) in collaboration with the sector.

Summary

ACE has focused on a relatively narrow set of objectives because of tight fiscal constraints and its contribution to learner success has not been visible.

To provide a clear focus for ACE, we seek your agreement to a process for designing a vision and priorities for ACE in collaboration with the sector. This work would inform the development of new arrangements for ACE, the next tertiary education strategy, the next vocational education strategy, the next adult and community education strategy, and the next lifelong learning strategy.
Recommended Actions

The Ministry of Education recommends you:

a. agree to the Ministry of Education, Tertiary Education Commission (TEC) and New Zealand Qualifications Authority designing a new vision and priorities for adult and community education (ACE) in collaboration with the ACE sector

b. s 9(2)(f)(iv)

c. s 9(2)(f)(iv)

d. s 9(2)(f)(iv)

e. agree that this report be proactively released with the Budget comments being redacted under section 9(2)(f)(iv) of the Official Information Act 1982 to maintain the confidentiality of advice tendered by Ministers of the Crown and officials

f. forward a copy of this report to Ministers Salesa and Martin for their information.

Signed:

Shelley Robertson  
Acting Group Manager  
Tertiary Education

Hon Chris Hipkins  
Minister of Education

8/11/2018  
3/12/18
We want to design a new vision for ACE

ACE is an important part of the tertiary education system

1. ACE is informal education for adults delivered in school, community, work and tertiary education settings. With no prerequisites for entry, ACE is a light touch model that offers the ability for people to reengage with education and is a key part of lifelong learning. It can also offer education that meets wider community needs, such as driver licensing, at relatively low cost to the Crown.

2. The ACE sector addresses a range of well-being, social, and economic outcomes. These include building a person’s confidence, job aspirations, employment opportunities, further education aspirations, and community engagement and participation. Those who have engaged with ACE are often better able to contribute to the community. They may be in a better position to support whanau, including those who are studying. ACE providers have reported that learners are more likely to get involved with their community and their children’s school following study.

3. Annex One provides an overview of the ACE sector. Annex 2 provides information on key organisations in the ACE sector.

ACE has been focused on a relatively narrow set of objectives and faces tight financial pressures

4. Under the previous government, ACE priorities and funding has been focused on:
   a. the learning of foundation skills
   b. the re-engagement of learners whose previous learning was not successful
   c. ensuring the progression of learners into formal tertiary education.

5. ACE delivered by private training establishments, rural education activities programme providers (REAPs), community organisations, and schools, must also primarily focus on:
   a. literacy, digital literacy, and/or numeracy
   b. English language, including English for Speakers of Other Languages
   c. New Zealand Sign Language
   d. Te Reo Māori.

6. While these are important objectives, they capture only part of the contribution that ACE can make to tertiary education outcomes, and to wider societal outcomes.

7. ACE has also operated in a tightly constrained fiscal environment for a number of years and the sector is not always easily able to deliver on current priorities. This means that the TEC regularly needs to recover funding, which, in turn, places the ACE sector under further pressure.

We propose to design a vision and priorities for ACE with the sector and other agencies

8. To ensure that ACE has a clear direction and that regulatory and funding settings align, a coherent vision is needed. We need to ensure that ACE is high quality and sustainable. We also need to ensure that there is a shared understanding of what is valued and what is required.
9. The Ministry of Education, TEC and New Zealand Qualifications Authority (NZQA) propose designing a proposed vision and priorities for ACE with the sector, including ACE Aotearoa, Literacy Aotearoa, English Language Partners New Zealand Trust, REAPs, ACE providers, and ACE learners. Prior ACE-related decisions were taken without significant sector input which has resulted in ill will among certain parts of the sector.

10. We expect that the design process will cover:
   a. strengths and weaknesses of the current system, including what is expected from ACE
   b. the nature of the ACE sector and how the ACE sector thinks of itself
   c. views on ACE in 5, 10, 30 years.

11. We intend for our work to be informed by the Education Conversations and Education Summits. This will allow us to develop options for progressing the Government’s commitments for ACE in accordance with the criteria of effectiveness, efficiency, equity, quantity, quality, timeframes and cost. The work will also link to the Tertiary Education Strategy’s redevelopment.

12. This work will also take account of New Zealand’s changing demography and increasing globalisation, fiscal and social pressures, the changing nature of work, and technology disruption. To this end, we will also work with government agencies, including Te Puni Kōkiri, Ministry for Pacific Peoples, the Office for Senior Citizens, Ministry for Women, and the Office for Ethnic Communities.

ACE’s contribution to learner success could be more visible

13. Currently the ACE sector’s contribution is not visible at a system level. We want to change this by developing appropriate measures of success for this sector.

14. We need to get better at understanding how ACE connects with other education to better support learner success. While some standalone courses will be of value to the learner, we consider that there are benefits from a joined-up system which allows learners to progress from ACE to other education, particularly for those who have not experienced prior educational success. We need to better understand the role ACE plays in getting people to reengage with education and, where appropriate, support transitions to formal education.
For the past 10 years TEC has contracted ACE Aotearoa to improve the quality of the sector through a focus on outcomes, the implementation of ACE teaching standards and quality assurance models. As part of the current contract with TEC, ACE Aotearoa is doing an environmental scan which will provide a good basis to understand the sector and feed into the co-design work.

**Next steps**

This will allow time for us to discuss this with you, and then feed into the development of the tertiary education strategy and future budget processes.

Annex 1: ACE sector overview

Annex 2: Key ACE organisations
Annex 1: ACE sector overview

ACE funding
ACE is currently funded by learners, communities, and, in some cases, the Tertiary Education Commission (TEC).

The TEC allocates approximately $23.7 million for ACE funding annually in accordance with the priorities set by the Minister of Education through the funding mechanism. In 2018, 72 providers received ACE funding from the TEC. Funded ACE providers include schools, wānanga, institutes of technology and polytechnics (ITPs), private training establishments, community organisations and rural education activity programme providers:

ACE Funded provider types in 2018¹

<table>
<thead>
<tr>
<th>Provider type</th>
<th>Number</th>
<th>Funding allocated</th>
</tr>
</thead>
<tbody>
<tr>
<td>ITP or Polytechnic</td>
<td>19</td>
<td>$6,416,537</td>
</tr>
<tr>
<td>Wānanga</td>
<td>1</td>
<td>$2,235,419</td>
</tr>
<tr>
<td>Community education provider</td>
<td>19</td>
<td>$1,501,914</td>
</tr>
<tr>
<td>Private Training Establishment</td>
<td>25</td>
<td>$7,954,503</td>
</tr>
<tr>
<td>Rural Education Activities Programme</td>
<td>1</td>
<td>$2,362,541</td>
</tr>
<tr>
<td>School</td>
<td>20</td>
<td>$3,119,369</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>86</strong></td>
<td><strong>$23,655,283</strong></td>
</tr>
</tbody>
</table>

ACE funding is allocated by the TEC in accordance with funding priorities in the funding mechanism. The overall priorities for ACE include: target learners whose initial learning was not successful, raise foundation skills and strengthen social cohesion, and enhance a learner’s ability to participate in economic life. Other priorities include: literacy, digital literacy and/or numeracy, English language, including English for Speakers of Other Languages (ESOL), New Zealand Sign Language and Te Reo Māori. The Government funds ACE provision for people aged 16 and above.

In 2017, 69,917 learners were funded for ACE. The following tables set out the ethnicity and age of TEC-funded ACE learners:

Ethnicity of funded ACE learners 2017

<table>
<thead>
<tr>
<th>Ethnicity</th>
<th>ACE in Communities/Schools</th>
<th>ACE in TEIs</th>
<th>Total</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>New Zealand</td>
<td>15305</td>
<td>8843</td>
<td>24148</td>
<td>35%</td>
</tr>
<tr>
<td>European</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Māori</td>
<td>13282</td>
<td>6487</td>
<td>19769</td>
<td>29%</td>
</tr>
<tr>
<td>Pasifika</td>
<td>4663</td>
<td>700</td>
<td>5363</td>
<td>8%</td>
</tr>
<tr>
<td>Asian</td>
<td>11950</td>
<td>906</td>
<td>12856</td>
<td>19%</td>
</tr>
<tr>
<td>MELAA²</td>
<td>3372</td>
<td>175</td>
<td>3547</td>
<td>5%</td>
</tr>
<tr>
<td>Other</td>
<td>3364</td>
<td>682</td>
<td>4046</td>
<td>6%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>51732</strong></td>
<td><strong>16441</strong></td>
<td><strong>68173</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

¹ Data is from ACE delivery data reported to the TEC for 2017
² Middle Eastern, Latin American, and African
Age ranges of funded ACE learners

<table>
<thead>
<tr>
<th>Age range</th>
<th>Number of learners</th>
</tr>
</thead>
<tbody>
<tr>
<td>14 and under</td>
<td>11</td>
</tr>
<tr>
<td>15-24</td>
<td>11,125</td>
</tr>
<tr>
<td>25-39</td>
<td>19,994</td>
</tr>
<tr>
<td>40+</td>
<td>37,043</td>
</tr>
<tr>
<td>Total</td>
<td>68,173</td>
</tr>
</tbody>
</table>

In 2018, the TEC allocated $23.7 million towards ACE ($20.6 million is from the ACE funding). In 2018, the ACE funding for ITPs was $5 million.

Under the previous government, funding for ACE was reduced significantly:

- between 2009 and 2010, ACE funding was reduced from $42 million to $28 million
- between 2010 and 2011, funding for ACE in ITPs reduced from $9.3 million to $4.9 million

The reductions did not affect the different parts of the sector equally. The largest impact was for schools, where funding reduced from $16.2 million (for 212 providers in 2009) to $2.8 million (for 24 providers in 2010). The changes included the loss of a coordination funding component for schools-based ACE. The number of schools offering ACE has continued to decline and, in 2017, totalled 17, even though the funding has slightly increased to $3.8 million.

ACE Aotearoa collects learner confidence data
Since 2012/13, the TEC has funded ACE Aotearoa to collect information about learner outcomes, both via an online tool and manually thorough ongoing evaluation and research. The data does show the positive impact of ACE on learner confidence, resilience and belonging. It also shows improvement in learners’ job aspirations, employment opportunities and confidence to undertake further education. We are working to improve this type of data and connect it up with the wider system.

Currently 49 of the 86 ACE-funded organisations use the tool. In June 2018, 1,845 of the 2,997 learners completed the online outcomes tool about their educational experiences. Every learner reported they had improved their chances of getting work. 43 of the survey respondents indicated that they were progressing to further education. 51% of learners indicated that they achieved their learning goals in term 2, 2017, 28% in term 4, 2017, and 65% in term 1, 2018.

We are working with ACE Aotearoa on improving the visibility of learner pathways. We know, at a learner level, the value of ACE sector on people’s and communities’ lives, but we currently have limited information at a system level of ACE contribution to learner pathways and progression into formal education, work or other pathways. Currently the ACE sector does not collect National Student Numbers (NSNs). Work is underway via ACE Aotearoa to look at collecting more data on ACE.

Some ACE is funded by the user or other organisations
Some ACE is user pays or the user receives funding from other sources. Examples of non-TEC-funded ACE include:

- MENZSHED New Zealand comprising more than 33 MENZSHEDs
- U3A – University of the Third Age comprising more than 50 U3As
• SeniorNet comprising approximately 50 Learning Centres

• WEA (Workers Educational Association) comprising more than 5 branches

• 20/20 Trust (which recently split into two organisations: Digital Inclusion Alliance and Computers in Homes³)

• Council, community centre, and library learning hubs, for example Christchurch City Libraries learning centres

• Tertiary education organisation-based continuing education, for example University continuing education and Te Wānanga o Aotearoa

• School-based community education, for example Community Education Whangarei

• Budgeting services, parenting courses, charities (eg Sustainability Trust, Volunteer Auckland, Job mentoring service, Got Drive Charitable Trust), language courses, and art courses.

Short community-oriented courses are also offered by businesses, for example wine tasting, white water rafting, or art.

**Examples of ACE**

*Reaching priority learners - in Nelson*

Adult Learning Support Nelson, a member of Literacy Aotearoa, is successfully reaching priority learners through partnering and collaboration with other organisations.

As well as their one-to-one support, driver license, dyslexia support and computer-based literacy programme - Adult Learning Support (ALS) Nelson has arrangements which network them into groups of priority learners. Currently they are linked into parts of the Māori community, young mothers, youth at risk, refugees and migrants, and ex-offenders.

*Southern REAP: changing the self-talk*

A young Mum’s NCEA programme in Gore helps the young women successfully get NCEA credits through Te Aho o Te Kura Pounamu - The Correspondence School.

*The Whanganui Learning Centre: Providing a place to stand*

The Whanganui Learning Centre Trust is a community organisation and a foundation skills training provider which specialises in delivering services that meet the needs of the local community.

Learners interviewed by the evaluation team described the progress they had made as a result of being valued and affirmed by others, sometimes for the first time in their lives. This positive and non-judgmental regard for all learners, irrespective of their backgrounds and abilities, and modelling of effective communication has resulted in learners developing their cognitive abilities, including self-management and learning to learn skills.

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³ In 2019, the TEC is providing $1 million for Computers in Homes.
Corrections award for Wairarapa REAP

Wairarapa REAP has been working in partnership with Corrections, providing a TEC-funded ACE literacy and numeracy programme for selected convicted offenders who are serving a community sentence.

Mel Morris, who is the Corrections Service Manager, says that even though it is a ‘taster’ programme, it has real benefits. About ninety percent of the participants go on to get jobs. Corrections can provide some support or refer them to other agencies, but mostly those completing the programme manage to find work on their own.

A few go on to further education: several have taken up apprenticeships, one is doing a chefs’ course and another a counselling training programme.
Annex 2: Key ACE organisations

ACE Aotearoa
ACE Aotearoa is the lead body for adult and community educators in New Zealand. It has an advocacy, policy and governance role in the sector.

ACE Aotearoa plays a critical role in supporting the sector infrastructure and has been the lead professional development body for the networks of ACE educators and providers.

ACE Strategic Alliance
The ACE Strategic Alliance is a sector group comprised of ACE providers who meet to discuss operational issues affecting their sector and comprises:

- Literacy Aotearoa, a national organisation with 45 member providers located in cities, main towns and many rural communities throughout New Zealand, which delivers literacy, language and numeracy (LLN) programmes and tutor training programmes. Literacy Aotearoa works in close collaboration with businesses, community groups, Industry Training Organisations (ITOs), and other tertiary providers to develop, promote and deliver tailor made LLN programmes and services. Programmes are delivered in a wide range of contexts including small and large workplaces, diverse communities, prisons, and vocational and family settings.

- English Language Partners New Zealand Trust (ELPNZ), a national community-based non-profit organisation with 23 centres across New Zealand. Registered with NZQA as a private training establishment, ELPNZ delivers English language tuition to adult refugees and migrants so they can pursue aspirations for themselves and their families, and participate in all aspects of life in Aotearoa New Zealand.

- REAP Aotearoa New Zealand (REAPANZ), the umbrella body for the 13 rural education advisory programme organisations across New Zealand.

- The Workers' Educational Association (WEA), a charity and a global movement, provides accessible education for working people through allied organisations in over 65 countries worldwide. In New Zealand, the WEA provides learning through five regional branches. WEA removes barriers to learning, and empowers learners to take leadership of their communities, resulting in better standards of living and an improved quality of life. WEA delivers a broad variety of courses, seminars, workshops, fora, throughout New Zealand.

- The Community Learning Association through Schools (CLASS), the national organisation representing schools in the wider ACE and tertiary sector, fosters an active, professional and practical approach to school-based community learning in all its various forms.

- The Pasifika Education Centre (PEC), a pacific education organisation, provides Pacific language courses.

- ACE Aotearoa.