Adult and Community Education in Aotearoa environmental scan

Research completed for Adult and Community Education (ACE) Aotearoa
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Insights into the scope, scale, impact, capability and capacity of Adult and Community Education provision in New Zealand.

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Summary of findings

Adult and Community Education (ACE) Aotearoa has commissioned this environmental scan to provide a snapshot of the scale, scope and impact of ACE in Aotearoa, and to understand ACE capability and capacity.

ACE scope and scale

ACE in Aotearoa reaches learners who may not otherwise engage in the education sector through diverse, accessible, flexible, relevant programmes and activities, typically of short duration and cost – ACE programmes average around 20 hours and are commonly free or under $50.

This environmental scan has identified a minimum of 600 organisations providing ACE. The true number will be much higher. Equally, the 73,000 learners identified will be a very conservative number.

The majority of ACE organisations do not receive funding from the Tertiary Education Commission (TEC) but receive funding from other government and philanthropic sources, community grants, businesses and from learners and organisations directly. These organisations are diverse and include charitable trusts, not-for-profit organisations, federations, social enterprises, libraries, community groups, networks, centres and other organisations, universities and businesses.

In 2017, the TEC funded 74 providers through its ACE fund, which is directed to ACE priorities established by government. ACE funded by the TEC is predominantly provided by registered tertiary education providers, ACE in Schools and, to a lesser extent, community education providers. In 2017, literacy, numeracy, digital literacy and English (including ESOL) received the bulk of TEC funding with ACE in Schools and Private Training Establishments (PTEs) delivering a large proportion of this ACE.

A defining feature of the ACE sector is the significant variety of programmes and activities that are available to ACE learners, who come to the learning with diverse personal and professional needs. In turn, the programmes are provided by diverse providers catering to the needs of many different learner cohorts.

Most providers deliver programmes that contribute to personal enrichment, foundation learning, cultural enrichment, professional and vocational enrichment, and community enrichment and development.

Typical learner circumstances are highly varied, including learners who are upskilling, in part-time employment, retired, new to New Zealand or who have been a long-time out of education or employment. Learners come from diverse ethnicities and age groups. The 40+ age group is the highest served by TEC-funded ACE, within which the 60+ age group has the highest participation.

Impact and outcomes

ACE contributes to significant and diverse learner, community and societal outcomes and to government priorities. The environmental scan has found strong evidence of the contribution of ACE to well-being outcomes and particularly learners' confidence, self-belief and societal participation and connectivity – nearly all of the 73 respondents to the ACE environmental scan survey identified these outcomes.

Social participation and connectivity has emerged as an important outcome for older people as a result of their participation in ACE, alongside associated health and well-being benefits.

Data from learner surveys, undertaken through ACE Aotearoa's ACE Trace outcomes tool in 2017, shows that of 1,788 survey respondents from a total of 2,146 registered learners, 79 percent achieved all or most of their learning goals and 100 percent reported that they had improved their chances of getting work. For the period 1 August 2014 to 28 May 2019, 2,928 out of 3,658 responded to a survey question about further education intentions, with 94 percent identifying that they were definitely going on to further education.

There is limited national-level data captured on the impact of ACE. Data collated by the TEC is on outputs rather than outcomes.

Capacity, capability and challenges

ACE tutors are recognised for their subject expertise and passion. Subject knowledge is one of the most important criteria for tutor selection. Because of their commitment, tutors are also recognised for giving beyond what they are paid for.

Large funding cuts over time are identified as a key challenge to capacity and have led to significantly reduced provision. Limited funding for ACE is strongly identified as a significant challenge to the extent that some providers identify that they are not able to match demand and the needs of their communities – a key purpose of ACE. The narrowness of TEC funding criteria is viewed as limiting organisations' potential to fully meet ACE needs.

In 2017, TEC ACE investment had increased by over $18 million since its lowest point in 2011, but that is around $20 million lower than 2008-2009 funding. Capacity and capability within the sector has been affected by providers receiving different funding rates for delivery of similar ACE programmes and funding cuts to different parts of the sector, which have in some cases led to competition in what has traditionally been a collaborative sector.

Non-TEC funded providers described struggling without certainty of funding. A lack of physical infrastructure, such as venues, also impacts delivery. As funding has been reduced, some providers have had to cut administrative and oversight functions. Unfunded transport and administration costs have a key impact on capacity and budgets.

At the same time, this is a dedicated and resilient sector, committed and passionate about lifelong learning, and focused on meeting learner and community needs. Partnering and collaboration has been one key trend identified as supporting capability and capacity in the last five years.

ACE landscape: serving diversity

Community enrichment

Personal enrichment
All ACE organisations offer ACE contributing to personal enrichment

Foundation learning
Many ACE organisations offer ACE contributing to foundation learning

Cultural enrichment
Many ACE organisations offer ACE contributing to cultural enrichment

Professional/ vocational enrichment
Some ACE organisations offer ACE contributing to professional/vocational enrichment

urban
learner centred
collaborative
inclusive

local
rural
small

600+ ACE organisations

nation wide

73,000+ learners

diverse
needs focused
community centred
flexible
large

Introduction

Background and purpose

Adult and Community Education (ACE) Aotearoa is the lead body for the ACE sector in New Zealand.

ACE has commissioned an environmental scan of the ACE sector to provide a snapshot of what ACE provision is and the capability of this provision. ACE Aotearoa has commissioned the environmental scan because of the need to:

- increase visibility of the ACE sector and current provision, and to identify what is known about the impact of ACE provision
- better recognise and position the ACE sector within the wider education system
- better understand sector capability and capacity to inform future government investment
- support the ACE sector to take more of a leadership role in the future direction of ACE
- create an evidence base for decision making for the ACE sector, government policy work and investment in the ACE sector.

The environmental scan will contribute to ACE Aotearoa's work to inform a clear vision, priorities, and direction for the future of the ACE sector.

Scope

The following key information needs have informed the scope of the environmental scan:

- ACE scope, scale and impact including the range of ACE providers and delivery, and the outcomes being achieved or difference being made for learners
- ACE capability and capacity, including information on tutor requirements
- Where ACE fits within the education system
- Sustainability, challenges and current opportunities.

Approach

The environmental scan has been informed by a document and web-based review, online survey and in-depth interviews with ACE providers. The Tertiary Education Commission has provided data about its funding of ACE. Information was also contributed by the Outcomes Project Manager for ACE Trace – ACE Aotearoa's outcomes tool.

A multi-prong iterative approach was adopted to inform an understanding of the scale of ACE provision. The different phases of data collection enabled data and information to be continually built on to develop a picture of ACE in Aotearoa.

Document and web-based review

A review of key source documents provided by ACE Aotearoa informed the initial scope of the environmental scan and potential question areas for the environmental scan survey. Documents such as ACE Aotearoa annual reports over several years supported the identification of the range of providers delivering ACE. This understanding was furthered through internet searching of different ACE providers and a review of a range of providers' websites to gather information about different ACE provision. Provider annual reports were also reviewed and provided rich information to contribute to an initial understanding of ACE provision. A 2017 Australian ACE Environmental scan report[1] was consulted and helped inform ideas and the structuring of information for this work (including the diagram on page 6 of this report).

The documentation and web review resulted in the development of questions for an online survey conducted with ACE providers to gain insights into ACE provision in key focus areas.

Online survey

An online survey was developed in conjunction with ACE Aotearoa in September and October 2018. The survey parameters and questions were informed by the pre-defined scope of the environmental scan, as well as information from the initial document and web-based review. Draft versions of the survey were refined with feedback from members of the ACE Aotearoa reference group. The survey was administered by ACE Aotearoa through Survey Monkey. ACE Aotearoa provided the survey link to ACE providers identified through its member database.

The survey was open for two months from 22 October to 24 December 2018 and was completed by 73 respondents – all completed the survey in full. Representation included respondents from:[2]

- Not-for-profit organisations (41.10%)
- Charitable trusts (34.25%)
- Community organisations (24.66%)
- Schools (16.44%)
- National organisations or collectives (13.70%)
- Private Training Establishments (10.96%)
- Literacy providers (10.96%)
- Rural education providers (6.85%)
- English language providers (5.48%)
- Community centres or houses (5.48%)
- Universities (5.48%)
- Libraries (4.11%)
- Iwi or Māori organisations (4.11%)
- Refugee and migrant services (4.11%)
- Businesses (4.11%)
- Workers' Education Associations (2.74%)
- Youth focused groups (2.74%)
- Pasifika organisation (1.37%)
- Cultural group (1.37%)
- Women's centre (1.37%)
- Men's focused organisation (1.37%)
- Polytechnic (1.37%).

The survey contained 26 questions that mostly asked respondents to give specific responses. The questions asked respondents for information about their organisation, nature of ACE provision, courses, ACE learners, changes in delivery over time, funding, ACE tutors, governance and management, outcomes and value-add of ACE provision, and key challenges experienced. Respondents were also asked to identify ACE providers known to them, and that information was used to cross-check ACE providers pre-identified through the earlier document and web-based review, and to add to existing information about the scale of ACE.

[1] Bowman, K. (2017). *Australian ACE Environmental Scan 2017 update. Scope and scale of adult and community education across Australia*. Adult Learning Australia

[2] Survey respondents could select more than one category.

In-depth interviews with ACE providers

Semi-structured interviews were conducted with 12 ACE providers over the period November 2018 to May 2019. The interviews gave greater understanding in relation to the survey findings. Interview participants were purposefully selected to achieve broad sector representation. The participants came from the following parts of the ACE sector: ACE in Schools, English language provision, literacy and numeracy provision, Rural Education Activities Programme (REAP) provider, Workers' Education Association (WEA), university lifelong learning centre, Menzshed, Network Waitangi Otautahi, and Māori, Pasifika, youth and community organisations. The interviews were conducted either face to face or by phone. Three of the interviews occurred during the 2019 ACE Hui Fono, which also provided the opportunity to attend one of the Hui Fono presentations.

This report brings together the key findings from all components of the research to highlight the picture of ACE in Aotearoa that has emerged in relation to the key parameters informing the environmental scan. Accordingly, the report is structured as follows:

- Overview of ACE in Aotearoa
- Some key takeouts about ACE in Aotearoa
- ACE scope, scale and impact
- ACE capability and capacity.

Challenges and limitations

The ACE environmental scan report is naturally limited by the parameters of its scope and by the data available to inform the scan.

The breadth and scale of ACE has made it a challenge to identify the full scope of ACE provision.

There is little data and information published about non-TEC funded ACE. The majority of respondents to the environmental scan survey receive some form of government funding. Therefore, although a small number of non-funded organisations have participated in the scan, the scan is limited in its coverage of this perspective.

It has been difficult to interrogate data on ACE provision captured by the TEC and the Ministry of Education given the different collection purposes and limited insights into the way that data is captured and reported. Data was more easily accessed from the TEC on the scope and scale of ACE delivered by Private Training Establishments (PTEs), community education providers, and REAPs, than it was for tertiary education institutes, due to different reporting systems.

Whereas the ACE Trace tool is capturing data from the learner perspective on outcomes achieved, there is no national data on learners' perspectives on the strengths of ACE and their experiences of ACE learning environments. Therefore, this understanding is missing from the environmental scan.

The environmental scan survey and interviews have provided high-level insights into ACE capability and capacity, but there is much that could still be understood about the nature of the ACE workforce.

Notwithstanding these limitations, the participation of ACE organisations through the environmental scan survey and in-depth interviews has provided invaluable insights to enable this first ACE environmental scan report.

Some key takeouts about ACE in Aotearoa

The environmental scan has highlighted the following key themes that provide context to understanding the scope, scale, impact, capability and capacity of ACE in Aotearoa.

- Many providers deliver foundation-focused ACE, including literacy and numeracy education, digital literacy, English language (including ESOL), te reo Māori and/or New Zealand Sign Language, as their sole or predominant provision.

  At the same time, non-government funded providers, and providers receiving funding from different sources, also deliver a vast range of other ACE-based programmes in response to community demand, interest and need.

- Despite commonalities in delivery, the ACE-provider landscape is highly diverse and shows a sector catering to learners from diverse demographics, backgrounds and circumstances and with diverse learning needs.

  The ACE landscape is all encompassing. It meets the needs of different cohorts of learners because of this diversity.

- Provider interviews showed a purposeful focus on seeking to avoid competition and the same delivery as other local providers. The focus is on delivery that is complimentary and supplementary to one another. The challenge of funding may impact the experience of this.

- ACE learning environments and specific characteristics attract those who are unlikely to engage in other forms of tertiary education because formal learning in other sub-sectors would not meet their needs for short, affordable, easily accessible learning. ACE learning contexts are closely shaped to individual and community needs in unique and appropriate ways. ACE facilitates learning and social connectedness with like-minded others. It is possible to try new skills and learning without fear of not passing or long-term and significant financial commitment.

- ACE makes a significant contribution to learners' lives and government tertiary education priorities in Aotearoa through extensive provision of foundation education.

- TEC funding requirements shape provision of TEC-funded ACE. Whereas TEC-funded ACE is targeted at raising foundation skills for those whose previous learning has not been successful, a large component of the ACE sector is meeting the needs of other diverse lifelong learners. This includes learners who want or need to upskill, who seek continued knowledge, and personal betterment, and/or desire greater social connectivity.

  For example, ACE makes an important contribution to enriching the lives of older members of society. It is a key contributor to the professional development and upskilling of the workforce.

- While significantly impacted by ongoing shifts in government funding, the ACE sector is also agile and adaptable. Many providers exhibit longevity but have to adapt or curb their delivery to remain viable. Others have been unable to sustain their delivery through shifts in government funding. The impact on the communities where this occurs is not canvased in published information.

- Some tension emerged from provider interviews about the need for ACE organisations to secure TEC funding and therefore deliver programmes in areas that the TEC has identified as a priority. But this focus is not allowing for programmes to fully respond to identified community needs and to fulfill providers' vision and mission.

- There is limited national data for non-TEC funded ACE. This is a consistent picture over time – in 2008, the Ministry of Education reported that:

  "the government collects data in a regular and systematic way only from education funded adult and community education provision. There is also significant learner-funded and community-funded provision which is not captured."[3]

  TEC data on ACE funded provision is output focused and does not provide an understanding of ACE outcomes and the related contribution of ACE to government priorities.

[3] Ministry of Education. (2008). *The Development and State of the Art of Adult Learning and Education. National Report of New Zealand* (no page numbers).

Overview of ACE in Aotearoa

ACE Aotearoa's introductory information informing the scope of the environmental scan highlights the origins of ACE within New Zealand's education sector:

> "Adult and Community Education (ACE) is part of New Zealand's tertiary and broader education sector. Its beginnings span as far back as 1895[4] with the introduction of the Manual Technical Instruction Act which allowed the establishment of technical schools and colleges where evening classes for adults and young people included general subjects (English and arts) as well as technical. Community-based programmes grew out of the development of the Workers' Educational Association (WEA) in the early 1900's.[5]
>
> The Māori concept of "ako or akonga" describes the process of learning in pre-European Aotearoa[6]. Apart from formal teaching and learning of sacred knowledge (whare wānanga) ako was not bound by age, gender or social status. One element of ako has been described as being informal learning where important life skills relating to survival were taught through everyday life and activities."

'Fifty Years of Learning. A history of Adult and Community Education in Aotearoa from the 1960's to the present day'[7] is a rich source of information that sets out the long history of ACE to the present day. Periods of growth and decline of ACE following shifts in government policy and funding are discussed.

This history of ACE shows the longevity of ACE providers – for example, the WEAs, Pasifika Education Centre (PEC), Te Ataarangi, Literacy Aotearoa, ACE in Schools and REAPs. But it also outlines the changes in how organisations have been funded and the significant impact on ACE of cuts to government funding across the 1980s, 1990s and in 2009. For example, in 2010, ACE in Schools lost around $13 million of government funding, and tertiary education providers around 50 percent of funding. WEA funding dwindled and ceased. As recounted by ACE Aotearoa in 2013:[8]

[4] Dakin, J. (1996). Looking Back. In J. Benseman, B. Findsen & M. Scott (Eds.), *The fourth sector: adult and community education in Aotearoa/New Zealand* (pp. 21-37), p.23.

[5] The report of the Adult Education and Community Learning Working Party. (2001) *Koia! Koia!: towards a learning society: The role of adult and community education.* Wellington, New Zealand, p.8.

[6] Pihama, L., Smith, K., Taki, M., & and Lee, J. (2004). *A Literature Review on kaupapa Māori and Māori Education Pedagogy.* ITP New Zealand, p.13.

[7] Tobias, R. (2016). ACE Aotearoa. New Zealand.

[8] ACE Aotearoa. (2013). *Adult and Community Education: What is the role of government?* New Zealand, p.2.

"Government funding follows policy. Once policy is enshrined in legislation it is difficult to change. The lack of ACE dedicated legislation leaves any policy relating to ACE, open to change from government to government. Because of this the ACE sector has experienced cycles (approximately every 10 years) of "feast or famine" funding in Aotearoa, reflecting the focus (permissive or restrictive) that ACE is given by the government of the day."

ACE provision

ACE enables "adults to engage in education with few barriers to participation and in a context relevant to the learner. It usually does not lead to a qualification and is often focused on personal development and skill enhancement with associated social, civic and community benefits, including literacy and numeracy skills. ACE clients include both second-chance learners with no prior qualifications, and well-qualified adults pursuing lifelong learning."[9]

"Community education, also known as community-based education or community learning and development, is an organisation's programmes to promote learning and social development work with individuals and groups in their communities using a range of formal and informal methods. A common defining feature is that programmes and activities are developed in dialogue with communities and participants. The purpose of community learning and development is to develop the capacity of individuals and groups of all ages through their actions, the capacity of communities, to improve their quality of life. Central to this is their ability to participate in democratic processes."[10]

"ACE covers a very diverse and wide range of post-compulsory, usually non-certificated and informal yet structured, courses or programmes"[11] that are typically delivered over a short period of time and limited hours. ACE provides individual, family/whānau, intergenerational and group learning.

Learning may not involve a tutor or programme but instead may be facilitated through the sharing and interchange of knowledge, ideas and information. Learning may occur in group settings, or in more recent times, through mediums such as pod-casts, YouTube, and webinars.

Informal programmes enable learners to determine what and how they learn. "An important part of the ACE context is taking learning to the learner. ACE activities take place in a wide variety of settings including, community halls, church buildings, marae, in people's homes and schools and other education institutions"[12] such as universities, Institutes of Technology and Polytechnics (ITPs), PTEs and wānanga, as well as businesses. ACE encompasses both community-based and institutional forms of learning.

"Some ACE programmes and activities are formal in nature, offering adults the opportunity to gain recognised unit standards within the New Zealand Qualifications Framework and providing the first step to ongoing learning."[13] Typically, ACE learning does not result in any formal external recognition of the knowledge and skills gained unless by award of a qualification.

ACE Aotearoa identifies that ACE exists on a continuum of provision. "At one end for example are informal one-off library lecture series that attract interested members of the community. At the other end of the continuum are lower level qualification tertiary programmes offered in the community and tertiary institutions that award certification on completion." [14]

"Part of the ACE sector (often taxpayer funded) is focused on helping [adults whose school experience has been negative] regain their confidence, and reach their potential as contributing adults. Most of the ACE sector (user pays) is focused on enriching courses for successful,

[9] New Zealand Productivity Commission. (2017). *New models of tertiary education.* New Zealand, p. xiii.

[10] Wikpedia definition. Retrieved from: https://en.wikipedia.org/wiki/Community_education#cite_note-workingtogether-1 referenced from "Working and Learning Together to Build Stronger Communities, Scottish Government Guidance for Community Learning and Development".

[11] ACE Aotearoa. (2013). *Adult and Community Education: What is the role of government?* New Zealand, p.1.

[12] McNeur, P., Shepherd, T., et al. (2017). *Adult Learners in the ACE Context: Evaluation and Review to Support Sustained Learner Success.* Ako Aotearoa, New Zealand, pp. 11.

[13] Ibid at pp.10-11.

[14] ACE Aotearoa. (2013). *The Future of ACE.* New Zealand, p.5.

curious and high achieving adults (who experienced success in their school education) who wish to continue to grow, contribute and have satisfying lives and have the financial capacity to action this option for themselves."[15]

ACE Aotearoa indicates that the ACE sector in New Zealand can be broadly categorised as "funded" by government (specifically through the TEC, but also indirectly by funding from other government agencies) and "unfunded" by government. ACE provision that is "unfunded" by government is funded or supported by different sources including individuals (user pays), businesses, community trusts and grants, philanthropic entities, iwi and local authorities. Many organisations have a mix of government, non-government, and self-funded programmes.

ACE funded by the TEC is directed to priorities established by government.

TEC ACE fund

The purpose of TEC's ACE Fund "is to provide community-based education, foundation skills, and pathways into other learning opportunities that meet community learning needs".[16]

The TEC specifically provides ACE funding to ITPs, wānanga, and PTEs that specialise in foundation learning, ACE in Schools, community organisations, and the REAPs.

The TEC also funds ACE search and rescue training for volunteers and ACE emergency management training for civil emergency and firefighting.

Current TEC ACE funding requires that funding must only be used for programmes designed to:

- target learners whose previous learning was not successful
- raise foundation skills
- strengthen social cohesion, enhancing a learner's ability to participate in society and economic life.

Programmes do not have to meet all of the above criteria if their focus is English for speakers of other languages (ESOL), New Zealand Sign Language, or te reo Māori.

For PTEs, the REAPs, community organisations, and ACE in Schools, TEC funding priorities are:

- literacy, digital literacy, numeracy, English language (including ESOL), New Zealand Sign Language and te reo Māori.

ACE in Schools is expected to have at least 50 percent of learners who have English language needs, have low or no qualifications or who are Māori or Pasifika.

ITPs and wānanga must prioritise provision that primarily focuses on the learning of foundation skills, re-engagement of learners whose previous learning was not successful and progression to formal education.

With some exceptions, ACE funding is for learners aged 16 years or over and not for fulltime secondary school students.

ACE Aotearoa

The ACE sector is supported by ACE Aotearoa. ACE Aotearoa provides strategic policy and operational advice to central and local government and is a New Zealand voice at international forums.

Complimentary to the role and work of ACE Aotearoa, is the work of the ACE Strategic Alliance, which supports the sector through advocacy and research-based positioning and is made up of representatives from nine sector organisations.

ACE Aotearoa supports capability, professional development and quality assurance within the ACE sector through, for example:

- supporting professional development and key annual events, including Hui Fono, the ACE sector conference, and Festival of Adult Learning
- providing professional development grants to support service enhancement and the building of capability
- sponsoring research
- facilitating governance training
- developing professional teaching standards for the ACE sector in 2017
- creating the ACE Quality Assurance Toolkit
- the ACE Learner Pathways, which is a discussion document used to consolidate sector conceptual thinking and experiences on learner pathways in the ACE sector and how learners are supported to make pathway decisions. This work led to the development of ACE learner profiles.

[15] ACE Aotearoa Submission to Productivity Commission: *New Models of Tertiary Education*. New Zealand, p.1.

[16] TEC website.

ACE Aotearoa has created tools to respond to gaps in sector information needs, for example, by developing:

- **ACE Place** – a cloud-based portal that went live in July 2016, which links learners to ACE providers by providing them with information about ACE in their region. This was developed in response to difficulties in identifying ACE provision
- **ACE Trace** – a web-based tool to measure the extent to which ACE is making a positive difference to learners participating in short non-assessed courses. This is the only tool collecting national-level data on the impact of ACE. It is also a key source of data available to inform providers' own self-assessment of the impact that their ACE provision is having.

ACE Aotearoa celebrates and recognises high-quality ACE delivery through the following awards: Provider of the Year, Community Programme of the Year, Educator of the Year, and Member of the Year. Its annual reports and quarterly newsletters share case studies relating to diverse ACE provision.

ACE scope, scale and impact

It is not possible to identify the full scale of ACE in Aotearoa as there is no one register or record. The only compiled information that exists on provider numbers is available from the TEC in relation to TEC-funded providers, and information captured by ACE Aotearoa (for example, those who register as members with ACE Aotearoa, use its tools and attend events.).

Number of providers

The New Zealand Productivity Commission's report *New models of tertiary education* identified that in 2015, some 534 non-TEC funded enterprises in New Zealand were working in the field of 'tertiary education', and a further 3,507 in 'Adult and Community Education'.[17] However, this does not distinguish between 'formal' and 'non-formal' learning or categorise the level of learning provided.

The environmental scan has identified **at least 600 organisations that deliver some form of ACE** in Aotearoa (TEC-funded and non-TEC-funded). This figure includes some of the individual providers/sites delivering under the umbrella of national organisations.

However, there will be many non-TEC funded organisations that will not have been identified within the scope of this work. For example, the scan will not have identified organisations that have not appeared in an internet search under the category 'adult and community education', that do not have published information written about their ACE, they are not members of ACE Aotearoa, or where it has not been possible to assess the total number of organisations or sites within an umbrella body.

ACE may only be a component of an organisation's wider activity, and they may not self-identify as an 'ACE provider'. Also, different foundation education is funded in different ways by the TEC – for example, providers may be funded under the Intensive Literacy and Numeracy fund rather than the ACE fund, and although providing ACE, will not be identified by the TEC as an ACE-funded organisation.

TEC-funded ACE

In 2017,[18] the TEC funded 74 organisations through its ACE fund:

- 18 tertiary education institutes (TEIs)
- 16 ITPs
- 1 government training establishment (Fire and Emergency New Zealand)
- 1 wānanga
- 19 PTEs
- 17 schools
- 19 Community Education Providers (CEPs)
- 1 REAP Aotearoa.

In some instances, a national body is funded by the TEC but these bodies have multiple affiliated branches delivering ACE across New Zealand – for example, English Language Partners (23), Literacy Aotearoa (28), REAP Aotearoa (13).

In terms of identifying the number of providers delivering ACE, if these multiple branches are added to the above **74 organisations** to reflect the disbursement of TEC

[17] New Zealand Productivity Commission. (2017). *New models of tertiary education.* New Zealand, p. 166.

[18] TEC data for 2017 has been used throughout this report reflecting finalisation of data for that year-end (rather than 2018 data).

funding, there were at least around 138 organisations delivering ACE with some level of TEC funding in 2017.

The type of providers receiving TEC ACE funding have been similar over the last ten years or so, though there have been key shifts in the extent of provision. For example, significant cuts to ACE in Schools funding has seen the total number of schools funded decrease from 212 schools in 2009 to 17 in 2017. Universities do not receive TEC specific ACE funding, whereas a greater number of PTEs are now ACE funded. Organisations such as WEAs and SeniorNet are no longer TEC-funded. Interview participants described having to reshape how and what they deliver to remain sustainable (for example, increasing programme fees for user-pays courses and cutting programmes). It has not been possible to review the impact of these shifts in TEC funding through this scan.

Non-TEC funded ACE

There are many organisations funded by other government and non-government entities to provide programmes that include adult and community education. For example, other funding is sourced from: Ministry of Social Development, Ministry of Education, Ministry of Justice, Corrections, Ministry of Health, Accident Compensation Corporation, Land Transport New Zealand, Te Puni Kokiri, Māori Language Commission, local government, and district health boards. Non-government income includes: self-funded ACE and income from community funding grants, philanthropic sources, donations and fundraising.

The total number of non-funded organisations providing ACE is unknown. At least 114 non-TEC funded organisations have been identified through this scan (if umbrella organisations are counted as one), or around 450 if some of the different individual sites of umbrella organisations are included. Appendix 1 provides a table with the organisations identified as delivering ACE from this environmental scan.

Non-TEC funded umbrella or national bodies with branches delivering ACE under their name include organisations providing adult learning for older people: SeniorNet, Menzshed New Zealand, U3A New Zealand, and SuperGrans Aotearoa.

Other non-TEC funded organisations include WEAs and universities. Most ACE provided by organisations such as libraries, community centres and houses, parenting organisations, Pasifika organisations, and youth and women's organisations, are not TEC funded.

Geographic coverage

Whereas the extent and nature of ACE provision may not be even across New Zealand overall, the scale of ACE delivery shows coverage across most parts of Aotearoa. This coverage is assisted by the localised focus of national and umbrella organisations (funded and non-funded).

The survey undertaken for this environmental scan shows some level of ACE representation in all but 15 New Zealand locations – this is taken from the responses of 73 survey respondents. Response options were purposely specific (to include towns and cities within regional boundaries) to understand the extent of coverage. Of the 15 locations where ACE was not identified, the table in Appendix 1 identifies that there is some form of delivery in all but three of these locations (though in some cases to a very small degree for example, in Queenstown and Clutha). The three locations where ACE delivery is not clear are the Chatham Islands, Great Barrier Island and Waitomo.

ACE programmes and activities

ACE programmes and activities are many and diverse, and as the information compiled in Table 1 shows, they can be viewed in terms of their contribution to:

- Personal enrichment
- Foundation learning
- Cultural enrichment
- Professional or vocational enrichment.

Overall, the contribution is to community enrichment and development.

TABLE 1: OVERVIEW OF ACE PROGRAMMES AND ACTIVITIES BY CATEGORISATION AND PROVIDER

ACE categorisation	ACE programmes and activities	Providers
Foundation learning *(core foundation and personal knowledge and skills)*	· Literacy, numeracy, digital literacy, English language (ESOL), te reo Māori, NZ Sign Language · Employment skills and preparation · Career pathways planning · Personal foundation skills · Driver licensing and education · Study support · NCEA	**Most providers including:** ACE in Schools, businesses, community centres, faith-based organisations, ITPs, libraries, literacy and numeracy, English language, Māori/iwi, Pasifika, youth, newcomers, not-for-profit and charitable organisations, PTEs, REAPs, universities, WEA
Personal enrichment *(personal and whānau knowledge, skills and development, well-being and interest)*	· Resilience, well-being, safety · Personal and whānau well-being · Home management and skills · Budgeting and financial literacy · Income generation, youth governance, leadership and empowerment and pathways · Specific technical, creative and manual skills development · Personal interest – recreation, hobby, fitness · First aid · Topical and subject-specific presentations, workshops, study groups · Sustainable and self-sufficient living	**All providers including:** ACE in Schools, businesses, ITPs, universities, WEA, libraries, community organisations, faith-based organisations, youth and women-focused organisations, older persons, Māori/iwi, Pasifika, newcomers, literacy and numeracy, English language, not-for-profit, and charitable organisations, PTEs, REAPs
Cultural enrichment *(language and culture)*	· Māori culture and language revitalisation · Treaty of Waitangi · Languages and culture	**Most providers including:** ACE in Schools, ITPs, libraries, Māori/iwi, Pasifika, community organisations/centres, PTEs, REAPs, networks, universities, WEA
Professional/vocational enrichment *(professional upskilling and development)*	· Business development · Employment upskilling · Professional development, skills development, career development · Computing · Technical skills · Volunteering · First aid	**Some providers including:** ACE in Schools, businesses, universities, WEA, not-for-profit organisations

Specific TEC ACE funded allocation

TEC funding has a key influence on the type of ACE programmes and activities delivered. For TEC-funded non-TEI providers, Table 2 sets out the different TEC primary priority provision by learner numbers in 2017. This information is not easily accessible due to the different methods of TEC data collection and reporting for TEIs as opposed to other funded providers of ACE.

Literacy, numeracy, digital literacy, and English language (including ESOL) programmes and activities receive the bulk of TEC ACE funding, with ACE in Schools and PTEs delivering a large proportion of this.

TABLE 2: LEARNER NUMBERS BY PROVIDER AND PROGRAMME				
	Te reo and tikanga Māori	**New Zealand Sign Language**	**English language (including ESOL)**	**Other (literacy, numeracy, digital literacy)[19]**
Schools	3,122	819	8,509	9,800
PTEs	546	86	10,007	6,495
REAPs	1,325	250	885	4,968
CEPs	1,188	858	225	3,502
Total learners	**6,181**	**2,013**	**19,696**	**24,765**
Total funding	***$2,009,492.59***	***$568,127.93***	***$6,222,103.64***	***$8,741,687.99***

Source: Tertiary Education Commission

Survey respondents' main ACE provision

Survey respondents were asked what best summarised the nature of their ACE provision. They were able to select more than one response category. Highest response categories were as follows:

Cultural enrichment	61.64 percent of respondents
Community development	61.64 percent of respondents
Personal enrichment	58.90 percent of respondents
Foundation learning	54.79 percent of respondents
Health and well-being	53.42 percent of respondents

Approximately 50 percent or more of survey respondents provide some form of foundation learning. Between 30 and 40 percent provide personal enrichment programmes and activities.

More than 50 percent of survey respondents (36+ organisations), identified that they each provide the following types of ACE programmes:

Employment preparation, skills training, upskilling	56.16 percent
Literacy and numeracy	52.05 percent
Te reo Māori, tikanga Māori	50.86 percent

Over 40 percent (at least 30 organisations) each identified that they provide the following programmes:

Digital literacy	49.32 percent
Culture and languages	47.95 percent
Driver licensing	43.84 percent
Core foundation	42.47 percent

Over 30 percent (between 20 and 30 organisations) deliver the following:

English language	39.73 percent
Fitness, health, well-being	36.99 percent
Budgeting/financial literacy	35.62 percent
Art, craft, photography	31.51 percent

It is important to note that organisations commonly deliver multiple programmes and activities across different areas of ACE learning.

What stands out is the diversity of learners being catered for through a diversity of providers, providing relevant learning contexts for different communities and learner cohorts.

[19] This includes programmes and activities such as driver licensing, Pasifika languages, computing, life skills, job skills, food technology, budgeting, art, mechanics, welding and construction.

Whereas multiple providers may be delivering similar types of programmes, at varying scales, ACE is reaching numerous and different learner cohorts in ways that are tailored to their needs and communities because of the organisations' distinct make-up.

This distinctiveness and diversity supports learners to participate in learning with like-minded others, people who share common experiences or interests, and/or in environments where specific needs and experiences are well understood. It is also meeting the needs of people's different life stages, for example, for the purposes of professional upskilling and career change, changed personal and economic circumstances, or keeping knowledgeable, active and socially connected later in life.

Programme hours

TEC data on total actual learning hours divided by total learners for non-TEI funded ACE in 2017 shows an average of 20 learning hours per learner. For the different primary priorities funded, overall average learning hours are as follows:

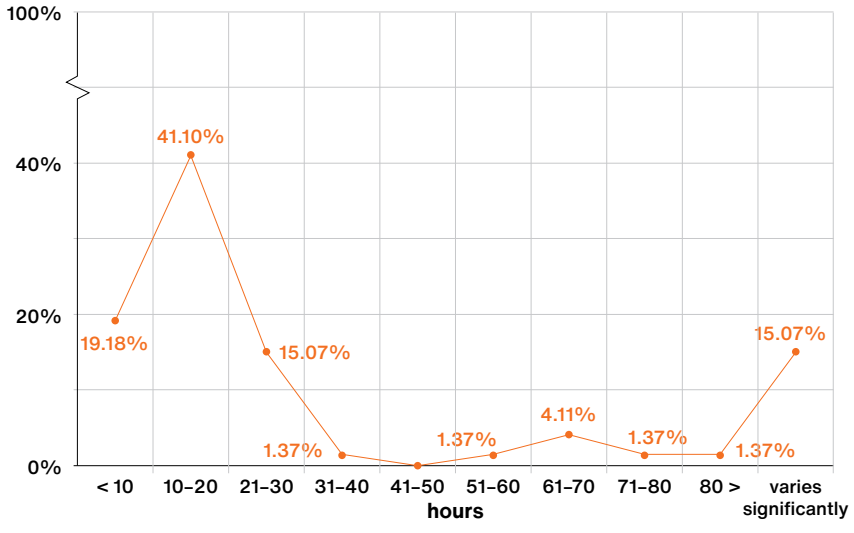
English language (including ESOL)	23 hours
Te reo Māori	18 hours
New Zealand Sign Language	10 hours
Other (literacy, numeracy, digital literacy)	18 hours

This information aligns with the environmental scan survey findings.

Overall, 60.28 percent of the 73 survey respondents to the environmental scan survey reported that their ACE programmes are 20 hours or less in duration. Of these, 41.10 percent have programmes that average 10-20 hours in duration. See Figure 1. Very few indicate that their programmes average more than 30 hours.

FIGURE 1: AVERAGE ACE COURSE HOURS IDENTIFIED BY NUMBER OF SURVEY RESPONDENTS

Q16 How many hours is the average duration of time of your ACE courses? *(select one option only)*

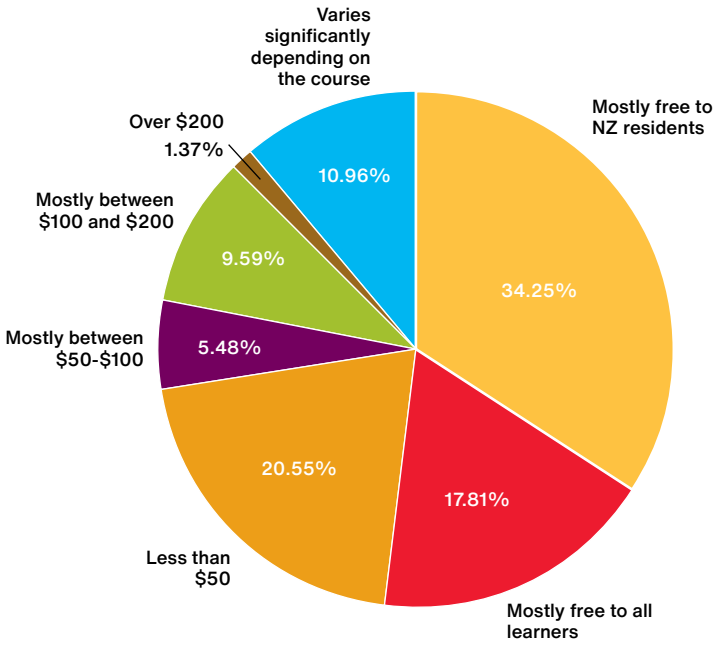


Just six respondents have courses that average between 51 and 80+ hours. Of this small number:

- four identify that some of their ACE programmes lead to credits or qualifications on the National Qualifications Framework
- three identify that their main ACE programmes are digital literacy, employment preparation, skills training and upskilling, and English language.

FIGURE 2: SURVEY RESPONDENTS AVERAGE USER-PAYS PROGRAMME COSTS

Q15 Approximately how much do learners pay on average for your ACE user-pays courses? *(select one option only)*



Programme costs

As Figure 2 shows, the 73 survey respondents identified that mostly their ACE activities and programmes are free for learners or are under $50. All but 15 of these providers (58) receive some level of government funding.

Just eight survey respondents indicated that learners pay more than $100 for attending their programmes. Of these:

- two exclusively provide te reo Māori programmes, including one delivered over an average of 71-80 hours, and are solely or mainly self-funded
- four have an average of 2,000+ learners enrolling each year and offer a diversity of programmes.

For user-pays progammes, an overview of different ACE providers' websites shows varying costs for the same and different programmes and that costs can be dependent on the length of the programme, but may also or instead be influenced by the level or nature of the technical content. For example, language programmes can range between $50 and $250, and it is not uncommon to see photography programmes costing between $100 and $200.

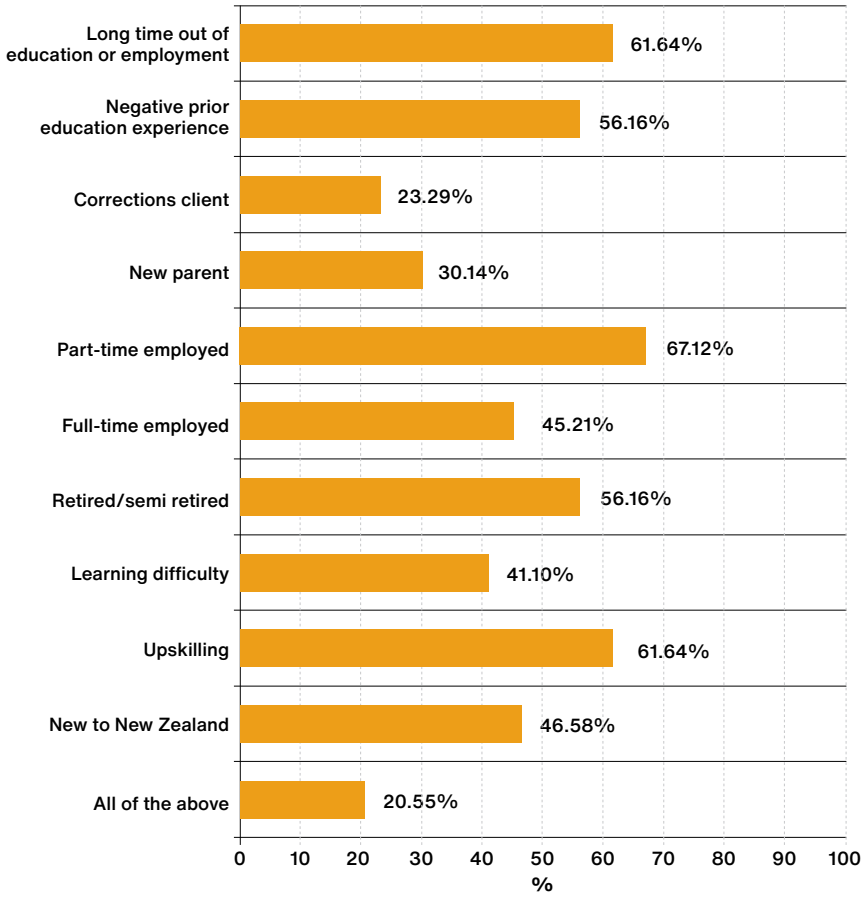
ACE learners

ACE learners come from diverse backgrounds and experiences and engage in ACE for a multitude of reasons. For example, ACE learning attracts those with core foundation needs who have not experienced success in other education contexts; adults wishing or needing new knowledge, skills and experience; people seeking to upskill for employment and career advancement; and people seeking to give back to their communities through intergenerational mentoring and learning, and as a means of social participation and connectivity.

Figure 3 shows the diverse circumstances of learners participating in ACE.

FIGURE 3: TYPICAL CIRCUMSTANCES OF LEARNERS ENGAGED IN ACE

Q9 What are the typical circumstances of your learners? *(select all that apply)*



Engagement in TEC-funded ACE

Data provided by the TEC for PTEs, CEPs, and REAPs funded through the ACE fund provides a snapshot of the main programmes delivered by these providers.

- TEC-funded te reo and tikanga Māori programmes and activities have typically attracted Māori learners as the largest cohort for:
  - PTEs: 69 percent of te reo learners are Māori
  - CEPs: 59 percent of te reo learners are Māori
  - REAPs: 58 percent of te reo learners are Māori.

  However, in Schools, 48 percent are Māori, and 44 percent are New Zealand (NZ) European.
- English language programmes and activities have typically attracted Asian learners as the largest cohort for:
  - PTEs: 67 percent of English language learners are Asian
  - CEPs: 49 percent of English language learners are Asian.

  However, for REAPs, 53 percent are Māori and 33 percent are NZ European.
- NZ Sign Language programmes and activities have typically attracted NZ European learners as the largest cohort enrolled for:
  - PTEs: 65 percent of NZ Sign Language learners are NZ European
  - CEPs: 70 percent of NZ Sign Language learners are NZ European
  - Schools: 67 percent of NZ Sign Language learners are NZ European.

  However, for REAPs, 52 percent are Māori and 41 percent are NZ European.

Again, this break-down of provision demonstrates the different learners served by diverse ACE providers.

ACE learner numbers

A total of 73,406 learners in ACE in 2017 can be identified from combined Education Counts (Ministry of Education)[20] and TEC data.[21]

These total figures accord with the 2017 conservative estimate of 71,001 ACE learners identified by ACE Aotearoa.

The 73,406 figure has been derived by adding Ministry of Education total numbers for ACE learners in universities, ITPs, wānanga and PTEs (which is greater than that identified by the TEC) and TEC data for total ACE learners in Schools, REAPs, and community education providers (Table 3).

The data has been combined in this way because of the

TABLE 3: ACE LEARNER NUMBERS IN TEIs AND TEC-FUNDED ACE

TEC non-TEI ACE funded learner numbers:					**Total:**
Community education providers:			5,773		
REAPs:			7,428		**35,451**
Schools:			22,250		
Data Source: TEIs	**Universities**	**ITPs[22]**	**Wānanga**	**PTEs**	
Ministry of Education	2,935	28,145	2,860	4,015	**37,955[23]**
TEC	nil	16,555	Not shown	17,204	**33,759**

Source: Tertiary Education Commission and Education Counts.

[20] https://www.educationcounts.govt.nz/__data/assets/excel_doc/0007/16288/Adult-and-community-education-2008-2017-final.xlsx

[21] Provided by the TEC to inform this environmental scan.

[22] The TEC ITP data also includes funding provided to one government training establishment.

[23] This figure differs slightly from the total figure of 37,690 shown in Education Counts data but is the sum of the learner numbers provided in the Education Counts data set and reported in this table.

differences in the data sets. It is not known why the two data sets have different sums for ITP and PTE provision (Table 3). Moreover, the TEC data identified a total of 69,210 learners in all TEC-funded ACE learning but, unlike Ministry of Education data, this does not include university and wānanga provided ACE.

The total of 73,406 excludes non-TEC funded community providers of ACE. Therefore, this is indeed a conservative figure. Total learner numbers in ACE will be significantly higher.

It is not possible to identify the number of learners in non-TEC funded community ACE provision as these numbers are unaccounted for nationally. In taking into account the minimum number of non-funded TEC providers identified through this environmental scan, additional learners would come from at least 114 organisations (if sites from umbrella organisations are counted as one) or around 450 organisations (if sites within umbrella organisations are counted).

The survey data shows variability in the number of learners that organisations serve each year. Whereas over a quarter (28.11 percent) indicate an annual average of 251 to 500 learners, 15.07 percent serve 2,000+ learners a year.

For the 15 survey respondents who identified that they receive no government funding, their learner numbers on average each year were between 6,060 and 10,397+ learners.

Trends over time

Table 4 provides national data for ACE learner numbers enrolled with registered tertiary providers/tertiary education organisations over time.

TABLE 4: ACE LEARNER ENROLMENTS WITH REGISTERED PROVIDERS

	2009	2010	2011	2012	2013	2014	2015	2016	2017
University	30,350	23,045	16,255	13,180	3,040	2,995	2,550	3,055	2,935
ITP	45,550	43,890	33,770	32,650	34,305	34,685	37,785	35,455	28,145
Wānanga	2,850	2,575	2,775	2,715	2,470	2,560	2,185	2,435	2,860
PTE	580	1,120	1,205	1,105	1,205	1,725	3,550	4,225	4,015
Total	**78,690**	**69,980**	**53,720**	**49,430**	**40,865**	**41,745**	**45,850**	**44,880**	**37,955**[24]

Source: Education Counts

There has been a constant overall decrease in ACE learner numbers with registered providers year to year and a significant decrease in the last 10 years, (since 2009) by almost 50 percent.

ACE learner numbers in the university sector have decreased significantly over time. By contrast, PTE ACE enrolments have increased significantly in the last 10 years, and notably from 2015. In 2017, 75 percent of ACE learner enrolments at a registered provider were in an ITP.

ACE in Schools and REAP learner numbers have decreased significantly over time.

- In 2009, 154,000[25] ACE learners were in ACE in Schools compared with 34,523[26] in 2019
- REAP learner numbers have almost halved from 2007 when they were 14,000[27] to 7,430[28] in 2017.

[24] Ibid.

[25] Ministry of Education. (2010) *Profile and Trends. New Zealand's Tertiary Education Sector*.

[26] Community Learning Association in Secondary Schools (CLASS) website. Retrieved 29 March 2019 from: https://www.class.ac.nz

[27] Ministry of Education. (2008). *The Development and State of the Art of Adult Learning and Education. National Report of New Zealand* (no page numbers).

[28] REAP Aotearoa. *2017 Annual Report*. New Zealand.

TABLE 5: ACE AOTEAROA CONSERVATIVE ESTIMATE OF LEARNER AND PROGRAMME NUMBERS OVER TIME

Year	Learners	Programmes
2010	75,500	13,000
2011	58,458	8,921
2012	45,652	8,483
2013	58,385	12,241
2014	67,738	12,836
2015	35,587	6,676
2016	64,072	7,507
2017	71,001	12,674

Source: ACE Aotearoa Annual Reports.

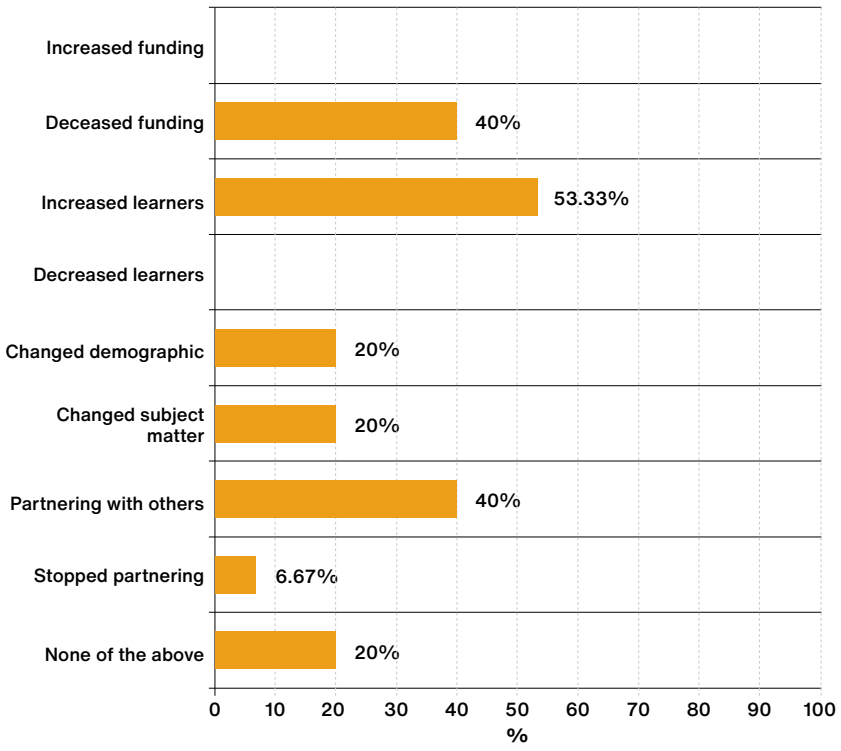
ACE Aotearoa's conservative estimate of ACE learner numbers over time identifies fluctuating numbers year to year. Table 5 shows a large decrease in learner numbers between 2010 and 2011, but in 2017, learner numbers are the closest that they have been to 2010 numbers in this period. Learner numbers and programmes are noticeably lower in 2015, and according to ACE Aotearoa, may be influenced by a transition period as contestable funding led to a greater number of PTEs funded that were new to ACE.

The picture presented by this data is different from the continuous decline in learner numbers for learners in registered providers, including those to 2017 (Table 4). Possibly this could reflect an increase in provision by community providers in response to community demand and need.

The survey findings show that respondents have experienced an increase in learner numbers alongside decreased funding – see Figure 4.

FIGURE 4: MAIN TRENDS EXPERIENCED BY SURVEY RESPONDENTS IN LAST FIVE YEARS

Q11 In the last five years, what main trends have you experienced with your ACE service delivery? *(select all that apply)*



Learner demographics

Ethnicity

For all TEC-funded ACE provision in 2017, the highest proportion of learners identified as New Zealand European, followed by Māori. Learner enrolments by ethnicity are approximately[29] as follows:

NZ European	35 percent
Māori	30 percent
Asian	19 percent
Pasifika	8 percent
MELAA[30]	5 percent.

[29] There is small variation in different data sets provided by the TEC reflecting their date of provision.

[30] Middle Eastern, Latin American, African.

Excluding TEI provision, in 2017:

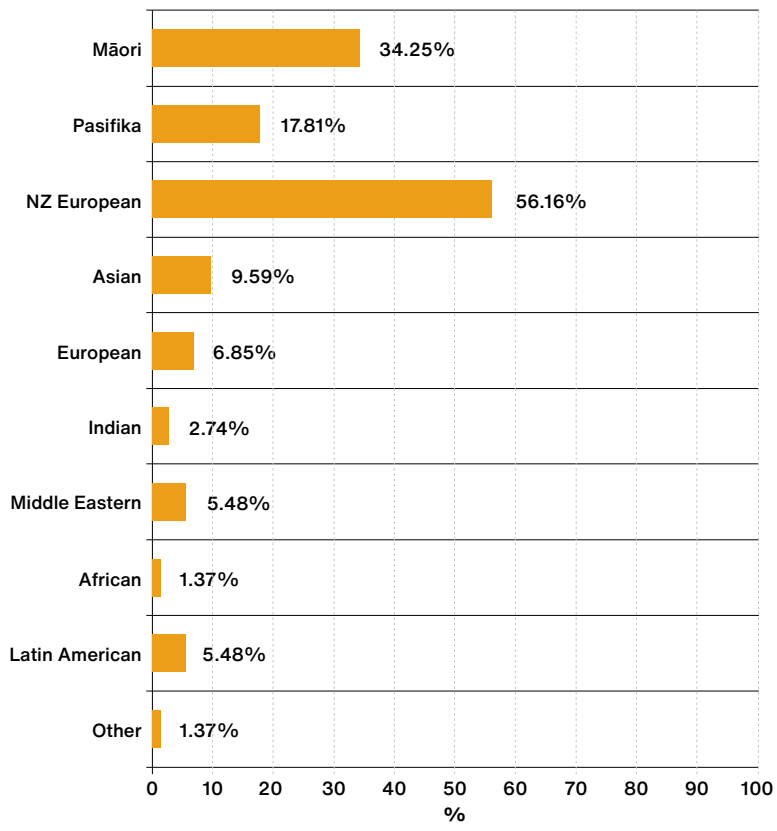
- 46 percent of NZ European enrolled with schools
- 41 percent of Māori enrolled with schools and 24 percent with REAPs
- 68 percent of Pasifika enrolled with schools
- 62 percent of Asian learners enrolled with PTEs. Across all non-TEI providers, 83 percent enrolled in English (including ESOL) programmes and activities
- 81 percent of MELAA enrolled with PTEs. Across all non-TEI providers, 81 percent enrolled in English programmes and activities.

Again, the data demonstrates the diversity of ACE providers catering to the different learner cohorts, needs and backgrounds.

Figure 5 shows the main ethnicities 73 survey providers serve across TEC and non-TEC funded provision and mixed institutional and non-institutional provision.[31]

FIGURE 5: MAIN ETHNICITY SERVED BY SURVEY RESPONDENTS

Q8 What is the main ethnicity that the majority of your learners identify as? *(select all that apply)*



[31] Respondents were able to select more than one option.

Over half identified that the main ethnicity of their learners is New Zealand European (56.16 percent) and 34.25 percent Maori.

Age

Total TEC ACE-funded data identifies learners aged 40+ to be the highest age group participating in ACE in 2017 (54 percent).

The 60+ age group has the highest participation within that 40+ category and across all age groups for non-TEI providers (only a 40+ category is shown for TEIs).

The 60+ age group is the category with most enrolments for 2017 TEC-funded PTEs (23 percent), REAPs (18 percent) and Schools (14 percent).

The 16 to19 age group has the most enrolments for CEPs (14 percent).

- For PTEs, the 60+ age group has the highest representation in TEC-funded English language (including ESOL) and NZ Sign Language programmes and activities
- For REAPs, the 60+ age group has the highest representation in TEC-funded NZ Sign Language and te reo Māori
- For REAPs and Schools, both the 60+ and the 16-19 age group have the highest representation for TEC-funded English language (including ESOL) provision
- For CEPs, both the 16-19 and 60+ age group have the highest representation in TEC-funded te reo Māori programmes and activities

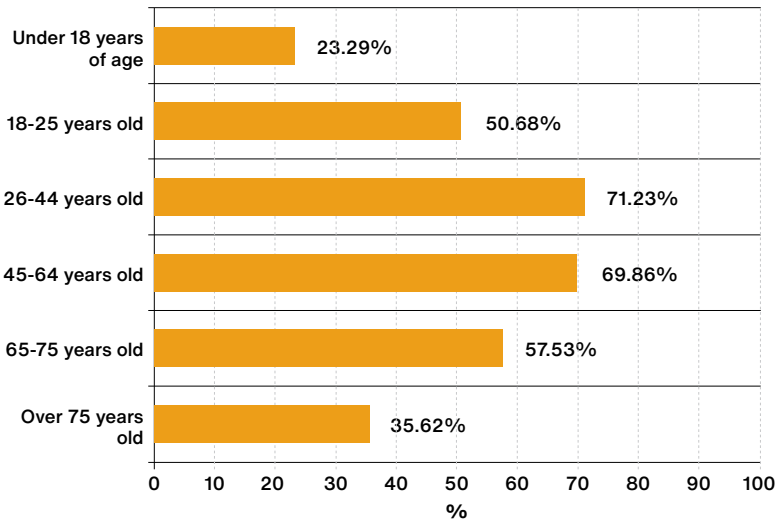
- The 60+ age group has the highest representation in TEC-funded te reo Māori in Schools
- The 60+ age group has the highest representation overall in TEC-funded NZ Sign Language programmes and activities overall. The exception is in Schools, where it is the 20-29 age group with the greater representation.

Education Counts[32] data for 2017 also shows that those in the 40+ age group have been consistently the highest age group enrolled in ACE with TEIs and PTEs. However, a shift in this trend has been for Pasifika and Asian learners, with the highest enrolments for those ethnicities being in the 25-39 age group in 2016 and 2017.

Figure 6 shows the diverse age groups of ACE learners that are served by survey respondents.

FIGURE 6: MAIN AGE RANGE SERVED BY SURVEY RESPONDENTS

Q7 What is the main age range of your learners?
(select all that apply)



Gender

Education Counts data for 2017 identifies male and female participation in ACE with registered providers to be about even in 2011 and 2012. From 2013-2016, more males participated. Table 6 shows this was still the case in 2017, though to a lesser extent due to the impact of a higher total of NZ European enrolments.

TABLE 6: 2017 ACE ENROLMENTS WITH REGISTERED PROVIDERS

Ethnicity	Female	Male
NZ European	9,920	12,780
Māori	5,315	4,185
Pacific Peoples	1,406	1,350
Asian	1,890	1,740
Other	850	825
Total	**17,900**	**19,790**

Source: Education Counts

From the environmental scan survey, about 80 per cent of respondents identify the majority of their learners are both male and female, and 19.18 percent indicate a majority of female learners.

[32] https://www.educationcounts.govt.nz/__data/assets/excel_doc/0007/16288/Adult-and-community-education-2008-2017-final.xlsx

Impact and outcomes of ACE

The TEC does not collate data on the impact of the ACE learning it funds or on learner outcomes.

While a significant component of ACE delivery is literacy and numeracy, English language (ESOL), te reo Māori, and New Zealand Sign Language, there is no national data available on the contribution of ACE to these key areas. However, it is clear that ACE is a significant contributor to these national priorities.

One provider identifies continued growth in te reo Māori with learner numbers tripling from 400 to 1,000 in 2017. Thus ACE provision is contributing to government's vision of Māori language revitalisation.[33]

Another provider identified the contribution of ACE to the resurgence of te reo Māori in a region and the related impact on social tolerance and cohesion through people demonstrating respect for biculturalism through cultural knowledge and language acquisition.

In addition, foundation programmes such as driver licensing, do not only result in the immediate outcome of a licence, but have more wide-ranging impacts, such as confidence and pride in the attainment of a first certificate, preventing youth engagement with the criminal justice system and better job opportunities. But the extent and scale of this impact is not widely understood.

In highlighting stakeholder feedback on community education, Alkema and McDonald[34] report that education and economic goals are "being supported through outcomes including improved financial literacy, gaining a driver's licence, improved employability, gaining the confidence to apply for work or further education, reduced engagement with the justice system and gaining access to networks that further their opportunities".

Limited quantitative data is available at a national level on ACE learner educational and employment pathways, though it is evident from a scan of individual provider websites that qualifications, and progress to further or higher study and employment are common outcomes being attained in both the short and longer-term.

> "The job of ACE is to light their fires, to ignite their potential. I don't think the wider tertiary sector understands the extent to which ACE is doing this" (Interview participant)

The survey findings show that:

- 63.01 percent (46) of providers identify employment as one of the common outcomes of their ACE programmes
- 60.27 percent report further training as a common outcome.

At least 78 percent of these providers identify literacy and numeracy learning as best summarising their ACE service. At least 76 percent identify employment preparation, skills training and upskilling as one of their main programme areas, which demonstrates the importance of foundation education to these pathways and positive outcomes.

ACE outcomes tool

Prior to ACE Aotearoa's development of a learner outcomes reporting tool trialled in 2013, there had been no tool to nationally capture ACE learner outcomes data.

In 2013, ACE Aotearoa piloted its learner outcomes tool ACE Trace. A first for the sector, ACE Trace is a web-based tool that uses learner surveys from across registered providers to measure the extent to which a provider is making a positive difference to learners participating in short non-assessed courses (not less than 10 hours in duration).[35]

As of September 2017, 46 providers were registered with ACE Trace. Overall findings show strong achievement and meeting of needs, as well as confidence in levels of preparedness for employment. Of 1,788 survey respondents from a total of 2,146 registered learners:

[33] For example, Maihi Karauna. Crown's Strategy for Māori language revitalization 2018-2023 – 85 percent of New Zealanders will value te reo Māori as a key part of national identity and by 2040 1 million people will speak at least basic te reo Māori (including public servants).

[34] Alkema A and McDonald H, (undated) *Towards an Outcomes Framework. Outcomes indicators and measures for adult literacy and numeracy*, pg 21. Tertiary Education Commission.

[35] ACE Aotearoa *2017 Annual Report*.

- 79 percent achieved all or most of their learning goals (a further 16 percent had achieved some of their goals)
- Every learner reported that they had improved their chances of getting work.[36]

Between 1 August 2014 and 28 May 2019, 2,928 of 3,658 (80 percent) registered learners completed the ACE Trace survey question about further education intentions. Of those, 93.9 percent (2,750 learners) stated their intention to go on to further study.

Individual providers have also developed their own outcomes frameworks and tools to understand the outcomes of ACE learning in relation to their own specific contexts and expected outcomes.

Just over a quarter of respondents to the survey (27.4 percent) found measuring value a key challenge.

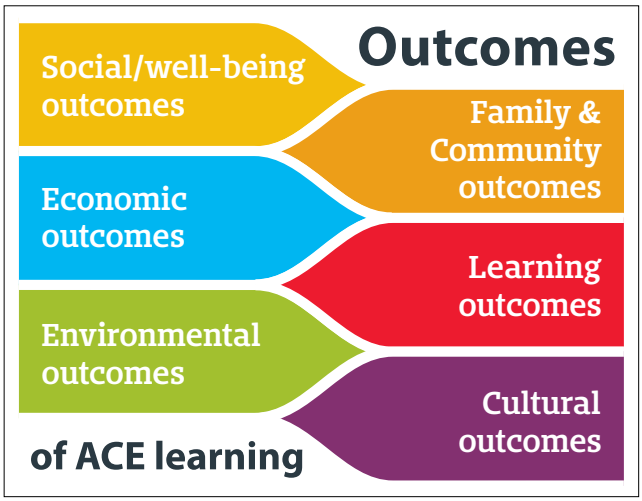
Diverse outcomes

The diversity of learner pathways and outcomes is emphasised in ACE Aotearoa's Learner Pathways work which identifies that for "some ACE providers, particularly non-funded organisations, the focus may be less on vocational outcomes and more on pathways leading to well-being or sustainable communities."[37] The ACE Learner Pathways Working Group has identified eight learner pathways – these are referenced in Appendix 2.

While employment and further education are important outcomes, there are many other important learner and community outcomes that ACE is contributing to, including upskilling, job promotion, improved skills and knowledge and well-being and social outcomes, such as improved confidence, societal interaction, sense of community, participation and connectivity. These are outcomes strongly demonstrated through the survey and qualitative interviews.

These outcomes are transformative, particularly for learners who come to ACE isolated and disconnected or have had previous negative learning experiences. ACE also contributes community and societal value through citizens who are more knowledgeable and skilled, culturally and environmentally aware, connected, resilient, and knowledgeable about personal, whānau and financial well-being.

The survey findings demonstrate that ACE is facilitating a range of social, economic, cultural, environmental, learning, well-being and community outcomes.



Improved confidence, self-belief and societal participation and connectivity

"There is strong evidence in the literature, including New Zealand literature, that learners who attend literacy and numeracy programmes have well-being outcomes… Foremost amongst these, and the most reported on is 'confidence'."[38]

The survey findings add to the evidence of ACE learning contributing to well-being outcomes. Respondent survey feedback shows the significant contribution of ACE to outcomes of improved confidence, self-belief and societal interaction, participation and connectivity:

- Societal connectivity: 89.04 percent identify that their ACE programmes result in improved societal interaction, participation and connectivity
- Confidence and self-belief: 86.30 percent indicate that their programmes improve confidence and self-belief.

[36] Pascoe, C. *ACE Learner Outcomes Project – Measurement Tool.* Presentation to the Tertiary Education Commission, September 1 2017. ACE Aotearoa, Wellington, New Zealand.

[37] ACE Aotearoa (undated). *ACE Learner Pathways*, New Zealand, p.4.

[38] Alkema, A. and McDonald, H. (undated). *Towards an Outcomes Framework. Outcomes, indicators and measures for adult literacy and numeracy.* Tertiary Education Commission. New Zealand, p.12.

These outcomes are entwined with the inherent skills and knowledge acquired through the type of ACE learning engaged in, for example, improved literacy and numeracy.

Table 7 shows that in the programmes most commonly provided by survey respondents nearly all respondents identify improved confidence, self-belief and societal interaction, participation and connectivity as resulting from this learning.

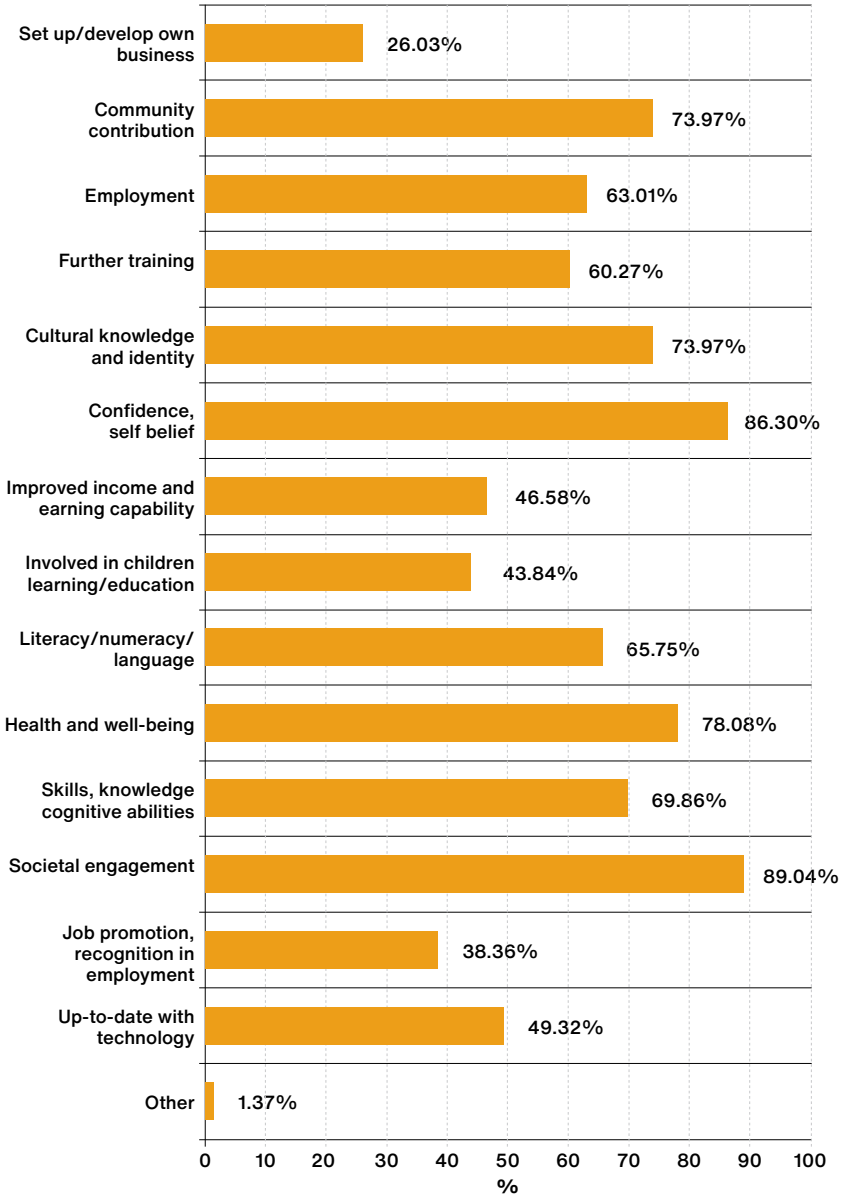
TABLE 7: OUTCOMES ASSOCIATED WITH ACE LEARNING

Most common programmes provided across survey respondents	Most common outcomes identified across survey respondents
Employment preparation, skills training, upskilling (56.16%)	97.56% Improved confidence/self-belief 92.68% Improved societal interaction, participation, connectivity
Literacy and numeracy (52.05%)	97.37% Improved literacy, numeracy, language 97.37% Improved confidence/self-belief 92.11% Improved societal interaction, participation, connectivity
Te reo, tikanga Māori (50.68%)	94.59% Improved confidence/self-belief
Digital literacy (49.32%)	94.44% Improved literacy, numeracy, language 94.44% Improved confidence/self-belief 94.44% Improved societal interaction, participation, connectivity
Culture and languages (47.95%)	94.29% Improved cultural knowledge and identity 94.29% Improved confidence/self-belief
Driver licensing (43.84%)	100% Improved confidence/self-belief 93.75% Improved societal interaction, participation, connectivity 93.75% Employment 93.75% Improved literacy, numeracy, language
Core foundation (42.47%)	93.55% Improved confidence/self-belief 90.32% Improved societal interaction, participation, connectivity
English language (39.73%)	100% Improved confidence/self-belief 93.10% Improved literacy, numeracy, language
Fitness, health and well-being (36.99%)	96.30% Improved health and well-being 92.59% Improved confidence/self-belief
Budgeting/financial literacy (35.63%)	96.15% Improved confidence/self-belief 92.31% Improved societal interaction, participation, connectivity 92.31% Improved health and well-being
Art, craft, photography (31.51%)	95.65% Improved confidence/self-belief 91.30% Improved societal interaction, participation, connectivity

Further, Figure 7 shows the extensive range of outcomes ACE providers identify that their programmes commonly achieve. These findings align strongly with qualitative data from provider interviews.

FIGURE 7: COMMON OUTCOMES OF ACE LEARNING IDENTIFIED BY SURVEY RESPONDENTS

Q21 Common outcomes/value-add for learners completing ACE courses? *(select all that apply)*



Irrespective of the variety of programmes delivered, and the specific learner cohorts served, improved social participation and connectivity are regularly identified by providers as an important outcome resulting from ACE.

For example, interview data and information gleaned from published individual provider reports shows that learners engaging in ACE with organisations delivering to semi-retired, retired and older learners, experience significant benefits impacting their overall well-being, including connectivity, reduced loneliness, improved health, the establishment of support networks, a sense of purpose, keeping active and the sharing and updating of knowledge and skills.

> *"Other positive benefits of ACE can be seen amongst the aged. Studies have shown that older people who participate regularly in organised groups, such as learning groups, benefit significantly in health and well being."*[39]

The news article at the following link describes how attending a Menzshed alleviated symptoms of dementia for one older participant: https://i.stuff.co.nz/national/health/105961039/the-shed-that-saved-clarrie-merrick

An interview participant gave the example of a koroua who was unwell and depressed but markedly improved after engaging in marae-based learning.

Providers engaging newcomers to New Zealand identify societal integration outcomes, alongside improved language capability. For migrants and former refugees involved in English language learning, "improved language skills meant they were able, for example, to participate in community groups such as church and craft groups, engage with their children's schools, engage in the wider community through being able to

[39] ACE Aotearoa. (2013). *The Value of Adult and Community Education (ACE). Key Messages.* New Zealand.

shop independently and access government services independently."[40]

> "ACE contributes to a healthy society. People become socially connected. This is linked to longevity and is important in a society that is increasingly isolated through technology. There are proven clear links between loneliness and health issues, including depression. ACE provides a forum to come to when people feel disconnected." (Interview participant).

Providers reaching learners in rural and remote locations are facilitating social connectivity and access to relevant learning opportunities.

Youth-focused ACE is empowering young people with skills, knowledge and confidence to positively create their own realities and relevant pathways.

In community education settings, researchers and organisations report on the following outcomes for ESOL, Māori, Pasifika and second-chance learners engaged in numeracy and literacy programmes: "confidence, independence, trust, hope for the future, resilience, self-esteem, self-efficacy, self-determination, affirmation, confidence, more positive attitudes, the courage to speak up as Māori, being excited about bettering themselves, courage to try new things, persistence, sense of belonging and self-belief."[41]

Value and responsiveness of ACE

ACE is described as unique for its ability to reach and engage learners in ways that other parts of the education sector cannot. This is supported by the diverse community cohorts served in the ACE landscape. REAP Aotearoa, for example, identifies that it focused 49 percent of its ACE work supporting Māori and Pasifika in 2017.[42] In addition, ACE provides a key pathway for people to upskill later in life if they experience unemployment or want a career change.

The value and responsiveness of ACE is achieved by:

- The non-threatening nature of engaging in an ACE programme. For example, through short course duration, an absence of formal assessment, and the ability to learn and upksill in a specific area of relevance, ACE enables learners to give learning a go without fear of failure or financial loss

  "Learners have a valuable opportunity to engage with non-threatening structured learning and to achieve initial success, from which the learners grow in confidence and ability to progress to higher levels of learning."[43]
- The diverse programme offerings available, which are not readily available elsewhere but emerge from identified need. For example:
  - literacy and numeracy through sewing and weaving
  - sustainable living techniques
  - multiple languages and special interest courses
  - young people learning to manage a sudden increase in income through deep-sea fishing
  - enabling Tongan parents to understand and support their children's tertiary education learning needs.
- Learning tailored to interest, need, and the individual learner or individual learner cohorts, as well as community needs (for example, supporting learners to upskill if a local factory closes)
- Established community relationships that enable inroads into the local community to identify need and ensure appropriate responses
- Programmes can be flexibly tailored to individual cohorts unlike formally prescribed programmes in other parts of the education system. Learners are empowered to self-direct and shape their own learning
- Tutors who are experts in a specific skill and provide access to professional expertise through ACE often at a much lower cost than they otherwise would provide
- Intergenerational learning opportunities where family members can learn side by side.

[40] Alkema, A. and McDonald, H. (undated). *Towards an Outcomes Framework. Outcomes, indicators and measures for adult literacy and numeracy.* Tertiary Education Commission. New Zealand, p.17.

[41] Alkema, A. and McDonald, H. (undated). *Towards an Outcomes Framework. Outcomes, indicators and measures for adult literacy and numeracy.* Tertiary Education Commission. New Zealand, p.15.

[42] REAP Aotearoa. *2017 Annual Report*. New Zealand, p5.

[43] ACE Aotearoa Submission to Productivity Commission: *New Models of Tertiary Education*. New Zealand, p.2.

In summary, the following reference from ACE Aotearoa's submission to the New Zealand Productivity Commission provides reflections on the diverse pathways and outcomes supported by ACE: [44]

> The inclusion of ACE in the tertiary system is appropriate in that ACE provides all adults with ongoing opportunities for learning as part of a satisfying lifestyle. As part of that, it offers the acquisition of relevant knowledge and skills as a "way out of poverty" or a way to improve earning capability and well-informed self-determination for individuals, whānau/ families and communities. ACE is a means for adults of all ages to keep current with technology, and stay "in touch" with global, national and local developments. It differs from the welfare sector in that ACE is not primarily focused on resolution of a particular personal crisis or life issue; rather ACE provides pathways for all adults' ongoing learning and development.

[44] Refer footnote 15.

ACE capability and capacity

There is little published information about capability and capacity of the ACE sector. As such, the survey included questions to gain a high-level understanding of the extent to which ACE organisations had governance and management structures in place, and about their ACE workforce.

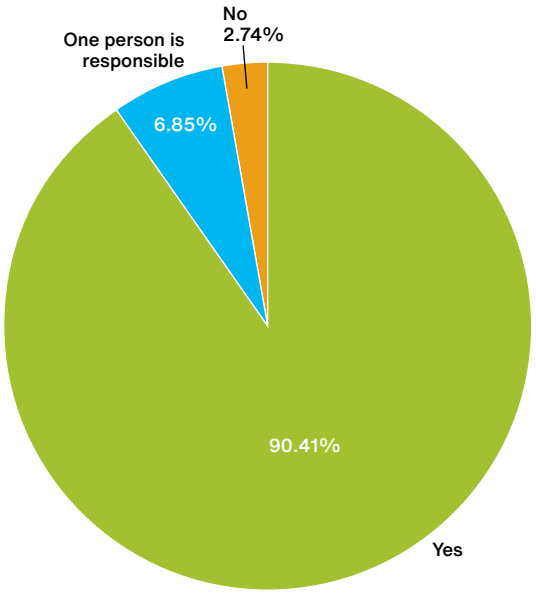
Capability

Organisation governance and management

The survey findings show that nearly all organisations (90.41 percent) have a governance and management structure – for five organisations (6.85 percent), there is one person with oversight (Figure 8).

FIGURE 8: ORGANISATIONAL GOVERNANCE AND MANAGEMENT

Q20 Do you have a governance and management structure for your organisation or group? *(select one option only)*



For the two organisations that have no governance and management structure, both are affiliated to an institutional or national umbrella body.

It is of note that a number of ACE providers are supported by or operate as part of a national or umbrella body.

A review of some organisations' published annual reports demonstrates formalised governance and management oversight and reporting, particularly, but not just, in large organisations. Indeed, individual annual reports provide some valuable insights into ACE delivery.

Tutor selection and development

The survey asked respondents about key challenges to their ACE delivery. It is of note that:

- 42.47 percent (31) identified the recruitment of quality tutors as a key challenge
- Upskilling and development of tutors was a key challenge for 35.62 percent (26).

Tutor selection

Over half of survey respondents (58.91 percent) indicate that subject-matter knowledge is a requirement of tutor selection:

- 34.25 percent require subject-matter knowledge but no teaching qualifications or experience
- 24.66 percent require subject-matter knowledge and teaching experience and qualifications.

Just under a quarter (23.29 percent) require tutors to have both a teaching qualification and experience of some form (teaching secondary school, foundation learning, adult education).

Around 6 percent require tutors to have experience teaching adult learners and 6 percent require tutors to hold a qualification in adult education.

There is no discernable pattern to these requirements in terms of programme type or specific ACE provision.

Just two respondents have no tutor requirements. These are non-government community organisations who provide personal enrichment courses, for example, fitness and health and well-being.

In terms of tutor qualities, several interview participants described the value to learners of tutors who are experts in particular skill areas and who bring to their teaching a lifetime of knowledge and a passion to impart that knowledge.

One small community organisation indicated that tutors' attitudes to learning, people and ACE learners, was a key requirement to tutor selection. Tutor selection was also informed by teaching values and tutor qualities described in ACE Aotearoa's Teaching Standards. Interview participants described the essential quality of passion and commitment to ACE, which is a vital ingredient to effective tutoring and to tutor retention given the challenge of low pay (described as $25-$35 per hour in some contexts).

Tutor development

Some larger organisations facilitate internal tutor training or support their tutors to attend adult teaching courses or complete formal qualifications. One small community-based organisation, described, in the context of low tutor pay and no tutor development budget, the prioritisation of ongoing tutor development through internal mentoring and engagement in reflective practice, as well as maximising the use of free professional development opportunities.

ACE Aotearoa provides professional development grants to support the professional learning needs of educators, providers and communities in the ACE sector.

Partnering relationships

Partnering and collaboration with other organisations is a feature of ACE provision. This includes:

- self-reflection and review (for example, directors of ACE in Schools meeting three times annually)
- meeting an identified community need and pooling skills and knowledge to provide a quality programme (for example, providing training to enable locally-based providers to deliver ACE, bringing together more than one tutor to facilitate the co-design and joint teaching of ACE programmes that require different expertise)
- building relationships and understanding between Māori and Pasifika
- distributing funding locally to best meet community needs
- referring learners to other organisations who may be able to better meet their needs
- programme development through identifying what specific programmes are being run locally and the demand experienced by similar providers of ACE in order to avoid competition.

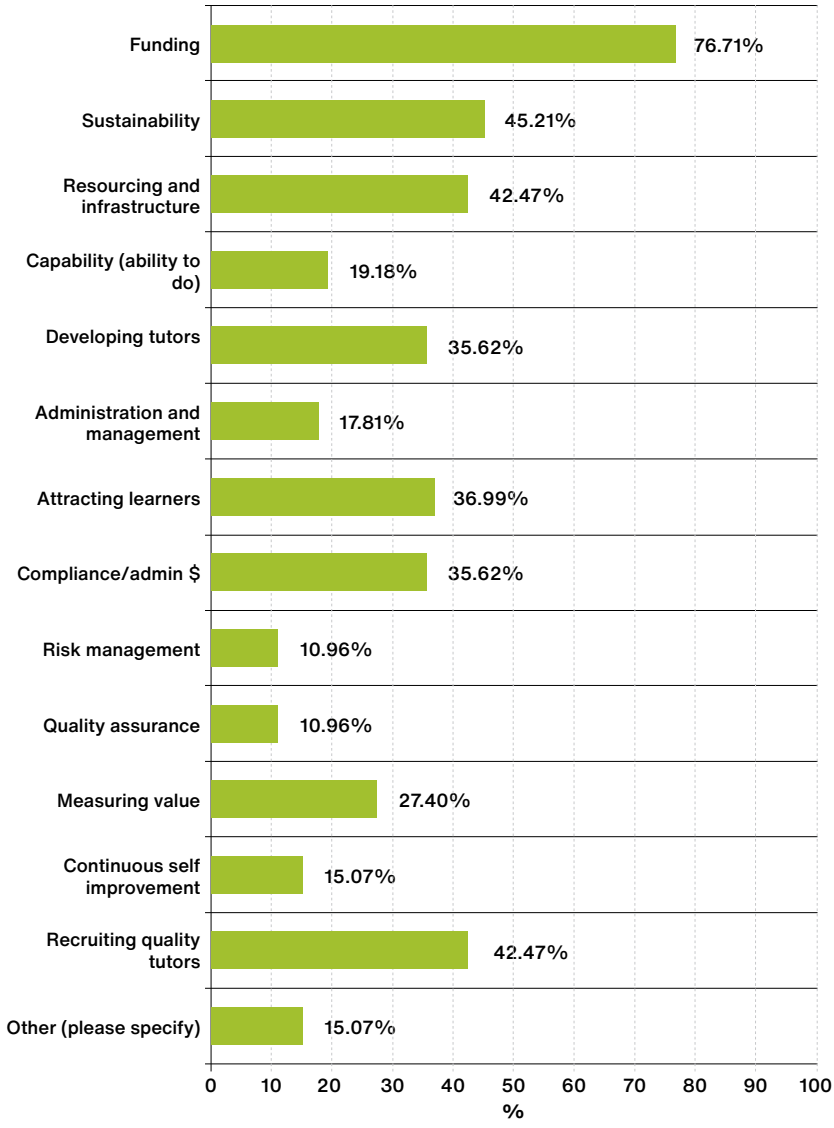
It is notable that partnering with other organisations was a trend commonly identified by 40 percent of survey respondents over the last five years.

Capacity

Capacity, in terms of funding, is a key challenge to ACE delivery that was most commonly identified by (56) respondents to the survey. As Figure 9 shows, 76.71 percent identified funding as a key challenge.

FIGURE 9: KEY CHALLENGES TO ACE DELIVERY

Q22 What are the key challenges to your ACE delivery?
(select all that apply)



Qualitative feedback from ACE organisations participating in the environmental scan identifies that the significant shifts in funding and precarious nature of funding, has created uncertainty and limits longer-term planning and the breadth of course delivery.

> "Reduced funding has limited what providers deliver, how they deliver, and how they respond to community needs."
> (Interview participant)

For non-TEC funded community organisations, including those being run alongside other commitments such as employment and other community work, limited time and resourcing impacts and defines the scope of what they are able to offer, despite vision and community demand to offer so much more.

One non-government funded interview participant described being in the difficult position of needing to market their organisation to boost numbers, but were reluctant to do so in case demand ended up exceeding capacity.

One participant discussed wanting to increase the number of te reo Māori programmes due to demand, but were unable to do so because of a shortage of tutors. Another described being unable to meet the high demand for driver licensing education in rural areas due to insufficient funding.

The need to source appropriate levels of non-government funding, and funding on an annual basis, negates certainty and the ability for long-term planning and sustainability. Tutors may be more likely to be contracted or on short-term contracts given funding uncertainty.

A key underlying challenge for ACE organisations is articulated in ACE Aotearoa's submission to the New Zealand Productivity Commission:

> *"The level of government funding for non-formal, non-assessed community based education provision is determined by the policy positions of the government and the affordability of that investment… Especially when resources are scarce, there is a very high likelihood that priority will be given to learners who are ready to enter formal institutions to undertake foundational level courses as these learners give a faster and higher 'return on investment' than the learners who need support and time to develop the resilience to cope with institution based structured learning."* [45]

The two other key challenges most commonly rated by survey respondents were:

- Sustainability – 45.21 percent (33 respondents)
- Having sufficient resourcing and infrastructure – 42.47 percent (31 respondents).

With regards to the latter, the fact that TEC funding is by learner hours means that there is no funding for administration, venue hire, staff travel or vehicle costs. That time and cost can be extensive, for example, for organisations in rural areas who cover wide geographic boundaries and travel to take learning to their learners.

> **"ACE funding doesn't cover the costs of fuel. We can drive three hours to get to the community to make sure we reach them and get their participation. Funding by learner hours means that there is no recognition of the provider's costs."** (Interview participant).

Two non-TEC funded interview participants described differences in the strength or extent of provision within their own umbrella organisations as shaped by those who were able to operate from their own premises without venue costs, as opposed to those without a secure venue. The latter were continually impacted by the need to source money for venue hire or were uncertain about their continued capacity given the uncertainty of where they operated from.

> **"Venues can be expensive or there are limited options. You're reliant on community cooperation. It takes time and effort to coordinate."** (Interview participant)

> **"If we had commercial premises and guaranteed funding we could confidently expand and promote ourselves."** (Interview participant)

Another area of concern was the disparate hourly amount of government funding per learner depending on provider type.

> **"Investment by TEC has not kept pace with inflation. Prior to the bid situation, funding hadn't increased in a decade. The requirement to bid and compete was detrimental to ACE. All it did was create divisions. Paying all sorts of prices basically for the same provision. It didn't do any good at all. Unfair. Unprofessional. If they were prepared to open up their books, we'd be shocked at the variation in hourly rates. Then there's the absolutely stupid situation with schools. They get a funding rate of $7.27 per learner per hour. When they have to pay their tutors $45-50 per hour, that's not enough to break even just on teaching costs. There's nothing there for programme co-ordination, quality control, reporting, bidding, premises, power, teaching resources, photocopying. It's absolutely disgraceful… And then there's those who are not funded but should be… Of course they may not want to be funded…"** (Interview participant).

Over half of respondents identified decreased funding as a key trend over the last five years. For those 38 respondents, it is relevant that 44.74 percent (17 respondents) also experienced increased learner numbers, demonstrating their commitment to meeting demand, but also highlighting the potential impact on capacity. One interview participant described significant over-delivery due to the increase in learners but no corresponding increase in funding.

[45] ACE Aotearoa Submission to Productivity Commission: *New Models of Tertiary Education.* New Zealand, p.3.

Partnering with other organisations is a trend identified by respondents to the survey, and this perhaps has been one way to respond to need alongside decreased funding.

Overall, 54.70 percent of survey respondents identified increased learner numbers as a trend in the last five years.

TEC investment in ACE

The TEC's investment in ACE was between around $20 and $24 million[46] in 2017.

Significant changes in ACE funding have taken place over the last 10 years and since 2008-09 when ACE funding was 43.870 million[47]. Funding was reduced to 28 million in 2009-10 and then significantly cut from 9.3 to 4.9 million in 2010-11[48].

Current total TEC ACE investment has increased by over 18 million since it was at its lowest in 2011, but remains around 20 million lower than 2008-2009 funding.

ACE in Schools funding reduced significantly from 16.2 million in 2009 to 2.8 million in 2010. Since then, and in 2017, funding remains at around 3 million. In practice, this has meant that the total number of ACE in Schools providers have reduced from 212 in 2009 to 24 in 2010. Currently there are now just 16 or 17 operating with a mix of government and non-government funding.

> "The loss of schools widens social issues down the track. People are disconnected, there are lost skills, skills shortages. This is a gap being filled by schools, but the number of schools are decreasing. Some are not in stable positions with the state of funding. There are geographical gaps. I'd like to see more schools around the country to respond to these needs." (Interview participant)

The significant cuts in ACE funding required organisations such as the Federation of WEA New Zealand to move from government to community funding. One different provider organisation interviewed for the scan also described the need to move to a commercial model involving increased user-pays funding in order to survive. For example, increasing the cost of an eight-week course from $20 to $160. That participant described other impacts of reduced funding, including the impact on stability of some organisations. The example was given of one organisation having removed a director role in order to reduce costs, and others are reducing the number of programmes being delivered – that is a measure also described in other ACE contexts.

For 2017, the organisation-type break-down in TEC ACE funding is referenced in Table 8 showing that the greater balance of funding is to ITPs and PTEs.

TABLE 8: 2017 TEC FUNDING BREAK-DOWN

Provider Type	Number	TEC Funding
ITPs	16	$4,600,958.40
Wānanga	1	$2,170,331.16
PTEs	19	$6,355,106.54
Community Education Providers	20	$1,715,271.61
REAP	1	$2,362,541
Schools	17	$3,040,137.48
Total	**74**	**$20,244,346.19**

Source: TEC

[46] Different totals have been made available by TEC and may reflect differences between proposed and actual spend and the timing of this data provision.

[47] Ministry of Education. (2008). *The Development and State of the Art of Adult Learning and Education. National Report of New Zealand* (no page numbers). The figure is identified from the ACE appropriation in the Budget for the 2008/2009 financial year.

[48] 2009 to 2011 figures are from information provided to ACE Aotearoa from the Ministry of Education.

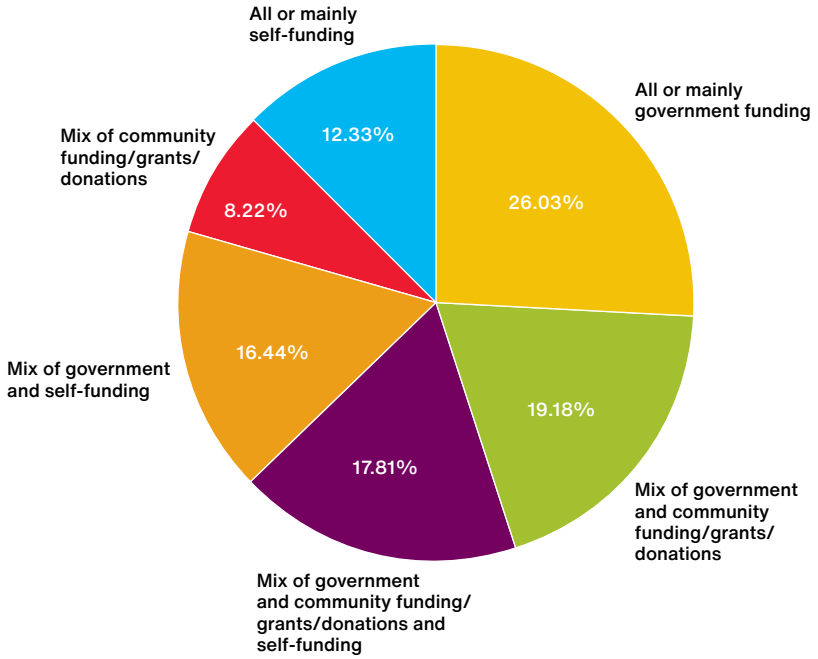
ACE income accessed by survey respondents

Survey data shows that 79.46 percent of the 73 respondents receive some level of government funding, with just over a quarter (26.03 percent) identifying government funding as their total or main funding source.

Figure 10 identifies the main sources of funding received by survey respondents.

FIGURE 10: MAIN SOURCE OF ACE FUNDING FOR SURVEY RESPONDENTS

Q12 What is your main source of ACE funding? *(select one option only)*



Non-government funded

Fifteen survey organisations, 20.55 percent, do not receive any government funding. These organisations include WEAs, university-based ACE, community houses and organisations, those serving older people, and Pasifika and Māori/iwi organisations.

Their main source of ACE funding is a mix of community funding, grants and donations, or is all or mainly self-funding. For these organisations, total ACE spend ranges from around $600,000 to $1 million+ per annum. The range of programmes delivered by these non-government organisations is diverse overall, including:

- five who deliver te reo Māori and tikanga programmes and culture and language programmes
- four who provide core foundation-focused programmes
- four who provide leadership and skills training
- four who provide fitness, health and well-being type programmes.

Eleven of these 15 providers (73.33 percent) indicate that the typical circumstances of their learners include those who are retired/semi-retired, and 73.33 percent indicated that the main ethnicity of their learners is New Zealand European.

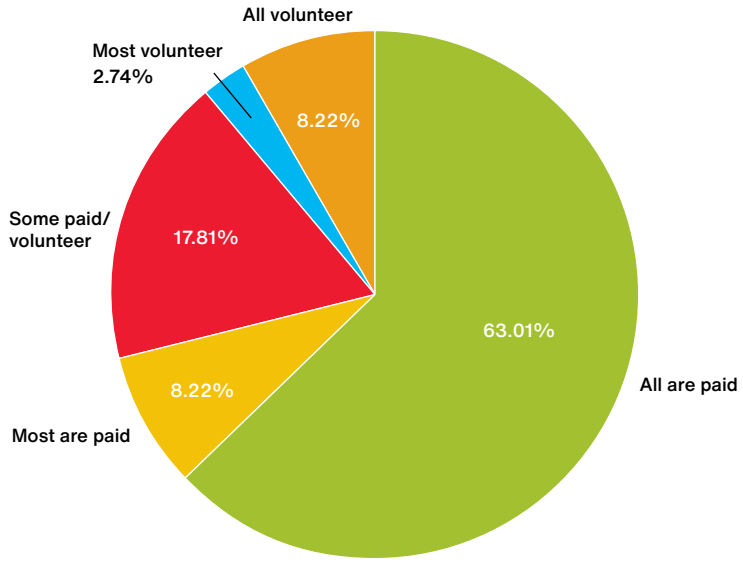
Sixty percent of these non-government-funded organisations indicate that some or all of their tutors are volunteers.

Of the eight survey respondents who identified that all or most of their tutors are volunteers, all are non-government funded. By contrast, for organisations in receipt of some level of government funding, 20.69 percent indicate that some or all of their tutors volunteer.

Figure 11 shows the break-down of paid and volunteer tutors across the organisations responding to the survey.

FIGURE 11: PAID AND VOLUNTEER TUTORS

Q18 Are your tutors paid or unpaid? *(select one option only)*

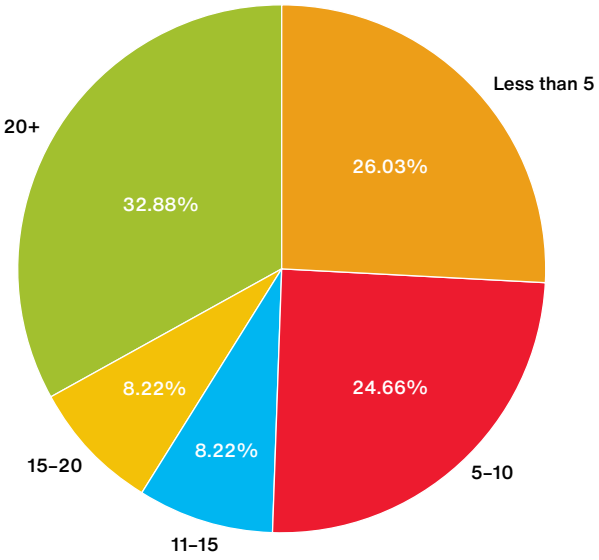


Tutor numbers

Figure 12 shows variation in the number of tutors that teach each year.

FIGURE 12: ANNUAL TUTOR NUMBERS

Q17 On average, how many tutors do you have teaching each year? *(select one option only)*



For organisations with 20+ tutors, 45.85 percent have 2,000+ learners participating in ACE on average each year. In terms of sheer scale, the CLASS website[49] identifies that there are 800+ tutors each year across ACE in Schools.

Interview participants referred to tutors being mostly part-time and contracted. There was no national data available on tutor retention and hours of work within the scope of this environmental scan.

Tutor retention

> "Most tutors do way more than they are paid. There would be a capacity issue if they turned around and just did what they were paid for. There is a reliance on good will." (Interview participant)

> "Tutors are passionate individuals who give far more than they are paid. We have some of the best teachers here. Experts. They share their life's skill. They would be very expensive in other contexts but they provide a course that's affordable and do it because it is a chance to give back." (Interview participant)

Tutors are recognised for their good will, passion and knowledge and their desire to give back through ACE. Interview participants discussed that they struggle with paying tutors a fair rate and that tutors give far more than they are paid. Not only is this considered unfair, but it also makes tutor retention difficult.

[49] Community Learning Association in Secondary Schools (CLASS) website. Viewed February 2019 from: https://www.class.ac.nz

Narrowness of TEC ACE funding parameters

A challenge identified from the participant interviews, and also the 2019 ACE Hui Fono, is a tension between, on the one hand, organisations delivering ACE within the scope of TEC-defined funding parameters, and on the other, not wanting to compromise or shift from an organisation's vision and being able to fully respond to learner and community needs.

> "We have made sure that we remain on our own trajectory… We can invest as a community and in areas that are needed, when needed." (Interview participant)

This wish to retain independence is explained in a reference from the website of the Federation of WEA New Zealand:

> "In order to retain the broad perspective on community education which WEAs represent, we have progressed without government assistance, relying on other community funders." (Interview participant)

It was poignant to hear reflections on 'funding capture' at the 2019 Hui Fono from the perspective of those who have 'succumbed' but now want to return to their vision, and others who have not, but have had to persevere without funding.

Some interview participants referred to TEC funding limitations, including restrictions on the type of learner funded. For example, the priority focus on second-chance learners and learners over 16 years of age. However, interview participants referred to the learning needs of learners with educational qualifications or backgrounds who are not second chance. But their qualifications may be irrelevant because they have been attained years ago, or because they are unrelated to different lifelong learning needs. Also, that there are learners under 16 whose needs would be well met by ACE provision.

> "Those not catered for are our ageing kaumātua population and our rangatahi." (Interview participant)

There was a common concern about the lack of government funding for older people's organisations, given the value-add of those organisations to older people's lives and in a society where isolation and loneliness is prevalent.

Another challenge raised during the interviews related to different interpretations being applied to TEC funding 'self-imposed restrictions', which may impact funding and constrain programme delivery.

> "They decide they have to do x because that's the rule rather than thinking this is what's needed, this is what we do, does it meet the funding criteria. There's a perception for example that you can't provide for those over 60 years of age, but if they have limited education and digital literacy needs…" (Interview participant)

There are also examples of providers having not proceeded with approved TEC funding when community needs have changed and/or proposed programmes require changing, and they have not realised the potential to maintain the funding in discussion with the TEC.

Conclusion

The picture that has emerged from the rich insights that have been obtained from provider perspectives, as well as published information and data, is of a sector contributing significantly to learner, community, government and societal outcomes, which is meeting the needs of learners that may not otherwise be engaged by other parts of the education sector. This contribution is significant in the context of the personal enrichment, foundation learning, cultural enrichment, professional enrichment and overall community enrichment that is taking place.

However, ACE is a part of the education sector that perhaps has the least visibility, government funding and attention. This is a sector that has faced much uncertainty and significant change as a result of government funding cuts, which impacts on ACE capacity and capability, and therefore, causes variability in performance across the sector. Several providers interviewed for the scan considered their organisations could do so much more to contribute to the needs of their communities; the lack of capacity to do so was the limitation.

Key impressions that have emerged from this environmental scan is of a sector united in meeting the ACE needs of their learners and communities, and collaborating with one another to do so. The diversity of provision and learners served is a key takeout.

A small number of unfunded providers discussed the challenges of visibility, being valued and having a voice and representation in the ACE sector because they are unfunded, not part of an umbrella organsation or do not deliver foundation learning activities such as literacy and numeracy education.

Other matters that surfaced for consideration included:

- the place of micro-credentialling in ACE
- understanding more about the make-up of the ACE workforce, including employment arrangements and tutor demographic characteristics.

In looking to future opportunities, different interview participants identified that they would like:

- the extensive contribution of ACE activities and programmes recognised
- needs-based rather than numbers-based funding,
- the different and extensive outcomes of ACE recognised and valued
- lifelong learning through ACE recognised by government funding and learner eligibility restrictions reviewed
- ACE to be seen as a valid and promoted educational option
- widescale input from learners about their ACE needs and the future of ACE, as well as input from communities about how ACE provision can be of more value
- New Zealand to learn from other jurisdictions about the important place of ACE and how it is recognised elsewhere as an equal and important component of the education system
- equity of provision and outcomes for all learners.

Appendices

Appendix 1: Organisations identified as currently delivering some form of ACE learning

TEC ACE FUNDED IN 2017

SCHOOLS	
Provider	**Location**
Aorere College	Auckland
Fraser High School	Hamilton
Glenfield College	Auckland
Hagley College	Christchurch
Kamo School/Community Education Whangarei	Whangarei
Onehunga High School	Auckland
Riccarton High School	Christchurch
Rutherford College	West Auckland
Selwyn College	Auckland
Tawa College	Wellington
Tokoroa High School	Tokoroa
Victory Primary School	Nelson
Wellington High School	Wellington
ITPs	
ARA Institute of Canterbury	Christchurch
Eastern Institute of Technology	Hawke's Bay, Gisborne
Manukau Institute of Technology	South Auckland
Nelson Marlborough Institute of Technology	Nelson
Northtec	Northland
Open Polytechnic of NZ	Lower Hutt (distance learning)
Otago Polytechnic	Dunedin
Southland Institute of Technology	Invercargill
Tai Poutini Polytechnic	Greymouth
Toi Ohomai	Tauranga
Unitec	Auckland
Universal College of Learning	Palmerston North
Waikato Institute of Technology	Hamilton
Wellington Institute of Technology	Wellington
Western Institute of Technology	Taranaki
Whitireia	Wellington
WĀNANGA	
Te Whare Wānanga o Awanuiarangi	Whakatane
GOVERNMENT TRAINING ESTABLISHMENT	
Fire and Emergency New Zealand	Wellington
PTEs	
Active Institute	South Auckland
Anamata Charitable Trust	Taneatua
Bay of Plenty Technical Institute	Tauranga
Capital Training Limited	Upper Hutt, Wellington
Community Colleges NZ	Different South Island sites
English Language Partners	Nationwide (PTE) (23 locations)
Front-line Training Consulting Ltd	Invercargill
International Education Group (NZ) Ltd	Hamillton
Koru Institute of Training Education Ltd	Blenheim
Literacy Aotearoa	NZ wide (28 poupou)
MCLASS	Wellington
National Council of YMCAs NZ	Wellington
PEETO	Christchurch
Responsive Trade Education	Hamilton
Target Training Centre Ltd	Auckland
Te Kokiri Development Consultancy Ltd	Levin
Te Kura Motuhake o Te Ataarangi Inc	Wairoa
Te Runanga-o-Turanganui-A-Kiwa	Gisborne
Training For You Ltd	Whanganui
COMMUNITY EDUCATION PROVIDERS	
Computing	
20/20 trust	Wellington/ NZ wide
Computers for Special Needs Trust	Christchurch
National Organisations/Charitable Trusts/ Incorporated Societies (charitable status)	
Deaf Aotearoa	Wellington/ NZ wide
Kidpower Teenpower Fullpower	Top of South Island
Potikohua Charitable Trust	Westport

SPAN Charitable Trust (SkillWise)	Christchurch
Religious/faith based	
Delta Community Trust	Christchurch
Presbyterian Support East Coast	Havelock North
Te Aroha Noa Community Services Trust	Palmerston North
Community Centres and Houses, Community Organisations and Hubs	
Katikati Community Centre	Katikati
Mokoia Community Association	Rotorua
Risingholme Community Centre	Christchurch
Rotorua Arts Village Trust Board	Rotorua
Iwi/tangata whenua	
Ngapuhi Hokianga ki te raki society inc	Kaikohe
Ngati Tamaoho Trust	Auckland/ Waikato
Te Reo o Taranaki Charitable Trust	Taranaki
Pasifika	
Pasifika Education Centre	South Auckland (PTE)
Youth focused	
Enabling Youth – Stopping Violence Services Christchurch Inc.	Christchurch
REAP AOTEAROA	

NOT TEC ACE FUNDED IN 2017

Provider	Location
SCHOOLS	
Cashmere High School	Christchurch
Finlayson Park School	Manurewa, Auckland
Hillmorton High School	Christchurch
Papanui High School	Christchurch
Waimea College	Nelson
Titirangi Rudolf Steiner	West Auckland
UNIVERSITIES	
Victoria University Continuing Education	Wellington
Continuing Education, Otago	Dunedin
PTEs	
Ashburton Learning Centre	Ashburton
Coastguard Boating Education	Auckland
Employ NZ	Bay of Plenty
FEATS	New Plymouth, Hawera, Stratford
Landbased Training	Whanganui
Maniapoto Training Agency	Te Kuiti
Matapuna Training Centre	Gisborne
Pacific Coast Technical Institute	Mount Maunganui
Peter Minturn Goldsmith & Design	Auckland
Whanganui Learning Centre	Whanganui
LEARNING/EDUCATION CENTRES OR PLACE	
Community Education Whanganui	Whanganui
Mackenzie Community Adult Education	Mackenzie area
Queenstown Arts Centre	Queenstown
Tararua Learning Centre	Dannevirke
Te Roroa Learning Assistance	Dargaville
Waiheke Adult Learning	Waiheke
Whau Ace	Auckland
COMMUNITY CENTRES AND HOUSES, COMMUNITY ORGANISATIONS AND HUBS	
Aranui Waioni Community Centre	Christchurch
Churton Park	Wellington
Coromandel Independent Living Trust	Coromandel
Glen Eden Community House	West Auckland
Green Bay Community House	West Auckland
Island Bay Community Centre	Wellington
Johnsonville Community Centre	Wellington
Karori Community Centre	Wellington

Mclaren Park Henderson South	West Auckland
Newlands Community Centre	Wellington
Newtown Community and Cultural Centre	Wellington
Parnell Community Centre	Wellington
Pomare Taita Community Trust	Taita, Wellington
Ranui Community Centre	West Auckland
SmartNewtown	Wellington
Stewart Island Community Centre	Stewart Island
Sturges West Community House	West Auckland
Tahuanui Community Centre	Nelson
Te Kura Tawhito The old School	Brighton
Titirangi	West Auckland
Waimate Community Resource Centre	Waimate
Wainuiomata Community Centre	Wellington
WOMEN'S CENTRES & REFUGES	
Lower Hutt Women's Centre	Lower Hutt, Wellington
Nelson Women's Centre	Nelson
Women's Network Whanganui	Whanganui
Women's Refuge, Te Kowhai NZ Family Violence Training and Research Institute	Nationwide
YOUTH FOCUSED	
Tararua Community Youth Services	Dannevirke
Wairarapa Youth Education Training and Employment Partnership	Wairarapa
Youthline	NZ wide (10 centres)
PARENTING	
Manurewa Parenting Hub	South Auckland
Parents Centre NZ	NZ wide (46 centres)
LIBRARY	
Christchurch City Libraries	Christchurch
Hamilton City Library	Hamilton
Waitaki District Libraries	Waitaki
VOLUNTEERING	
Volunteer Auckland	Auckland
Volunteering Otago/Volunteering Central	Central Otago Lakes District
Volunteer Wellington	Wellington
RELIGIOUS/FAITH BASED	
Empowerment NZ	Te Puke
Methodist Mission Southern	South Island
Te Waipuna Puawai	Auckland

NATIONAL ORGANISATIONS/CHARITABLE TRUSTS/ INCORPORATED SOCIETIES (CHARITABLE STATUS)	
Autism NZ	NZ wide
Child Matters	NZ wide
Te Whangai Trust	Miranda
MEMBER-BASED ORGANISATION	
Toastmasters	NZ wide
SUSTAINABILITY	
Sustainable Living Education Trust	Christchurch adminstered
Sustainable Whanganui	Whanganui
SENIORS/OLDER PERSON/RETIRED	
Digital Seniors	Wairarapa
MENZSHED	NZ wide (120 sheds)
Seniornet	NZ wide (66 locations)
Supergrans	NZ wide (7 locations)
U3A	NZ wide (83 locations)
COMPUTING	
Addington Net	Christchurch
DRIVING	
Got Drive	Hawkes Bay
PHILOSOPHY	
School of Philosphy	Auckland
School of Philosophy	Wellington
ART/POTTERY	
Waikato Society of Art	Hamilton
Waikato Society of Potters	Hamilton
TREATY OF WAITANGI	
Network Waitangi Otautahi	Christchurch
Network Waitangi Whangarei	Whangarei
LITERACY	
He Waka Matauranga	South Auckland
Literacy Christchurch	Christchurch
Literacy Waitakere	Waitakere
Rural Youth and Adult Literacy Trust	Port Waikato, NZ wide
Workbase	Auckland
ENGISH LANGUAGE	
Dynaspeak – within Te Wānanga Aotearoa	Auckland
Lake Wanaka Language Centre	Wanaka
Waikato Institute of Education	Hamilton
IWI/TANGATA WHENUA	
Ngatiwai	Northland (PTE)
Orongomai Marae	Upper Hutt, Wellington

Rauawaawa Kaumatua Charitable Trust	Hamilton
Raukawa Whānau Ora	Levin
Taranaki Māori ACE network	Taranaki
Te Ataarangi – inc. Te Ataarangi ki Te Tauihu o Te Waka a Māori	NZ, Australia – Picton, Nelson, Buller, Blenheim, Kaikoura Grey district
Te Puna Manaaki a Ruataupare Community Centre	Hicks Bay
Te Rauawaawa Kaumatua Charitable Trust	Waikato
Te Whare Hukahuka	Auckland
Whakaoho	Petone, Wellington
PASIFIKA	
Aganu'u Fa'asamoa (Epiphany Pacific Trust)	NZ, Australia
Akoteu kato kakala centre	South Auckland
Hutt Valley Cook Islands Association	Wellington
Pacific Youth Leadership and Transformation	Christchurch
Ranui 135	West Auckland
TOA Pacific	South Auckland
Vaka Tautua	South Auckland, West Auckland, Wellington, Christchurch
REFUGEES AND MIGRANTS	
Auckland Resettled Community Coalition and Auckland Regional Migrant Services Charitable Trust	Auckland
Community Unity Project Aotearoa	Wellington
Job Mentoring Service	Wellington
WEA	
Federation of WEAs	Five individual WEA Christchurch, Invercargill, Kapiti, Wellington, West Auckland
BUSINESS	
Akau	Kaikohe
The Eco School	Whanganui
Write Group	Wellington

Appendix 2: ACE Learner Pathway Profiles

The following ACE Learner Pathway Stories were developed for, and are recorded in, ACE Aotearoa's ACE Learner Pathways document accessed at: https://www.aceaotearoa.org.nz/what-we-do-professional-development/ace-learner-pathways

ACE Learner Pathway Stories

Profile 1:

These learners have no pathway in their sights at all. They don't know they need help, but are either made to come to class or are encouraged into a course by a provider and in the process realise either that they do need help/can achieve OR they still don't realise they need help or can achieve.

Mereana left school very young and had children while still in her teens, so she had not completed any qualifications or held a formal job. With her children older and WINZ insisting she look for work, she reluctantly accepted a WINZ referral to Finlayson Park (Adult Learners Class) for computer training for four hours a week.

Initially her attendance was sporadic. The course co-ordinator would often go to Mereana's house to coax her to class. Mereana was shy, lacked confidence, and didn't want to be in class anyway. For the first two months, Finlayson Park worked closely with her just to get her to come along. Gradually Mereana began to make friends in the class, and after about eight weeks, she began attending more regularly.

Mereana then began to realise her own capability, and the staff supported her to be part of the literacy programme at Finlayson Park. At first she couldn't write a full sentence – she would skip words or make punctuation mistakes.

As her skills developed and her social connections with others on the course grew, her self-esteem increased, and for the first time in her life, she could see herself in a skilled job. She had always planned to be a cleaner but decided she wanted office work instead, and at Finlayson Park, she has now learnt to write and format her own CV. She has joined the jobseeking skills class, and is practising mock interviews with her tutor. She also wants Finlayson Park to help her get her driver licence.

Eighteen months later, Mereana is studying three modules (a total of 12 hours a week) and can see a future for herself, a future she never thought she would have.

Profile 2:

These learners know they need help, but don't know what this help should be, or how to get it.

Natasha, a Ukrainian-trained doctor, came to New Zealand with her husband in 2012. She'd had a busy job in the Ukraine, but was at a loss as to what to do once she arrived here. She did not expect to work as a doctor, but her English was so limited she couldn't see what, if any, job options she had. Finally she heard about an ESOL course being taught through a community education programme at her local high school.

After discussing her needs with the staff there, Natasha joined the intensive morning ESOL courses for permanent residents, studying English and job skills. With the ongoing help and guidance of her tutors, she moved quickly through the courses over the next two years.

A classmate who worked as a caregiver with older people introduced Natasha to an elder care organisation. With her medical background, Natasha was immediately offered full-time work. Natasha decided to stay with the community education programme and complete her final ESOL course while working part-time for the elder care organisation, and will take on the full-time role later this year. The community education staff are also helping her enrol in a National Certificate in Health, Disability and Aged Care Support at her local polytechnic.

Profile 3:

These learners have a specific goal or outcome for themselves or for others, but do not see themselves on a pathway.

Bob's wife had always been the cook in the household; he could barely poach an egg or make a cup of tea. So when his wife became ill, Bob was faced with putting her into a home. But he then heard about a 'Back to Basics' cooking class at a nearby community college. The class was designed to help people follow a recipe and experiment with different flavour combinations. So he approached the community college, enrolled and joined a class.

Bob really enjoyed the classes. The tutors encouraged him to continue learning and helped him enrol in 'From Nana's kitchen – baking as it used to be', and from there, Bob went on to take many other cooking classes. He later said he had been grateful to be able to cook well enough to look after his wife, as she had looked after him. 'Without the courses, I don't know what I would have done. I cared for her at home for two years.'

After Bob's wife passed away, the staff encouraged Bob to continue learning. He enrolled in Italian lessons at the same community college – keeping in touch with some of the people he had met at the cooking classes. He said the lessons were fun and kept his mind alive and well.

Profile 4:

These learners have a goal or outcome, but can't access the learning they need in order to achieve it.

Saraswati came to New Zealand from Nepal in 2009, where she'd been a refugee since she was a child. She and her husband settled in Palmerston North. Saraswati was keen to learn English so she could get a job, but her options for study were limited because she needed to care for her three-year-old daughter. She also lacked the confidence to join a class. So with the help of the staff at English Language Partners, Saraswati enrolled in the ESOL home-tutoring programme.

The volunteer ESOL tutor would go to Saraswati's home. As well as the formal lessons, the tutor used everyday activities to develop Saraswati's language skills. Together they would cook, garden and visit the local library. Over time, Saraswati's English improved, and her confidence grew as well.

She now belongs to a community garden project where she meets others, and interprets for refugees at the local hospital. Saraswati is also keen to develop her skills further and to get a job caring for the elderly.

Profile 5:

Can see a pathway for themselves but don't know how to start down it.

Born in NZ of Samoan heritage, Ross decided in his late 20s that he wanted to become a police officer. He passed the psychometric test and was given a six-month stand-down to work on his literacy. He wasn't sure of the next step so the police training specialist referred him to He Waka Matauranga (an Adult Literacy Provider) in Papatoetoe.

The tutors at He Waka Matauranga assessed Ross for numeracy, comprehension, vocabulary, reading and writing skills. They then enrolled Ross in a literacy course with six other students, all of whom were also planning to apply for Police College. Ross hadn't been in a formal learning environment since he left school, so the tutors at He Waka Matauranga enrolled him in a study skills course as well. Ross studied 2.5 hours a week at He Waka Matauranga for six months.

At the end of the six months, Ross was assessed at He Waka Matauranga as being at Level 6, which indicates readiness to study at Police College, and he went on to complete his police entrance tests.

Profile 6:

Can see a pathway, and know how to start along it, but face too many challenges. For example they have no money or resources (time/ transport) or lack confidence, or prerequisites or classes are simply not available.

Maera wanted to be a hairdresser but there were many things in the way. She knew she had to check out training options, get her driver licence and pay off debts. And she wanted to get fit and back into shape. But the biggest obstacle of all was lack of time.

She enrolled in Te Puawaitanga o Te Kakano which is an ACE in Schools day programme for young mums run out of the Community Activities Office in Opotiki. Te Puawaitanga o Te Kakano runs future pathways and career planning unit standards and helped Maera draw up a Pathway Planning Guide to help her scope a) her current situation b) where she could find the information she needed and c) how far along this path she would be in six months, 12 months and two years. Eastbay REAP also put her in touch with other providers that could help, including the Whakaatu Whanaunga Trust and Te Ao Hou.

Maera's planning guide covered all aspects of her life, including how she could repay debt, get fit, prepare for her driver licence, save for a house, gain Level 2 credits and get a job. Her planning guide also spelt out the obstacles (such as lack of time) and how she could overcome these. For Maera it was really important that her children and whānau benefited from her pathway, and that she learnt more about her whakapapa.

Having someone from Te Puawaitanga o Te Kakano sit down with her one-on-one at least once every 3-4 weeks throughout this time helped her stay focused on her plan. With this help Maera has managed to start down her pathway, and is on the way to achieving her goals.

Profile 7:

Can see a pathway and can access it because there is the relevant learning opportunity.

Debbie had spent six years full-time at home looking after her young children. She realised that to get back into the workforce she would need some computer training.

She approached the community education staff at her local high school and with their help she took several computer courses over 18 months. Debbie found the courses fun and friendly and said that she probably wouldn't have done them if they had involved exams or assessments. That would have stressed me out too much.

At the end of the 18 months, the tutors encouraged her to start applying for jobs. When she was shortlisted for one of the positions, the interview panel asked her specific questions about the night class study. "For the panel, what I had learnt at the night classes was more important than a specific qualification," she said. "The community education classes help you gain confidence to get back into the workforce if you have been at home with children. It makes you feel you can build on it if you want to. It was a starting point for me."

Profile 8:

Can see a pathway for themselves and start down it, only to realise it is not 'right' for them. So they leave the pathway and start on another one. There is an opportunity to make a well informed decision about an alternative pathway.

Mark had been in and out of work his whole adult life. His limited written skills were a real problem; when a job required him to write a simple report he would not even attempt it. So the next time he was out of work, he approached Wairarapa REAP for help with literacy.

The writing course he took used horticulture as the learning context. When the group prepared food using some of the produce planted by previous courses, Mark found he really enjoyed the cooking, especially the creative side. He realised he loved following guidelines but not rules!

Throughout the cooking section of the course, Mark would make suggestions to the tutor and the other people in the group about new flavours, ingredients and recipe ideas to try. He discovered he had a real flair for cooking.

He quickly decided that cooking was what he wanted to do. The tutors encouraged him to do a low level chef training course as a bridging programme. With his newly improved writing skills and support from his tutors, Mark was able to enrol at his local polytechnic, where he's now training to be a chef. He needs ongoing literacy support, but with his increased confidence, Mark has a good chance of being successful in the food industry.