

# CONFINTEA MID-TERM REVIEW 2003

## Six Years After CONFINTEA V: Status and Future

### Prospects of Adult Learning

27 July 2003

Commissioned by:



NEW ZEALAND  
NATIONAL  
COMMISSION  
FOR UNESCO

*Te Komihana Matua  
o Aotearoa  
mo Uaescō*



# CONFINTEA MID-TERM REVIEW 2003

## Introduction – explanation of the structure of this report

The Fifth International Conference on Adult Education (CONFINTEA V) took place in Hamburg, Germany in July 1997. It was organised by UNESCO, in cooperation with a wide range of partners. The New Zealand/Aotearoa delegation comprised ten individuals from the field of adult education. No officials attended from this country, and there was no official country report.

The CONFINTEA V Mid-term Review is a systematic effort to monitor the recommendations and commitments contained in the two important policy documents arising from the 1997 conference - the Hamburg Declaration and an Agenda for the Future. This document is a report to that conference on New Zealand's progress in meeting the CONFINTEA aims.

The breadth of CONFINTEA's view of adult education is illustrated by one of the early paragraphs in the Hamburg Declaration:

*“Adult education... is a key to the twenty-first century. It is both a consequence of active citizenship and a condition for full participation in society. It is a powerful concept for fostering ecologically sustainable development, for promoting democracy, justice, gender equity, and scientific, social and economic development, and for building a world in which violent conflict is replaced by dialogue and a culture of peace based on justice. Adult learning can shape identity and give meaning to life. Learning throughout life implies a rethinking of content to reflect such factors as age, gender equality, disability, language, culture and economic disparities.”*<sup>1</sup>

The Agenda for the Future made commitments under ten thematic headings:

*Theme 1. Adult learning and democracy: peace and critical citizenship*  
(includes: creating greater community participation; raising awareness about prejudice and discrimination; encouraging greater recognition, participation and accountability of non-governmental organizations and local community groups; promoting a culture of peace, intercultural dialogue and human rights)

*Theme 2. Improving conditions and quality of adult learning*  
(includes: creating conditions for the expression of people's demand for learning; ensuring accessibility and quality; opening schools, colleges and

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<sup>1</sup> Unesco. Confintea Fifth International Conference on Adult Education, 14-18 July 1997. *Adult education: the Hamburg Declaration. The Agenda for the Future*, page 10, para 2.

universities to adult learnings; improving the conditions for the professional development of adult educators and facilitators; promoting policy-driven and action-oriented research and studies on adult learning; recognising the new role of the state and social partners)

*Theme 3.* Ensuring the universal right to literacy and basic education (includes linking literacy to the social, cultural and economic development aspirations of learners; improving the quality of literacy programmes by building links with traditional and minority knowledge and cultures; enriching the literacy environment)

*Theme 4.* Adult learning, gender equality and equity, and the empowerment of women

*Theme 5.* Adult learning and the changing world of work (includes promoting the right to work and the right to work-related adult learning; ensuring access to work-related adult learning for different target groups; diversifying the contents of work-related adult learning)

*Theme 6.* Adult learning in relation to environment, health and population (includes promoting the competence and involvement of civil society in dealing with environmental and development problems; promoting adult learning on population-related issues and family life; recognizing the decisive role of population education and health promotion in preserving and improving the health of communities and individuals; ensuring cultural and gender-specific learning programmes)

*Theme 7.* Adult learning, culture, media and new information technologies (includes developing greater synergy between the media, the new information technologies and adult learning; promoting fair use of intellectual property; strengthening libraries and cultural institutions)

*Theme 8.* Adult learning for all: the rights and aspirations of different groups (includes creating an educational environment supporting all forms of learning for older people; ensuring the rights of migrants, displaced populations, refugees and people with disabilities to participate in adult education; recognising the right to learn of all prison inmates)

*Theme 9.* The economics of adult learning (improving the financing of adult education)

*Theme 10.* Enhancing international co-operation and solidarity (includes making adult learning a tool for development and mobilizing resources to that end; strengthening national, regional and global co-operation, organisations and networks in the field of adult learning; creating an environment conducive to international co-operation).

The organizers of the CONFINTEA plus 6 conference have asked that every chapter of the report address each of the above ten themes, in order that a common grid for reporting can be compiled internationally. Because the New Zealand data is incomplete, with much data not in the public domain, it has not been possible to report on every theme in every chapter. This means that the numbering within chapters is not sequential. For example, within Chapter 4, which is about research studies in the field of adult learning, the numbering goes from 4.5, research on learning in the workplace, (theme 5 being the changing world of work), to 4.8 (research on special groups). There is nothing to report on theme 6 or theme 7 in that chapter. Indeed, some chapters have very few thematic sections in them, because of a dearth of material. However, such information as is there has been given the appropriate coding.

One notable omission in the themes from a New Zealand point of view is any mention of indigenous peoples. For this report, it has been decided to put all material specific to Māori under Theme 2, “creating conditions for the expression of people’s demand for learning; ensuring accessibility and quality”. Material on New Zealand’s Pacific population is also organised under that theme in this report.

# Chapter 1 Building up structures and institutional frameworks: policies, legal provisions, delivery systems and innovations

1.0 Policies, legal provisions, delivery system and innovations (e.g. accreditation of prior informal and non-formal learning; second chance courses, diversification of provision and content; decentralising decisions regarding needs identification, content of adult learning, mobilisation and use of resources, etc.

Are education policies integrated with economic, social, health, employment policies?

Which information, guidance and management systems are available?

Which political objectives can be identified (e.g. fostering equality and access, serving special groups, meeting learning needs and demands of individuals, groups and communities)?

## 1.0 Overview of tertiary education<sup>2</sup>

The term ‘tertiary education’ in New Zealand is used to describe all aspects of post-school education and training. In 2002, there were 36 public tertiary education institutions, including eight universities, 21 institutes of technology and polytechnics, four colleges of education, and three wānanga (Māori tertiary education institutions). There are also 46 industry training organisations, and approximately 840 private training establishments, which include private English language schools, registered by the New Zealand Qualifications Authority. Seventeen Other Tertiary Education Providers (OTEPs) offer specialist education, while community education organisations provide non-formal, community-based learning opportunities.

Tertiary education providers meet the needs of learners of all ages, ethnicities, abilities and educational backgrounds. They offer courses at widely different levels, from transition programmes to postgraduate study and research. There are no fixed divisions between the types of courses offered by each classification of provider. The key focus is on their ability to offer programmes to the required quality standards, rather than on their organisational type.

*Technical and vocation education* is mainly offered at institutes of technology, polytechnics, private training establishments and in the workplace. However, some programmes are also available in secondary schools, wānanga, government training establishments, one college of education and several universities.

*Higher or degree-level education* is mainly offered at universities, but some degree programmes are also available at institutes of technology, polytechnics, wānanga and colleges of education, and at some private training establishments.

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<sup>2</sup> See *The New Zealand Education System: an Overview*. Wellington, Ministry of Education, 2002, page 7. The remainder of this policy chapter is based largely on *New Zealand's Tertiary Education Sector: Profile & Trends 2001*. Wellington, Ministry of Education, 2002.

*Teacher education* is not only offered at specialist colleges of education but also at some universities, institutes of technology, polytechnics, wānanga and private training establishments.

*Industry training organisations* are bodies that represent particular industry sectors. Industry training organisations develop and maintain national unit (skill) standards and qualifications for their sector. They also facilitate on-job training and contract training providers to offer off-job training and courses.

### **Policy framework and quality assurance**

Although there is no single overarching adult education policy statement in New Zealand, there are a number of tertiary education policies that benefit adults. Public policy and legislative frameworks in New Zealand aim to:

- recognize the distinctive contribution that each tertiary education organisation makes, within an integrated overall tertiary education system;
- ensure fair and equitable access to all levels of the tertiary education system;
- increase performance; and
- improve the value and ‘relevance’ of the tertiary system to business, the community, and the nation, particularly in terms of national strategic goals.

The publicly-owned providers (the universities, polytechnics, colleges of education, and wananga) are established by the Education Act 1989, which lays out their different roles and obligations. All public institutions are obliged by the Act to:

- acknowledge the principles of the Treaty of Waitangi;
- act in a non-discriminatory manner; and
- “encourage the greatest possible participation by the communities served by the institution so as to maximise the educational potential of all members of those communities with particular emphasis on those groups in those communities that are under-represented among the students of the institution”.

Entry to the universities is regulated by law, and is based primarily upon the achievement of performance in secondary school qualifications. However, the Education Act also gives a provisional right of open entry to learners aged 20 years and over. Other institutions and providers set their own entry requirements.

Most public institutions offer non-formal community education learning opportunities, and bridging programmes. Several institutions offer distance learning programmes, with two institutions (Massey University and The Open Polytechnic) specialising in extramural education. Some institutions, private training establishments and industry training organisations also offer opportunities for learners to have their prior learning formally recognised.

Private training establishments must meet quality assurance standards set by the New Zealand Qualifications Authority (NZQA) before they are accredited.

Industry training organisations must demonstrate that they have the support of their industries, and are recognized by the Tertiary Education Commission as having responsibility for the development and management of training programmes within a certain range of industries. They are prevented by law from offering training themselves, and must purchase training from other providers (such as polytechnics or private training establishments).

Tertiary education policy in New Zealand is based primarily on the principles of decentralised decision-making and devolution. A central aim of the Education Act is to give institutions “as much independence and freedom to make academic, operational, and management decisions as is consistent with the nature of the services they provide, the efficient use of national resources, the national interest, and the demands of accountability”. Most public funding for tertiary education organizations is delivered in the form of a bulk grant, which providers are generally able to apply as they see fit (within the constraints of the law). Public institutions also have a legislatively-defined and protected right to academic freedom. However, all formal programmes must satisfy quality assurance requirements in order to be eligible for public funding.

Quality assurance is primarily the responsibility of tertiary education organisations, although provider quality assurance systems are audited by the New Zealand Universities Academic Audit Unit (for the universities) and the New Zealand Qualifications Authority (for all other providers). NZQA sometimes delegates responsibility for audits and approvals to other bodies.

Credit transfer is supported through the National Qualifications Framework (NQF) and the Register of Quality-Assured Qualifications. The NQF is a set of portable competency (or ‘unit’) standards, and national qualifications based on those standards. Unit standards and national qualifications are developed by industry training organisations and NZQA, and can be earned in polytechnics, private training establishments, colleges of education, workplaces and other learning environments. The Register is a system of common registration criteria (i.e. level, credit size, subject field, outcome statements) that allows all quality-assured qualifications to be compared and that enable credit transfer.

### **Autonomy and open access**

The New Zealand tertiary education system’s several hundred providers, both public and private, have significant institutional autonomy in terms of the types of programmes delivered as well as in the delivery and support to students. Providers have freedom around the application of resources within their organisations, as well as in determining priorities for buildings, courses, employment of staff and student support services. Another key feature of the system is the open access policies to tertiary education afforded to all adults, through limited entry criteria. Many adults return to tertiary

education, and do so on similar terms to school leavers. Student Loans are available to learners regardless of their age.

### **Tertiary sector reforms**

In 2001, the Government moved to reform the tertiary education system to make it more outwardly focused and better able to meet the future development needs of the nation, whilst maintaining its distinctive 'New Zealand' style and tone.

The aim is to develop a system that is more closely connected to national development goals and other sectors of society and the economy. The demands of New Zealand's emerging knowledge society means that it needs a tertiary system which is more responsive to the skill and research needs of business and other stakeholders. This will require stronger linkages and networks between tertiary education providers, and between the sector and other research providers, business, social services and healthcare providers, as well as with Māori and Pasifika<sup>3</sup> communities. The reforms will also bring a greater focus on excellence in teaching, learning and research.

The process of developing a new strategic direction for New Zealand's tertiary education system began in early 2000 with the appointment of the Tertiary Education Advisory Commission (TEAC) to provide advice to Government on how the future tertiary system could operate. Over the following 18 months, TEAC presented four reports to Ministers. TEAC proposed a new vision for the tertiary system, and a range of new mechanisms to 'steer' the sector towards achieving that vision.

The Government made a range of decisions following TEAC's work. A package of reforms has been introduced to assist the development of a more connected and collaborative tertiary education sector, characterised by excellence in areas important to New Zealand's economic and social development, greater specialisation of investment and less duplication of effort.

The reforms are intended to encourage:

- a greater focus on excellence in teaching, learning and research;
- more constructive partnerships between all the participants in the tertiary sector – individuals, local communities and industry; and
- better-managed institutions and providers working together to meet the education and research needs of the nation.

The reforms include:

1. The development of the *Tertiary Education Strategy 2002/07* (TES) and an associated *Statement of Tertiary Education Priorities* (STEP). The Strategy's function will be to articulate the strategic direction and priorities for the system over a five-year period

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<sup>3</sup> The terms 'Pasifika', 'Pacific Island' and 'Pacific peoples' are used interchangeably in this report.

and to demonstrate how this direction is derived from, and aligned with, Government's broader goals.

2. The introduction of *charters and profiles* for all tertiary organisations. These documents will articulate the strategic direction and activities of tertiary education organisations and show how they will contribute to developing the strategic focus and capacity of the system as a whole.
3. The introduction of an *assessment of strategic relevance* to determine which providers and what types of initiatives will gain access to public funding. The aim is to encourage greater alignment of the tertiary system with national strategic priorities and goals and provide a framework for the TEC's negotiations with providers.
4. The development of an *integrated funding framework* that will support the development of system capability and focus funding on areas that are important to the future development of New Zealand and New Zealanders. Under this framework, funding will comprise a student component, a strategic development fund and a performance-based research fund.
5. The establishment of the *Tertiary Education Commission* (TEC) to give effect to the Tertiary Education Strategy and the Statement of Tertiary Education Priorities through the negotiation of charters and profiles, allocation of funding and building capability and relationships in the tertiary sector.
6. Better integration of the Industry Training and Modern Apprenticeships system, the adult and community education sector and the Training Opportunities and Youth Training programmes, within the wider tertiary education system.
7. Improving the effectiveness and responsiveness of the Industry Training system, so that it better meets the skill needs of employees and employers.
8. The strengthening of the New Zealand Qualifications Authority (NZQA) so that it is able to make early interventions that will result in better quality tertiary education provision.

### **Tertiary Education Strategy**

The Tertiary Education Strategy 2002/07 was launched on 14 May 2002.<sup>4</sup> It is a five-year blueprint for a more collaborative and cooperative tertiary system that contributes to New Zealand's national goals and is closely connected to enterprise and local communities.

The Tertiary Education Strategy supports the six national goals of

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<sup>4</sup> *Tertiary Education Strategy 2002/07*. Wellington, Office of the Associate Minister of Education (Tertiary Education), 2002.

- Economic transformation
- Social development
- Māori development
- Environmental sustainability
- Infrastructural development and
- Innovation.

The six specific strategies are:

1. *Strengthen system capability and quality*  
The aim is to enhance the strategic capability and robustness of the whole tertiary education system.
2. *Te rautaki mātauranga Māori – Contribute to the achievement of Māori development aspirations*  
This strategy recognizes the unique position of Māori as Treaty partners and addresses issues related to skill development, research and capability-building for Māori.
3. *Raise foundation skills so that all people can participate in our knowledge society*  
This strategy is about improving foundation skills – literacy, numeracy and other basic skills – so that all New Zealanders can keep learning and participate in our economy and society.
4. *Develop the skills New Zealanders need for our knowledge society.*  
This strategy recognises the importance of higher-level generic skills and specialist skills.
5. *Educate for Pacific people’s development and success*  
This strategy addresses issues relating to Pacific people’s capability needs and skill development.
6. *Strengthen research, knowledge creation and uptake for our knowledge society*  
This strategy recognizes that innovation, research and the broader application of new knowledge are fundamental for social and economic growth.

Each strategy sets out specific objectives to strengthen links and partnerships, encourage greater innovation and ensure best practice is widely established throughout the tertiary sector. The aim is to achieve significant progress across the Tertiary Education Strategy priorities over the period to 2007.

### **Statement of Tertiary Education Priorities**

Under the tertiary reforms, a Statement of Tertiary Priorities (STEP) will be issued by the Government at least once every three years. The STEP takes the Tertiary Education Strategy 2002/2007 and looks at short-to-medium priorities for government departments and agencies and tertiary education organisations. The STEP details how tertiary education organisations and government education agencies will work to implement the Government’s priorities for the tertiary education system. The STEP will also inform decision-making by the Tertiary Education Commission about organisational activities and education provision.

All Statements of Tertiary Education Priorities will be underpinned by the following key principles, including:

- providing a transparent set of practical guidelines for the implementation of the Tertiary Education Strategy;
- balancing the Government's priorities with the autonomy of tertiary education organisations to apply the Strategy and the STEP differently, depending on their different roles and the needs of their communities of interest;
- awareness of Government that no single tertiary education organisation can implement all aspects of the Strategy alone;
- working in partnership to achieve the objectives and priorities of the Strategy and STEP; and
- Government providing clear and unambiguous priorities as a guide to planning by tertiary education organisations, government departments and agencies.

### **Tertiary Education Commission**

The Tertiary Education Commission (TEC) is a Crown Entity led by a Board of Commissioners drawn from the tertiary system and its stakeholders. It is responsible for

- Implementing the Government's Tertiary Education Strategy 2002/07 and Statement of Tertiary Education Priorities
- Allocating \$2.1 billion to tertiary education organisations according to a new integrated funding framework
- Building the capability and capacity of tertiary education and training to contribute to national economic and social goals
- Advising Government on the Tertiary Education Strategy policies, priorities and sectoral performance
- Negotiating a new system of charters and profiles to steer the tertiary education system.

The TEC has taken over the responsibilities and functions of Skill New Zealand and the Tertiary Resourcing Division of the Ministry of Education. Adult and community education providers are among those who are now funded by the TEC, or who will be so from 2004.

In his Foreword to "*A New Tertiary Landscape*", which announced the formation of the Tertiary Education Commission, the Associate Minister of Education (Tertiary Education), Steve Maharey, said:

*"The launch of the Tertiary Education Commission is an important milestone in developing New Zealand's knowledge society and economy. It signals a fresh commitment to equipping New Zealanders with the skills, imagination and learning opportunities to confidently take their place in the world."*

*New Zealand competes in a global market and our future will be largely determined by our ability to create and apply knowledge, and to think in new and innovative ways. We must do this in ways that recognize our unique history, culture and environment. A reinvigorated, well-connected and purposeful tertiary education sector is critical to the attainment of this vision.*

*New Zealand needs a tertiary education system with:*

- *a greater sense of connection to important national goals*
- *strong links to industry, business, iwi and the community.*

*As a small nation, we must focus our talents effectively if we are to compete globally. We need to ensure that the whole tertiary education sector has a clear and shared sense of strategic direction....*

*The tertiary education sector embraces all learning that occurs in our post-school world. It covers all forms of tertiary education and training – learning in universities, wānanga, colleges of education, polytechnics and private training establishments, as well as in the workplace and local communities...*

*The Tertiary Education Commission has a pivotal role in helping to establish comprehensive education pathways that meet the learning needs of all New Zealanders – from foundation-level education through to post-graduate research. [It] will also help to create much stronger links between enterprises, industries, educational institutions and communities.*

*The result will be a tertiary education system characterized by excellence, relevance and improved access for all learners. These enhancements to our current system are a fundamental prerequisite for creating a knowledge society that will be recognized internationally for the quality of its ideas and the calibre of its people.....*

*For the first time ever, New Zealand has an explicit, connected, future-focused tertiary education strategy that will directly contribute to broad national, economic and social goals.”<sup>5</sup>*

In the same document, the Chair of the Tertiary Education Commission, Dr Andrew West, wrote:

*“We have profound responsibilities to develop the skills of Māori and Pacific peoples and to increase workplace learning as well as the number of PhD-qualified graduates. And we also need to raise foundation skills such as numeracy and literacy so people can build from there....*

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<sup>5</sup> *A New Tertiary Landscape: Introducing the Tertiary Education Commission.* Wellington, Tertiary Education Commission, 2002, pages 4-5

*New Zealand has recognized that there are many pathways to a knowledge-led society and they are very diverse. One size does not fit all. By offering as many paths as possible, people have both the means and the choice to learn and upskill throughout their lifetime.”<sup>6</sup>*

## **Charters and profiles**

Following recommendations made in TEAC’s second report, *Shaping the System*, the Government agreed to establish a system of charters and profiles for all publicly funded providers and industry training organisations (ITOs). A Working Party, with appointees from across the tertiary system, was appointed to give practical advice for the operation of charters and profiles.

The Charters and Profiles Working Party released its report in December 2001. This report established an operational framework, and proposed the key purposes, content and processes for charters and profiles. Following the Working Party’s report, the Government made decisions that resulted in charters and profiles being included in the provisions of the Education (Tertiary Reform) Amendment Act 2002.

*Charters* are public documents that illustrate an organisation’s contribution to the Tertiary Education Strategy and to the wider tertiary system and its stakeholders. They are high-level governance documents providing a broad description of the provider’s or ITO’s mission and role in the tertiary education system. The charter indicates the type of education and other activities that the provider or ITO will position itself to deliver and the organisation’s engagement with other providers and/or stakeholders. Charter approval is the first prerequisite for eligibility for public funding for quality-assured providers.

The annual *profile* describes in greater detail the organisation’s strategic direction, activities, policies, and performance targets for the next three years. Profiles will be required of all publicly funded tertiary education providers and ITOs. The Tertiary Education Commission will be responsible for negotiating and agreeing on the composition of profiles. The profile contributes to a more detailed map of the tertiary education sector and establishes more consistent monitoring, reporting, and accountability for publicly funded organisations.

All tertiary education organisations are to have charters and profiles by 2005. Tertiary providers and ITOs will report on the performance and financial targets set out in their profiles in an annual Statement of Service Performance.

Before approving a charter or profile, the Tertiary Education Commission will undertake an assessment of their strategic relevance. The Assessment of Strategic Relevance will determine which tertiary education organisations and what types of initiatives are aligned with the goals and objectives of the Tertiary Education Strategy, and should therefore gain access to public funding. The Tertiary Education Commission will allocate public

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<sup>6</sup> *A New Tertiary Landscape*, pages 14 and 18

funding on the basis of approved profiles, and will use information from providers to build the capability of the sector.

## **Adult and community education (ACE)**

### *Adult and community education (ACE)*

Adult and community education has, until recently, lacked an overarching policy framework and stable funding systems. Government sought advice from a sector-based Working Party in 2000 and their report<sup>7</sup> has since informed work on improving ACE policy, so as to:

- Build capability, capacity and quality within the sector;
- Develop national goals and priorities for ACE that are linked to more equitable and transparent funding systems
- Support ACE responsiveness to community needs, including wide access to affordable quality community-based learning opportunities;
- Improve the monitoring and evaluation of ACE provision.

Funding has recently been provided to support capability development through the establishment of Regional ACE Networks. Work is also progressing on the development of a quality assurance system for ACE organizations, and on supporting the participation of under-represented groups in ACE provision.

## **1.2 Policies and strategies for Māori<sup>8</sup>**

Māori are the indigenous people of New Zealand. Their rights as equal partners with the Crown are recognised under the Treaty of Waitangi, which was signed in 1840.

Improving Māori involvement and improving achievement in tertiary education are two critically important goals for the development of New Zealand's knowledge society.

The composition of New Zealand's population is changing, and Māori will make up an increasing proportion of our society and workforce (rising from 16 to 21 percent in 2050). It is therefore essential to develop strategies that address their learning needs and ensure their successful participation in the labour market and community.

During 2001, a number of major strategies to lift Māori participation and achievement rates were initiated. A landmark education hui (meeting/gathering), Hui Taumata Mātauranga, was held to explore new directions and partnerships between Māori and government (see below). The hui's vision and goals later informed the Māori Education Framework and Tertiary Education Strategy 2002/07.

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<sup>7</sup> *Koia! Koia! Towards a Learning Society: The Role of Adult and Community Education*. Ministry of Education, July 2001

<sup>8</sup> This section is based heavily on *Profile and Trends 2001* (see footnote 1)

There are a wide range of tertiary education initiatives that focus on the needs of Māori learners and the provision of learning environments responsive to Māori. For example, three wānanga provide a uniquely Māori path into tertiary education. Wānanga – Māori centres of tertiary learning – were established as tertiary education institutions in the last decade. They offer advanced study and research programmes where ahuatanga Māori (Māori tradition) and tikanga Māori (Māori custom) are an integral part of the programme.

One quarter of the 834 Private Training Establishments (PTEs) cater in a specific way to the needs of Māori learners, and around one-fifth of PTEs identify themselves as Māori providers.

Many Māori learners are also involved in government-run vocational and workplace learning programmes or are enrolled in foundation and bridging programmes to assist them into entering tertiary learning.

### **The Hui Taumata Mātauranga – a new vision for Māori education**

In February 2001, Ngati Tuwharetoa Paramount Chief Tumu Te Heuheu hosted the Hui Taumata Mātauranga. The hui, attended by more than 400 people, gave Government, Māori and the education sector the opportunity to meet and explore new and more effective ways for improving Māori education outcomes.

The hui proposed 107 recommendations intended to form the basis for joint action by Māori and the Government. While the recommendations covered the entire education system, some related specifically to Māori in the tertiary education sector. A second Hui Taumata Mātauranga, held in November 2001, enabled the Government to respond to the recommendations raised in February.

At the hui, Māori communities endorsed three broad goals for Māori educational advancement. A quality tertiary education system will enable Māori:

- to live as Māori;
- to actively participate as citizens of the world; and
- to enjoy a high standard of living and good health.

### **Te Rautaki Mātauranga Māori – contribute to the achievement of Māori aspirations**

A Māori reference group from the tertiary sector has worked on a framework for Māori education – Te Rautaki Mātauranga Māori. This framework was used for reference in the development of the Tertiary Education Strategy. As discussed above, that strategy sets out a vision of a tertiary education system that is outwardly focused, aligned with important national economic and social goals and better able to meet the needs of learners. One of the key strategies is Te Rautaki Mātauranga Māori – contribute to the achievement of Māori development aspirations.

Te Rautaki Mātauranga has six primary objectives. It calls for:

- tertiary education leadership that is accountable in an effective manner to Māori communities;
- strong and balanced Māori staff profiles within the tertiary education system;
- quality programmes that recognise Te Ao Māori perspectives and support the revitalisation of Te Reo Māori;
- robust options for kaupapa Māori tertiary education that reflect Māori aspirations;
- increased participation by Māori in both a broader range of disciplines and in programmes that lead to higher-level qualifications; and
- a tertiary system that makes an active contribution to regional and national Māori/whānau/hapū/iwi development.<sup>9</sup>

Publicly-funded tertiary education organisations will be expected to demonstrate, through their charters and profiles, how they are contributing to the achievement of these objectives over the next five years.

## 1.2 Pasifika

People of Pacific Island origin make up about 6.5% of the New Zealand population, and have a special place because of the historical connections between this country and many of the island states.

### The Pasifika Education Plan

In April 2001, the Government's *Pasifika Education Plan* was launched. The aim of the plan was to increase Pasifika achievement in all areas of education through increasing participation, improving retention and focusing on effective teaching strategies. The following goals were set:

- increase Pasifika peoples' participation in tertiary education at all levels;
- improve Pasifika peoples' achievements in tertiary education – reducing disparity with non-Pasifika peoples completely in 20 years;
- improve Pasifika adults' literacy over the next five years; and
- improve Pasifika peoples' access to and participation in adult and community education over the next five years.

The plan set targets for participation of Pasifika peoples in tertiary education institutions (TEIs) at 5.3 percent of all students by 2002, 6.0 percent by 2004, and 6.6 percent by 2006. Another goal is to increase the number of Pasifika qualification completions at diploma level and above. The targets are 5.0 percent of total completions by Pasifika by 2002, 5.6 percent by 2004 and 6.2 percent by 2006.

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<sup>9</sup> *Te Ao = the world; kaupapa = philosophy, principles; whānau – family; hapū = sub-tribe; iwi = tribe*

The plan sets goals for increasing tertiary education institutions' responsiveness to Pasifika peoples by incorporating three elements:

- amendments to the charters of tertiary education institutions for the 2002 academic year, requiring increased responsiveness;
- funding grants conditional upon evidence of increased responsiveness; and
- a 'best practice' resource of what works for Pasifika students.

The plan also aims for increasing financial support for Pasifika peoples and establishes goals for adult literacy programmes for Pasifika peoples.

The goals and targets outlined in the Pasifika Education Plan are integrated with Strategy Five of the Tertiary Education Strategy.

### **1.3 Foundation skills**<sup>10</sup>

Adult literacy and foundation skills have become greater areas of policy focus, due to:

- revelations of considerable adult literacy skills gaps in New Zealand; and
- the shrinking, but still significant, proportion of New Zealanders with no or low qualifications.

Foundation skills are those skills that underpin the ability to learn and fully participate in a knowledge society. They include literacy, numeracy, technological literacy, English for Speakers of Other Languages (ESOL), communications skills, teamwork, problem solving and self-confidence. The Tertiary Education Strategy has identified raising the foundation skills of New Zealanders as a priority area in the development of New Zealand's knowledge-based society. The strategy calls for a more systematic approach to supporting participation, retention and success in tertiary education for those lacking foundation skills. Work is currently underway on defining measures of foundation learning outcomes, and more robust quality standards for foundation education providers.

The challenge for New Zealand is to build on existing tertiary education initiatives that have demonstrated success in building the foundation skills, and confidence, of those who have experienced difficulties in the education system. Many initiatives are underway which are designed to help those with no or few foundation skills to gain employment, enter tertiary education, and enhance their prospects for success at higher levels of study.

### **1.3 Adult literacy**

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<sup>10</sup> Based on *New Zealand's Tertiary Education Sector: Profile & Trends 2001*, Chapter 3

New Zealand literacy was surveyed in a series of International Adult Literacy Surveys (IALS) conducted in 1996, among a number of other OECD countries.<sup>11</sup> The survey showed that:

- one in five New Zealand adults (20 percent) are at the lowest level literacy skills (Level One);
- a further quarter have poor literacy skills (Level Two);
- fewer than one in five scored at the top two levels (Four and Five);
- 40 per cent of people employed in New Zealand business are below the minimum level of literacy competence required for everyday life and work;
- almost three quarters of the unemployed are below the minimum level of literacy competence set by the study;
- more Māori and Pacific Island people appeared in the lowest levels of literacy;
- men's literacy skills were poorer than women's;
- women's quantitative literacy skills (a reflection of numeracy skills) were poorer than men's.

The release of the findings from the IALS research gave impetus to action, and in 2001 an adult literacy strategy was launched.

### **Adult literacy strategy**

The government's adult literacy strategy, *More Than Words*, was launched by the Minister of Education in May 2001.

*More Than Words* identifies three key goals. These are:

- increasing opportunities for adult literacy learning;
- developing capability in the adult literacy teaching sector; and
- improving quality to ensure that adult literacy teaching programmes and learning environments in New Zealand are world class.

The strategy provides a framework and an action plan for the development of new policy and improved funding. It will improve the capability and capacity of the adult literacy teaching sector, build an appropriate quality assurance system and produce tuition resources appropriate for adult learners. Recent capability development initiatives include:

- Trialling of an Adult Literacy Achievement Framework (ALAF). The ALAF describes six achievement profiles providing tutors with insights into the progressions that adult literacy learners make.

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<sup>11</sup> In New Zealand, the survey was undertaken by the National Research Bureau under contract to the Ministry of Education. The final international results are published in *Literacy in the Information Age*, OECD and Statistics Canada, 2000.

- Development by the New Zealand Qualifications Authority (NZQA) of an Adult Literacy Educator Qualification. Tutors will be able to develop their skill and experience in teaching literacy to adults.
- Development of an Adult Literacy Quality Mark, which will provide a quality assurance measure that focuses on adult literacy and will be trialled by NZQA in 2003.

Increasing opportunities will be made available through investment in new areas. There will be opportunities for family literacy projects particularly for Māori and Pasifika peoples and refugee communities. A contestable innovations pool will be made available to support provision to adult literacy providers including tertiary education institutions, wānanga, private training enterprises and communities in partnership with quality adult literacy providers.

## 1.5 Workplace learning

Until 2002, Skill New Zealand contracted a wide range of education and training providers to deliver learning under a number of training programmes. The agency purchased industry training through industry training organisations and also oversaw a range of complementary initiatives at enterprise level aimed at identifying skill needs and improving productivity. A key development focus was on integrating skills such as literacy, numeracy and communication into workplace education and training. Since January 2003, the functions of Skill New Zealand have been incorporated into the new Tertiary Education Commission.<sup>12</sup>

### Industry training<sup>13</sup>

The Government's Industry Training Strategy is designed to increase the quality and quantity of industry training in New Zealand. The strategy is industry-led and designed to be responsive to the needs of enterprises and employees. It is funded through the Tertiary Education Commission and is administered by industry training organisations (ITOs). The strategy in 2003 provides systematic workplace learning leading to national qualifications for over 83,000 trainees and involves more than 24,000 employers. The 46 industry training organisations have the role of facilitating training arrangements for trainees in employment, setting standards and designing qualifications for their industry, and providing leadership in skill development and training matters for their industry.

A goal of industry training is to extend the benefits of structured training to individuals, groups and industries that previously have had little or no access to systematic training. Workplace learning is well suited to the way many adult learners prefer to learn, as the age breakdown of trainees demonstrates:

<sup>12</sup> *Profile & Trends 2001*, page 113

<sup>13</sup> Based on *Profile & Trends 2001*, page 43 and *A New Tertiary Landscape*, page 15

*Age distribution of trainees in 2002*

<b>Age group</b>	<b>% of trainees</b>
15-19 years	9.7%
20-29 years	34%
30-39 years	25.3%
40-49 years	20%
50+ years	11%

Training and assessment often take place on the job where practical skills are often best learned and demonstrated. Learners have an opportunity to gain a deeper insight into workplace practice, apply skills and knowledge in a practical environment, receive immediate feedback and have their achievements recognised on the National Qualifications Framework.

Recent policy changes to the Industry Training Strategy have strengthened the role of employer representatives in the governance of industry training organizations (ITOs,) and increased the leadership role of ITOs in identifying and meeting current and future skill needs for their industries. Government has set the goal of having 250,000 people involved in industry training by 2007.

Industry training organisations work together with employers to organise on-job training. Employers who take part in industry training:

- commit to a formal, signed training agreement for each trainee;
- provide structured on and off-job training;
- facilitate access to appropriate on and off-job assessment, including sometimes training staff to act as workplace assessors;
- ensure training meets national standards set by their industry; and
- enable trainees to work towards portable, national qualifications.

The definition of industry training has also broadened in recent years and includes the generic skills needed by employees in the modern workplace.

Industry training is playing a key role in creating opportunities for lifelong learning and the development of a knowledge society. The challenge now is to find other ways to enhance the responsiveness and effectiveness of the system and extend coverage to areas and industries where such a training culture does not currently exist.

## **Modern Apprenticeships<sup>14</sup>**

The Modern Apprenticeships scheme, a government-funded, work-based training initiative, was introduced in 2000. The initiative aims to encourage and help young people, particularly those aged between 16 and 21 years, to take up and complete apprenticeship training. Each young person on the programme has an individual training plan that includes the range of specific and generic skills to be learnt.

Modern Apprenticeships have the following defining features. They:

- provide systematic, high-quality, workplace learning;
- are based on a training agreement and an individualised training plan, signed off by both the employer and the apprentice;
- lead to national qualifications in a wide range of industries at levels 3 and 4 of the National Qualifications Framework;
- cover both industry-specific and generic skills;
- develop the apprenticeship concept beyond the traditional industries;
- complement existing tertiary education and industry training options.

Modern Apprenticeships combine the best features of a traditional apprenticeship with additional features designed to assist more young people into employment-based training. The apprenticeships are characterised by the new role of a Modern Apprenticeship co-ordinator, who acts as a personal coach and mentor to the modern apprentice. The co-ordinator's job is to facilitate and support apprenticeship training, acting as the key link between employers and apprentices. Co-ordinators screen potential apprentices, arrange their employment and training, and also work with employers and apprentices to produce individual training plans.

Modern Apprenticeships were rolled out nationally in 2001 and are being phased into a wide number of industries as the supporting infrastructure develops. The first phase saw Modern Apprenticeships piloted in industries with identifiable skill shortages or where there was likely to be a higher level of employer demand. The industries chosen were: boating; building and construction; dairy manufacturing; electricity/electrical; engineering; hospitality; printing and telecommunications. In 2003 there are over 5,100 Modern Apprentices in New Zealand, working in 28 different industries and businesses. They are working towards over 260 qualifications, including in office administration, hospitality and tourism.

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<sup>14</sup> *Profile & Trends 2001*, page 44

## **Training Opportunities<sup>15</sup>**

Training Opportunities is a labour market educational programme providing foundation and vocational skills for people with low or no qualifications and a history of unemployment. Learning programmes are fully funded by the Government and are linked to the National Qualifications Framework, so as to best promote opportunities for learners to advance into higher-level programmes.

In 2001/02, a review was undertaken of this programme<sup>16</sup>, focusing on the key policy issues and possible policy directions. The review team was made up of sector experts and officials from the Department of Labour and the Ministry of Education. The team completed its work and submitted its final report in March 2002.

The review recommendations reflected three key directions:

- that programme delivery should be flexible to meet the changing needs of learners and the labour market;
- that programmes should be better integrated within the range of educational opportunities and employment assistance, with better co-ordination between government agencies; and
- that programme outcomes should be better specified to focus on sustainable employment, and/or further education and training.

## **1.7 Media/culture/information technology**

### **E-learning<sup>17</sup>**

Investment in e-learning is central to New Zealand's ongoing ability to participate in a high-technology world. While there are plenty of initiatives already happening in this area, the Government has established an advisory group to co-ordinate and integrate current developments and to provide advice to the Ministry of Education on innovative ways to achieve a strategic direction for e-learning in New Zealand's tertiary education sector.

The E-Learning Advisory Group is made up of 10 experts from tertiary education and the information and communication technology sector. It released its report, *Highways and Pathways: Exploring New Zealand's E-Learning Opportunities*, in March 2002. The Government has subsequently announced initiatives which include:

- the creation of a single electronic point of entry, a portal, for people to gain access to a wide range of information, services and resources offered by New Zealand's tertiary education sector; and

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<sup>15</sup> *Profile & Trends 2001*, page 141

<sup>16</sup> The equivalent programme for youth, Youth Training, was also reviewed in the process.

<sup>17</sup> *Profile & Trends 2001*, page 141

- a Collaborative Development Fund, to provide capital for tertiary providers to access funds to develop their e-learning capability. Funding for this will be available from 1 January 2004.

## 1.9 Funding policy<sup>18</sup>

The existing funding system has been successful in encouraging student participation and a diversity of quality learning opportunities. It has not encouraged alignment with national goals, maintained affordability or served the needs of Māori and Pacific students. From 2004, a new Integrated Funding Framework is being introduced that will facilitate the integration of all funding modes and emphasise the importance of relevance, excellence and access.<sup>19</sup>

Post-school tertiary education policy has focused on raising participation in recent years by making tertiary education more accessible to people from any background and at any time in their life. This has been achieved using two broad mechanisms: funding policies and the development of programmes that target particular groups at risk of not engaging in tertiary education.

Funding policies are geared both towards tertiary providers, by encouraging them to admit a wide range of students, and towards students, by making tertiary education more affordable.

The New Zealand government provides a substantial proportion of the funding to 36 tertiary education institutions (TEIs), which comprise universities, polytechnics, colleges of education and wānanga (Maori tertiary providers). A large component of the funding is provided through tuition subsidies that are allocated per student, weighted on the basis of course workload. Consequently the volume of student enrolments significantly affects the amount of funding each tertiary provider receives. While TEIs have full autonomy in the admission of students, this funding policy encourages TEIs to admit a wide range of students and to develop programmes for their learning needs, rather than admitting and providing for only a small elite.

In addition, Special Supplementary Grants are given to TEIs for the provision of extra support for students with disabilities, and Maori and Pacific students, to facilitate participation and achievement. These grants assist TEIs to meet their statutory obligation to encourage the participation and achievement of all students, with particular emphasis on students under-represented in the institution.

Tertiary education is made more affordable for students by a number of funding policies designed to remove financial barriers to tertiary education for students from any background.

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<sup>18</sup> Source: Ministry of Education

<sup>19</sup> *A New Tertiary Landscape*, page 12

The government subsidises courses by approximately two thirds for the many tertiary courses, which meet the Ministry of Education's quality assurance standards, and this funding is delivered directly to the providers. Students pay fees for the remaining costs of courses but providers receive additional funding from the government if they keep fees below a certain level.

In addition, Student Loans and Student Allowances provide loans and grants to enable students to pay for fees and any living costs.

A Student Loan can be taken out by any student, regardless of age or income, who is enrolled in any course approved by the Ministry of Education. It provides access to finance for tuition fees and other education-related costs. The scheme provides money on terms more generous than are available for similar unsecured loans from the private sector. For most borrowers, debt repayment is income contingent, which means that borrowers are not required to repay any money until they earn sufficient income.

A number of recent policy changes have been implemented to make repayment conditions easier still for borrowers. Borrowers who were students during an income year can qualify to have their full interest charge for that income year written off so long as their total net income was below a certain amount (NZ\$25,378 for 2002/03). A base interest reduction has also been introduced, limiting the base interest charge on a loan to 50% of the repayment obligation. Where a borrower's base interest charge in respect of any income year exceeds 50% of their annual repayment obligation, the base interest charge is reduced to that amount. The other 50% repaid is credited first to the interest adjustment component of the total interest charged, and secondly to the loan balance (principal).

The Student Allowance is a weekly payment to help with living costs for full-time courses approved by the Ministry of Education. Eligibility for the allowance is income tested and so is largely targeted towards students at greatest risk of non-participation. There is no upper age limit on entitlement, although a student may only receive an allowance for a total of 200 weeks.

Fee maxima limit the amount that providers can charge in tuition fees for undergraduate education. They will apply to all students with a funded place, regardless of age.

## Chapter 2 Increasing Investment in Adult Learning

2.0 Level and status of investment in adult learning: statistics on participation and institutional grants; policies and strategies that promote public investment in adult learning and mobilise private sector resources; list of contributions by all stakeholders.

### 2.0 Funding diverse needs

Government support for tertiary education takes a variety of forms and reflects the diversity of learners and their needs. During 2001, Government funding included:

- tertiary education and training subsidies, which provide funding for teaching and research by subsidising enrolments in approved qualifications;
- funding of other tertiary education services through special supplementary grants;
- training for designated groups, which involves the purchase of industry training places linked to the National Qualifications Framework and also transition programmes funded through Skill New Zealand (later the Tertiary Education Commission);
- community education, which provides funding for adult and community education courses through schools and other agencies;
- student loans, which provide funding for eligible students to assist with the costs of tuition fees, course-related expenses and living costs, delivered through the Ministry of Social Development;
- student allowances, to assist students from low-income families with their living expenses;
- training benefits and training incentive allowances, which are delivered through the Ministry of Social Development;
- tertiary education scholarships for Māori and Pasifika tertiary students;
- tertiary education doctoral and enterprise scholarships and university bursaries.

Taken as a whole, these initiatives enable learners of all backgrounds and abilities to have multiple points of entry into tertiary learning. They help to ensure that tertiary-level learning is available in workplaces and through small, community-based private providers as well as through major tertiary institutions, such as universities and polytechnics.

#### **Total government funding of the tertiary education system**

In 2001/02, the Government's total budget for tertiary education was \$NZ3,356 million. Of this budget, \$NZ2,302 million was operational expenditure and \$NZ1,054 million was capital contributions, including contributions made under the student loan scheme.

This represented an 11 percent increase on the previous year's level of funding. The growth was due mainly to: an increase of \$NZ106.5 million in capital contributions (including student loans); a rise in tuition subsidies for student enrolments and community education of \$NZ183.6 million; and smaller increases in many other items in the tertiary education budget.

The percentage of government spending on tertiary education is close to 5 percent, among the highest in the OECD, while, at 1 percent, the share of GDP devoted to tertiary education is eighth in the OECD, ahead of countries such as Australia, the United Kingdom and Germany.<sup>1</sup>

The major items in the Government's tertiary education budget for July 2001 to June 2002 were as follows:

- \$NZ1,529 million (45.6 percent of the budget) for tuition subsidies to fund student places at tertiary education providers;
- \$NZ959 million (28.6 percent of the budget ) for student loans;
- \$NZ410 million (12.2 percent of the budget) for student allowances;
- \$NZ167 million (5.0 percent of the budget) for training funded through Skill New Zealand, including industry training and programmes such as Youth Training, Modern Apprenticeships, Gateway, and Skill Enhancement.

The remaining 8.6 percent of the tertiary education budget funded a variety of activities, including training incentive allowances, community wage training, community education, and administrative support provided by the New Zealand Qualifications Authority, Career Services and the Ministry of Education.

### **Integrated funding framework<sup>2</sup>**

A new integrated funding framework is in the process of being introduced. This will complement the tertiary education reforms and the Tertiary Education Strategy. Its purpose is to resource, empower and steer the tertiary education system. It is built from a mix of funding modes and has three broad elements:

- funding for teaching and learning (through a combination of mechanisms including the new Student Component, the Industry Training Fund, Modern Apprenticeships, Training Opportunities and Youth Training, Gateway, Adult Literacy, Community Education, ESOL and other foundation education, and Learning and Assessment Centres);
- funding for research (through Centres of Research Excellence Funding and the new Performance-Based Research Fund);
- targeted funding, through a Strategic Development Component.

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<sup>1</sup> *Profile & Trends 2001*, page 10

<sup>2</sup> *Profile & Trends*, page 23 and page 138

The framework as a whole will have the following general features:

- funding will be delivered to tertiary providers and industry training organisations (ITOs) as a bulk grant;
- no funding will be delivered until the Tertiary Education Commission approves part or all of the provider's or ITO's profile for funding purposes;
- the funding framework will be aligned with the goals of the Tertiary Education Strategy 2002/07; and
- over time, more funding will be put into high performance areas that align with the Government's strategies and the Statement of Tertiary Education Priorities.

The policy also allows for a system of fee maxima, designed to enhance the affordability of tertiary education for New Zealanders.

The new funding framework will be largely in place from 2004.

### **Funding for adult and community education**

A broad range of providers are funded by government for adult and community education. These range from large tertiary education institutions, private training establishments and schools, which offer ACE as part of their provision, to small community-based providers which are staffed by volunteers and focus on providing ACE to meet the learning needs of their communities.

From 2005, all ACE providers will be funded from a single pool, with a particular focus on the following five national learning areas of priority:

- Raising foundation skills;
- Strengthening communities by meeting identified community learning needs;
- Encouraging lifelong learning;
- Targeting priority learner groups; and
- Strengthening social cohesion.

From 2005, all ACE providers will be funded from a single pool, with a particular focus on the following five national learning areas of priority:

- Targeting priority learner groups (including those whose initial learning was not successful);
- Raising foundation skills;
- Strengthening communities by meeting identified community learning needs;
- Encouraging lifelong learning;
- Strengthening social cohesion.

### **Other Tertiary Education Providers**

There are a number of 'other' tertiary education providers (OTEPs) that receive funding. These range in size from Literacy Aotearoa and the National Association of ESOL

(English for Speakers of Other Languages) Home Tutor Schemes, which teach thousands of learners each year, to other organisations that only provide a hundred places.

In 2001, there were 16 ‘other’ tertiary education providers, and these together received grants of more than \$NZ19 million.

## 2.2 Funding for Māori and Pacific peoples<sup>3</sup>

In late 2000, the Government announced a three-pronged approach to foster greater tertiary responsiveness to the particular needs of Māori students:

- Special Supplementary Grants to provide funding for Tertiary Education Institutions to enhance services directed at improving Māori achievement and retention;
- the dissemination of information on ‘best practice’ examples of support for Māori students; and
- new regulatory and reporting requirements, to be introduced for the 2002 academic year, on Māori outcomes.

At the same time, the Government announced a package of tertiary education initiatives for increased support for Pasifika students. Special Supplementary Grants were paid to Tertiary Education Institutions in March 2001 for increased mentoring and support of Pasifika students.

The grants are allocated to tertiary education institutions on the basis of the number of Māori and Pasifika students and their course workload. The value of the Special Supplementary Grant for Māori and Pasifika peoples paid to Tertiary Education Institutions in 2001 was \$NZ4.5 million.

In 2001, an advisory group of Pasifika Tertiary Education Institutions staff was brought together to provide advice on the development of criteria for statements of objectives for the Special Supplementary Grant for 2002 and to comment on the appropriateness of the initiatives implemented by Tertiary Education Institutions.

**Skill Enhancement – Rangatahi Māia/Tupulaga Le Lumana’i** provides vocational training that builds on foundation skills designed to meet the needs of young Māori and Pacific learners. Funding for this programme over the reporting period has been as follows (NZ\$ 000, GST exclusive).

1997-98	1998-99	1999-2000	2000-01	2001-02	June-Dec 2002
8,252	8,107	8,076	8,282	8,234	3,909

<sup>3</sup> All information from *Profile & Trends 2001*

## 2.3 Funding for foundation education

An analysis of tertiary provision in 2001 estimates that the total funding for foundation education in that year was more than \$NZ140 million<sup>4</sup> and that this funded more than 25,000 equivalent full-time student places. Foundation learning was offered by a range of providers from throughout the tertiary system, including large Tertiary Education Institutions and small community-based providers.

An additional \$NZ13.27 million was allocated for Foundation Education: Youth Training over the four years 2001-2005. As a result of this initiative, the number of young learners who can access Youth Training is to increase to 14,750. The allocation also provided for the Government's review of Youth Training and the Training Opportunities programme in 2001.

In 1997-98, \$NZ 161,672,000 was allocated to the combined Training Opportunities Programme, which included both Training Opportunities and Youth Training. The allocations for the following years are shown in the table below.

*Funding spent on Training Opportunities and Youth Training, including basic education/foundation studies programmes<sup>5</sup>*  
(NZ\$NZ 000, GST exclusive)

<b>Programme</b>	<b>1998/99</b>	<b>1999/2000</b>	<b>2000/01</b>	<b>2001/02</b>	<b>June-Dec 2002</b>
Training opportunities	94,549	85,741	84,578	84,333	41,967
Youth Training	54,624	57,237	57,306	58,730	31,490

## 2.3 Funding for adult literacy

To advance the adult literacy strategy, the Government in 2001 increased funding for adult literacy by \$NZ18 million over four years. This increase in funding was for the provision of adult literacy programmes, developing the capability of adult literacy teachers, and improving the quality assurance system for adult literacy programmes. The programmes were delivered by a wide range of providers and in differing settings, from large classroom-based to workplace learning and one-to-one tutoring in the home.

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<sup>4</sup> The analysis took account of foundation courses funded through Skill New Zealand, the work of the REAP sector, adult and community education – both in schools and in tertiary providers – and the courses run by the other tertiary education providers (OTEPs) with a focus on literacy and other foundation skills.

<sup>5</sup> Source: Tertiary Education Commission

## 2.4 Women

While there is no government funding specifically allocated to adult education provision for women, women are well represented throughout the tertiary education system.

Under new adult and community education funding arrangements to be implemented in 2005, women's organisations, such as the YWCA or women's centres, will be able to apply for ACE funding, as will other providers wanting to offer courses focused on women.

## 2.5 Funding for workplace learning

### Industry Training and Modern Apprenticeships

From 1997 to 2002, funding for these training programmes was as follows (funding in NZ\$NZ 000, GST exclusive):<sup>6</sup>

<b>Programme</b>	<b>1997/98</b>	<b>1998/99</b>	<b>1999/2000</b>	<b>2000/01</b>	<b>2001/02</b>	<b>June- Dec 2002</b>
Industry Training	49,742	43,577	55,223	61,851	69,456	38,126
Modern Apprenticeships				1,889	7,573	6,316

## 2.7 Funding for new information technologies

### E-learning strategy co-ordination

The Government allocated \$NZ0.7 million over four years to help develop e-learning capacity in New Zealand's tertiary education sector, as part of its drive towards developing a knowledge society and economy.

## 2.8 Funding for special groups

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<sup>6</sup> Source: Tertiary Education Commission

## Learners with disabilities

All public tertiary institutions received ongoing funding to support access and participation of students with disabilities. Special Supplementary Grants for tertiary students with disabilities are allocated on a student population basis. These totalled \$NZ4.85 in 2001 compared with \$NZ4.65 million in 2000, and went towards providing specialist support services to enable students with disabilities and special needs to have improved access and opportunities in tertiary education.

## Migrants and refugees

There is a wide range of adult ESOL provision currently available to migrants and refugees, and as well as informal learning through volunteer tutors (around 3,000 home tutors in 2001), it is estimated that there are around 10,000 ESOL learners each year in a range of formal classes, including through tertiary education institutions, private training establishments and adult and community education providers.

The government spends around \$NZ27 million a year on adult ESOL, which is distributed as follows:

<b>Funding type</b>	<b>\$NZ amount for 2001</b>
Tertiary general EFTS funding	11,623,895
Tertiary ACE funding	2,574,277
Literacy/ESOL grants to Other Tertiary Education Providers (OTEPS) (including migrant levy)	3,342,000
Schools based ACE	1,212,825
MSD discretionary funding	1,680,500 (2001/02)
TO/YT	5,700,000
Initiatives out of adult literacy funding	708,000
<b>Total</b>	<b>26,871,497</b>

## Chapter 3 Increasing Participation

3.0 Information on new quantitative indicators of participation (persons and groups) in adult education; numbers and resources for specific beneficiary or participating groups. How has increased participation been made possible? Specify programmes and activities and innovative cases.

### 3.0 Participation in adult and community education

The emphasis in government policies over the past decade on increasing participation throughout New Zealand's tertiary education system has resulted in the largest numbers of people studying tertiary education in New Zealand's history. The rate of New Zealanders entering tertiary education for the first time is, at 71 percent, the highest entry rate for the OECD and well above the OECD average of 45 percent. Overall, a significant 393,000 learners are estimated to have participated in some form of tertiary education during 2001. This represents 13.4 percent of the population over 16 years. As a result of increased participation, the New Zealand adult population is now more qualified than ever before with one in three New Zealanders having a post-school qualification of some kind.

New Zealand's 36 Tertiary Education Institutions have a particular statutory requirement under the Education Act 1989, to encourage the participation and achievement of students, with a particular emphasis on those groups underrepresented within an institution.

Women have continued to participate strongly throughout the tertiary education system. They are much more likely to participate than men are and this has been the case since the early 1990s. In 2001, women comprised the 57 percent of formally enrolled students in tertiary education and were strongly represented in colleges of education and wananga, where 79 percent and 71 percent of students respectively were women.

Participation in tertiary education by people over the age of 25 has been supported by open access policies as well as government financial assistance, which are available for people of any age above 16 years across the tertiary system. While 18 – 24 years has traditionally been the core age group for participation in tertiary education, 'mature students' are now a very significant student demographic. In 2001 nearly half of the formal students enrolled in tertiary education were aged 25 years or more. New Zealand is currently the sixth ranked OECD country for participation in this age group with 46 percent of New Zealanders aged between 25 and 64 years participating in tertiary education, according to the 1994-1998 IALS survey.

Increasing participation and achievement by some groups traditionally underrepresented in tertiary education has been the focus of a number of government policy initiatives and provider innovations over the last five years. Once underrepresented in tertiary students, the number of Maori tertiary students increased by 53.8 percent from 1997 to 2001 and by 2001 constituted nearly 18 percent of all tertiary enrolments. Maori now have higher participation than non-Maori even adjusting for age. Participation by Pasifika students

has also increased during the same period by 33%, although due to increased participation by other groups, the relative proportion of Pasifika students increased more slowly from 4.2 percent to 4.9 percent.

### **Adult and community education**

The informal learning provided as Adult and Community Education (ACE) is a small but important part of the New Zealand tertiary education system. Because ACE is delivered right across the tertiary system as well as there being ACE programmes in schools and community organisations, ACE has the potential to provide a broad range of adults with a pathway into learning.. Currently the ethnic and gender spread of learners participating in ACE is limited. In 2001, 73.57 percent of the learners were women, but Maori and Pacific learners were significantly under-represented. New funding arrangements to be implemented in 2005 aim to revitalise ACE in a number of ways, including encouraging providers offering ACE to develop programmes and strategies to attract under-represented learner groups.

Each year there are 300,000 registered attendances of adults, many of whom are attending more than one course, in government-funded adult and community education programmes that are offered through schools, universities, polytechnics and wānanga, Rural Education Activities Programmes, Literacy Aotearoa, the ESOL Home Tutor Service, the Workers Education Association, local community organisations and community houses.<sup>1</sup>

### **Tertiary education institutions**

As at 31 July 2001, nearly 70,000 community education programmes were provided by 29 tertiary education institutions (TEIs), including six universities, 20 polytechnics, one college of education and two wānanga. Polytechnics enrolled 77.5 percent of public sector community education students. The majority of the students enrolled were of mature age: 68 percent were aged 35 years or more. Sixty-three percent of community education students at tertiary education institutions in 2001 were female.

### **School-based community education**

Throughout New Zealand there are 254 schools, mainly secondary, running government-funded community education programmes for adults, in addition to their regular daytime curriculum. These schools are the hub of a wide diversity of communities. Schools, a valuable resource in any community, are used out of hours for classes as well as the housing of the administration base for the activities. Some of the classes or educational activities are held in local halls, community houses or marae to meet the local needs.

Each school has an allocation of paid tutor hours, which is the basis for the programmes they run to meet local needs. The size of the programmes range from 100 hours and

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<sup>1</sup> *A New Tertiary Landscape: Introducing the Tertiary Education Commission*. Wellington, TEC, 2002, page 14

smaller blocks of hours in smaller rural areas to larger allocations in the cities. Some of these programmes have full time co-ordinators, with support staff.

Programmes include adult basic education (such as numeracy, literacy and English for speakers of other languages), Māori language and culture, training for volunteer community workers, parent education courses, and courses developed to meet a defined community need or for personal development. Other activities, particularly recreational courses such as wine tasting, are offered by schools on a self-funded basis.

Participation over the years of this reporting period was as follows:<sup>2</sup>

<b>Year</b>	<b>Male enrolments</b>	<b>Female enrolments</b>	<b>Total</b>
2002	45,195	133,951	179,146
2001	44,726	132,621	177,3347
2000	49,479	138,860	188,339
1999	48,125	136,402	184,527
1998	44,348	131,848	176,196
1997	48,930	146,200	195,130

In 2001, the most popular course category was art, music and crafts. The table below ranks the total number of enrolments by course category.<sup>3</sup>

<i>Enrolments by Course Category</i>	
Art, Music, Crafts	37810
Computing	26558
Fitness Sport Recreation	25996
ESOL - English Language	20079
Home Management / Maintenance	19934
Health	9339
Other Languages	8947
Business / Office Skills	8703

<sup>2</sup> Data provided by the Data Management Section, Ministry of Education

<sup>3</sup> Information from Ministry of Education web-site

Life Skills	7874
Transport Certificates	4776
Parent Education	4455
Training Community Volunteers	4150
Māori Language	3719
Communication Skills	2840
Other	2091
Literacy - Basic	1188
Humanities	868
Sciences	482
Mathematics - Basic Numeracy	221

The most common age group for enrolments was the 30-39 age group, with the 40-49 close behind. In most age groups, female to male ratio was near 3:1, except in the 16-19 age group, where males accounted for 40%, and in the 60+ group, where males represented 30% of enrolments.

By far the biggest participation of the three ethnic groups on which data was collected, was the Asian category, in which there were 22,325 enrolments. The majority of these (73%) were enrolled in the English for Speakers of Other Languages course category. For those who recorded their ethnicity as Māori (8,610), the most popular course categories were Māori language (1,337), computing (1,349) and art, music and crafts (1,233). Those who recorded their ethnicity as Pacific Island totalled 2,913. The most popular course categories for these Pacific Island enrolments were computing (531) and art, music and crafts (447).<sup>4</sup>

### **The Correspondence School**

The Correspondence School adult enrolments refer to students aged 16 and over who are not attending school full-time. Most adult students are working at secondary level, but many learn basic reading or mathematics skills.

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<sup>4</sup> Source: Ministry of Education web-site

In 2002, there were a total of 23,232 enrolments. Of these, 17,913 were in vocational subjects, and 5,319 enrolments were in non-vocational subjects. Of those enrolled in vocational subjects, 1313 were prisoners or institutionalised adults,

A stocktake at 1 May 2002 showed the most popular subjects to be English, mathematics, computer studies, accounting and Māori. 78.3% of enrolments were in vocational subjects and 21.7% in non-vocational. Of the vocational enrolments at the school, 37% were to gain qualifications, 20% to prepare for further study and a further 17% to improve general education. 75% were European, 1.1% Polynesian and 3.1% Asian. Those over 30 comprised 47% and those 20 or under 29%. Women comprised 65% of all enrolments.

All the non-vocational enrolments were for personal satisfaction. The majority of these students were aged 30 and over and women comprised 78% of the total.

In 2001 there were 15,497 vocational enrolments, of whom 1669 were prisoners or institutionalised adults, and 6,741 non-vocational enrolments, making a grand total of 22,238.

### **Rural Education Activities Programme (REAP)**

REAP is an educational resource in 13 designated rural regions of New Zealand. The aim of REAP is to encourage lifelong learning. Each REAP is contracted to assist the Government to address the educational disparities communities experience because of their location. REAPs fill gaps in mainstream education services by providing education services across the early childhood, compulsory school, and adult and community education sectors. Their activities are required to combine national priorities for education with local education needs in ways that are equitable, effective, efficient and appropriate to the make-up and diversity of the community, and empower local service provision and independence. REAP assistance is in the form of services, not through the direct allocation of funds to individual providers.

REAPs play a key role in assisting communities to meet defined needs. They maintain links with agencies such as Safer Community Councils, District Councils, health and welfare agencies, Māori and iwi groups, and adult community and education providers. Their main role is as suppliers of non-formal learning. They help community groups deliver programmes and help them meet their contract obligations. They are the main providers of ongoing support and advice services for the volunteer base working in areas such as youth training and mentoring, budget services, and truancy.

In 2001-2002, nearly 72,000 people participated in REAP programmes, but this figure includes their early childhood and school programmes, so not all participants were adults.

### **3.1 Democracy/civil society**

The Workers' Educational Association, established in 1915, promotes ideals of a just, equitable and sustainable society through the medium of education. They say that, "Rather than focusing on gaining qualifications, we stand for open entry, no examinations, low cost co-operative learning, creative subjects, social and political issues and community development as well as personal growth and development." The total numbers of people participating in WEAs around the country diminished from 15,000 in 1997 to 12,000 in 2002, as a direct consequence of earlier government funding cuts. Numbers from 2002 to 2003 have risen, with a doubling of participants in some local branches.

The WEA has for many years run courses and seminars on democracy, citizenship, and human rights. Programme brochures from various local branches give ample examples of educational activities in this area. For instance, the Wellington WEA in Winter 2002 devoted its lunchtime forum series of nine lectures to the topic "Democracy – a User's Guide". Topics included:

- "An Amateur's Introduction to Democracy"
- "Lobbying and Pressure Groups: Do They Work?"
- "Democracy and Political Representation"
- "Direct Democracy – the Citizens' Initiated Referenda"
- "Monetary Policy and Social Outcomes"
- "TV Interviewing for Democracy".

### **3.1 Peace**

The Workers' Educational Association is a frequent provider of adult education in this field. For example, the Wellington WEA devoted its Autumn 2002 lunchtime forum series to the topic of "War and Peace". Topics included:

- "Islam and the West"
- "Liberation Movements: Freedom Fighters or Terrorists"
- "Problems of Culture, Religion and Dispute Resolution"
- "Racial Prejudice and the Immigration Issue"
- "No Peace Without Human Rights"
- "Refugee Children in New Zealand Schools".

## 3.2 Māori

The establishment of Wānanga – Māori centres of tertiary learning – as publically funded tertiary education institutions in the last decade have played an important role increasing participation by Maori in tertiary education. Tertiary education provided by wananga is characterised by ahuatanga Māori (Māori tradition) and tikanga Māori (Māori custom), which are an integral part of the programme.

From 1999 to 2001, the number of students attending wānanga increased by 500 percent from 1,883 to 11,278 students. This total represented 20 percent of all Māori participating in tertiary study at 31 July 2001. On a full-year basis, 16 percent of Māori in tertiary study were enrolled in wānanga in 2001. Eighty-nine percent of students who attended wānanga in 2001 were Māori.

While growth in Māori participation in tertiary education has occurred mainly in wananga and private providers, Māori participation has grown steadily at other providers as well as in degree and postgraduate programmes. A number of tertiary education institutions have used Special Supplementary Grant funding to encourage more Maori to participate in higher levels of tertiary education through the provision of scholarships in degree and postgraduate courses.

Sixty percent of Māori students enrolled in tertiary education in 2001 were 25 years or older, compared with 48 percent of non-Māori students. The needs of older Māori students are often different from the needs of younger Māori entering tertiary straight from school. A number of bridging programmes have been started to assist older students returning to education from a range of backgrounds.

### **Māori and the Adult Literacy Strategy**

Māori participation in adult literacy programmes has been encouraged through literacy programmes, funded by government, which incorporate elements of Māori culture.

Literacy Aotearoa is a literacy provider that operates in accordance with concepts important to Māori, such as Tino Rangatiratanga or self-determination. The organisation provides a service to all adults needing literacy assistance, and actively recognises and implements Māori as well as non-Māori practices in its provision. Thirty-five percent of Literacy Aotearoa's 8,166 learners in 2001 were Māori.

In 2000 and 2001, six Māori adult literacy pilot programmes, *He Pūkenga Reanga: A Generational Storehouse of Learning* were implemented. These programmes, with funding of \$250,000, link up communities, schools and whānau, and will benefit at least 120 students.

Adult literacy funding for workplace literacy in 2001 was allocated to projects undertaken by Skill New Zealand and Workbase, the National Centre for Workplace Language and Literacy. In Workbase programmes, 25 percent are Māori learners. In 2001, 28 percent of learners on Skill New Zealand Literacy in the Workplace Fund programmes were Māori learners.

### **3.2 Pacific peoples' participation**

The Pasifika Education Plan has set challenging targets for raising the rate of participation of Pasifika peoples in tertiary education. Over the past five years, the number of domestic Pasifika students in tertiary education has increased by 33 percent. Large numbers of those students have enrolled at private providers, such that Pasifika students are more than twice as likely to enrol in private providers as non-Pasifika students but are less likely to enrol at universities and in degree-level qualifications. Government funding policies enable students at private providers have access to funding assistance on the same basis as students at public tertiary education institutions.

The most popular fields of study for Pasifika peoples at July 2001 were management and commerce, society and culture, education-related fields, or mixed field programmes (which include programmes such as general education, employment skills, and literacy, etc.). Taken together, these fields comprised over 70 percent of Pasifika enrolments.

#### **Pacific peoples and adult literacy**

Fifty three percent of learners in programmes run by Workbase, the National Centre for Literacy and Learning were Pasifika workplace literacy learners. A new fund administered by Workbase targets Pasifika learners as a priority. In 2001, 76 percent of the learners in the Workbase Basic Skills Development Fund were Pasifika learners. Provider capability-building is offered by Workbase to Pasifika and other providers who wish to apply for and deliver programmes through this fund. Workbase is piloting workplace literacy programmes in areas and industries with high Pasifika populations.

Two pilot programmes were established with the intention of contributing to the wider social equity outcomes of:

- improving pathways for Pasifika peoples into tertiary education; and
- increasing provider responsiveness to Pasifika peoples community needs.

Family literacy programmes, where several generations of a family are able to learn together has been an important means of encouraging Pasifika peoples to engage in literacy learning. Literacy Aotearoa, in partnership with the Auckland-based Pasifika Women's Group, has received government funding to run such a programme for up to 20 families. Adult literacy tutor training was provided to two Pasifika adults to enable them to qualify as tutors.

### **3.3 Foundation skills and sustainable employment**

The Government funds a range of transition, pre-employment, life and job skills programmes that provide learners with foundation skills and sustainable employment outcomes. These programmes include Training Opportunities and Youth Training programmes.

#### **Training Opportunities programmes**

Funded by the Tertiary Education Commission on behalf of the Ministry of Social Development (MSD), Training Opportunities provides full-time, fully funded training options to clients of MSD and Workbridge (an employment agency for people with disabilities). The current Training Opportunities scheme has operated since 1999 and is targeted towards the long-term unemployed with low qualifications, people with disabilities, Domestic Purposes Benefit recipients, refugees or ex-prisoners. Learners develop skills and gain credits towards nationally recognised qualifications, which assist them to move on to employment or further education and training.

In 2001, there were 21,642 participants in Training Opportunities programmes, compared with 21,909 in 2000 and 22,579 in 1999. Sixty-nine percent had no qualification before entering the programme; 50 percent had never been in full-time employment.

The Tertiary Education Commission has targets for Māori (45 percent), Pasifika (10 percent) and female (50 percent) participation within this programme. In 2001, 43 percent of trainees were Māori and 11 percent were of Pasifika background, compared with 43 percent Māori and 11 percent Pasifika in 2000 and with 42 percent and 11 percent respectively in 1999. In 2001, 53 percent of participants were female, compared with 53 percent in 2000 and 49 percent in 1999.

There were approximately 1,500 Training Opportunities courses running throughout the country in 2001, delivered by 413 training providers and involving more than 220 work-based training options.

In 2001:

- 11,383 students moved into further education, training or employment within two months of leaving the Training Opportunities programme;
- this meant that 63 percent of trainees achieved a positive outcome (comprising 50 percent of all trainees who moved into employment and 13 percent who progressed into further training or education after completing the training programme), compared with 62 percent in 2000 and 60 percent in 1999;
- more than 15,500 students gained credits on the National Qualifications Framework, each trainee achieving 21 credits on average; and
- 61 percent of Māori trainees achieved positive outcomes of employment or further education or training within two months of leaving the programme.

## Youth Training

The Youth Training programme offers a wide range of training options for school leavers aged under 18 years, with low or no qualifications. It allows young people who have not succeeded at school to explore work options, expand their understanding of the world of work and develop job skills before moving into further education or employment. Over 5,300 young people are in this programme at any one time.

During 2001, there were 313 providers offering Youth Training programmes. 12,503 trainees undertook Youth Training programmes during the year, compared with 13,027 in 2000 and 13,207 in 1999. Seventy-nine percent of trainees had no qualification before entering the programme and 86 percent had never been in full-time employment, compared with 81 percent and 87 percent in 2000.

The Tertiary Education Commission has targets for Māori (40 percent), Pasifika (10 percent) and female (40 percent) participation in this programme. In 2001, female trainees comprised 43 percent of the total, compared with 44 percent in 2000 and 46 percent in 1999. In 2001, 46 percent of trainees were Māori and 10 percent of Pasifika ethnic background compared with 49 percent Māori and 10 percent Pasifika in 2000 and with 48 percent and 11 percent in 1999.

### 3.3 Community Literacy Education

#### Literacy Aotearoa

Literacy Aotearoa offers individualized literacy education in both one to one and group settings, in a range of learning environments, including homes, prisons, community houses and workplaces. In 2002, Literacy Aotearoa had a membership of 51 providers throughout the country and provided information and support to nine associated providers. It runs family literacy projects with both Māori and Pacific groups.

Total numbers of students receiving literacy services from Literacy Aotearoa over the reporting period were:

2002	2001	2000	1999	1998	1997
7348	8166	9361	9890	9727	9082

In 2001, a total of 1,970 tutors, mostly volunteers, were involved in this provision, with almost 500 new tutor trainees. In 2002, there were 2039 tutors, with 340 new tutors being trained.

While the proportion of Māori students in Literacy Aotearoa programmes has remained fairly constant over the reporting period, there was an increase in the proportion of Pacific Island students seeking assistance from 6 percent to 9.5 percent.

Ethnicity	2002	2001	2000	1999	1998	1997
Māori	30.8%	31.4%	35.5%	30%	32%	30%
Pacific Island	9.5%	7.5%	6.4%	6%	5%	6%
Pakeha/European	36.3%	38%	41%	37%	41%	44%
Other ethnic groups	23.4%	22.4%	17.1	27%	7%	9%
Ethnicity not stated					15%	11%

### 3.3 Workplace literacy education

A number of successful workplace literacy pilots are running through the Tertiary Education Commission (TEC) and Workbase, the National Centre for Literacy and Learning. Workplace literacy programmes were delivered to more than 40 businesses nationally. Skill New Zealand (now the TEC) worked with five industry training organisations (ITOs) on workplace literacy projects in 2001. The Workbase Basic Skills Development Fund was established in 2001 to increase opportunities for Māori and Pasifika learners and to develop provider capability. Seventy-six percent of learners supported by that fund in 2001 were Pasifika peoples. In all, in 2001, 25 percent of Workbase learners were Māori and 53 percent Pasifika learners.

### 3.4 Women

#### Schooling provision for teenage mothers

There are ten teen parenting units spread across New Zealand. Their students include teenage mothers who are up to 19 years old and also some older students. The units offer a second chance at secondary education, and the work follows the New Zealand curriculum. Because the students are at different stages, each student has an individual programme based on material provided by the Correspondence School. They are supervised by teachers and teacher aides, and specialist teachers are also brought in to help with subjects such as mathematics and science. The students gain mutual support by being in the units together, and they also receive help from other government agencies with health and income issues, and are taught parenting skills. Their children are in

licensed early childhood centres attached to the units, and so the children are also receiving educational and developmental help.

The following table shows the numbers of students at these facilities in 2003.

*Students at Teen Parent Units at 1 March 2003*

Hawke's Bay School for Teenage Parents	20
He Huarahi Tamariki	35
Karanga Mai Young Parents College	30
Makoura College Teen Parent Unit	22
Rotorua School for Young Parents	29
Stratford High School Teen Parent Unit	27
Te Tiro Whakamua	30
Te Whakatipuranga (Otumoetai TPU)	26
Te Whare Wai Hua	16
TOTAL	235

### **Young Women's Christian Association (YWCA)**

The slogan for the YWCA of Aotearoa-New Zealand is "Empowering women". The nine local Associations are autonomous, but run their activities in line with nationally agreed priorities, including a particular commitment to support the self-determination of Māori women. Educational activities run by the YWCA include:

- career workshops for unemployed women;
- computer skills;
- a range of parenting education classes for women parenting alone;
- leadership training for young women;
- Do-it-Yourself practical workshops;
- body image workshops;
- sexuality workshops;
- courses on feminism; and
- self-defence.

Each year the YWCA participates in the World YWCA Week Without Violence, which includes a range of educational activities on the topic of violence against women. Total participant numbers for all these activities amount to several thousand per year.

### **Lower Hutt Women's Centre**

Lower Hutt is a city which is very close to the New Zealand capital, Wellington. The Lower Hutt Women's Centre has been running courses for women for about fourteen

years, including such topics as self-esteem, anger management, parenting skills, and personal development. In all, about 1250 women are expected to attend sessions in 2003.

### **Other women's centres and women's agencies**

A number of local women's centres around the country run educational activities for women, but there is no central data collection to enable reporting on activities or participation. Rape Crisis Centres, Sexual Abuse Centres and Women's Refuges also have education functions.

## **3.5 Workplace learning<sup>5</sup>**

The workplace provides an increasingly important vehicle for tertiary learning, largely as a result of the Industry Training Strategy and initiatives such as Modern Apprenticeships. By December 2001, 66,225 students were learning under industry training agreements, an increase of 5 percent from 2000. Nearly 36,500 students were involved in transition programmes administered by Skill New Zealand, such as the Youth Training, Training Opportunities and Skill Enhancement programmes.

In 2001, participation in industry training reached its highest level since the Industry Training Strategy began in 1992.<sup>6</sup>

- 66,225 employees had industry training agreements by 31 December 2001, an increase of 5 percent from 2000. (By 31 December 2002, this number had increased to 83,455).
- Industry training was extended to a much wider range of industries. About 76 percent of the workforce potentially had access to formal work-based training, linked to the National Qualifications Framework, where training is available for entry-level and intermediate occupations. Seventy percent of trainees were registered in programmes unrelated to any previous apprenticeship-type training.
- About 95 percent of industry trainees are now linked to externally set competency standards.

In 2001, the 46 industry training organisations arranged training for employees in nearly 50 industries, ranging from forestry to fishing, engineering and retail. Achievements in industry training in 2001 included the following:

- More than 9,400 national certificates were achieved by industry training participants.
- Industry training students achieved approximately 1.9 million credits on the National Qualifications Framework.

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<sup>5</sup> Note that workplace literacy education has been reported under section 3.3, Literacy.

<sup>6</sup> This section sourced from *Profile & Trends 2001*, pages 43-44

All training that occurs under the strategy is assessed against unit standards set by the industry concerned. The standards are regularly reviewed and specify the level of performance required and all training and assessment that is carried out must meet these requirements for learners to earn credit towards qualifications.

Industry training has been particularly successful at extending the benefits of tertiary learning to a wider range of New Zealanders than ever before. For example, Māori and Pasifika peoples account for nearly a quarter of those participating and their participation has nearly doubled over the last five years. In 2002, Māori represented 17.3 percent of all industry trainees, compared with 11.5 percent in 1996. Pasifika peoples in 2002 represented 6.3 percent of all industry trainees, compared with 2.4 percent in 1996. Women in 2002 made up 21.7 percent of all industry trainees, compared with 12.6 percent in 1996.

A large number of employers – 21,901 – participated in industry training during 2001. This level of participation reflects the fact that most employers now view the skills, knowledge and propensity for learning of their staff as crucial for their competitive advantage. The continual refreshment of skills is an essential part of keeping people open to new ideas, technologies and practices.

By the end of 2001, 2,049 Modern Apprentices had participated in industry training through Modern Apprenticeships in diverse areas such as building and construction, telecommunications and hospitality.

### **3.6 Health and population issues**

The Family Planning Association runs seminars on such topics as menopause, cervical and breast screening, male sexual health, HIV and AIDS, relationships, contraception and sexually transmitted infections. The seminars are mainly in response to requests from women's groups. Data on participation was not able to be obtained for this report.

### **3.6 Environment**

Examples of informal community learning provision on environmental issues come from the Workers' Educational Association (WEA). In the year 2000, WEAs throughout New Zealand took "Sustainability" as their theme. The Wellington WEA ran several lectures on the topic in both Autumn 2000 and Autumn 2001, with its lunchtime forums included the following topics:

- "Sustainability and Global Health Work"
- "Sustainability in the Ocean: New Zealand as a Water World"
- "A Sustainable Future: What Role for Public Transport?"
- "Sustainability of Indigenous Ecosystems"
- "Sustainable Cities"

“Sustainable Energy”.

In other years, Wellington WEA lectures have included coverage of genetic engineering issues, recycling and meteorological subjects. Kapiti WEA has run seminars on district planning, helping New Zealand’s wildlife, genetic engineering, and the estuary birds of the area. It has also offered courses on such topics as eco-architecture and native plants.

### **3.7 Media**

It is not possible to provide information on what has happened in adult education on this topic over the reporting period, but examples from the Workers’ Educational Association can be cited.

The Wellington WEA in Autumn 2003 ran a series of lunchtime forums entitled “The Media: a Critical Look”. The WEA forums are open to all, with admission by donation. The ten lectures covered such topics as the cult of celebrity in the media, contemporary issues in the media, politics and the media, and the Internet. All the speakers were involved in broadcasting, newspapers or other media-related fields. The WEA encourages group discussion at the end of lectures.

### **3.8 Special groups – older persons**

There is no special government provision for adult education for older persons, but examples of particular programmes can be found.

In the Ruapehu Rural Education Activities Programme, an “Older and Bolder” week of activities in 1994 led to the formation of an Older and Bolder Collective. Government funding has allowed for the employment of a part-time community worker and funding is received from a range of providers for such activities as educational courses for seniors. Learning opportunities include training in oral history recording, consumer awareness and health days, computer classes, driving courses, exercise courses, educational trips and visits, and weekend “Growing Old Disgracefully” events.

The Wellington Workers’ Educational Association has for many years run a programme of six lectures, three times a year, for senior citizens. The lecture series are held in a retirement home during the late morning, at a very small charge. The lectures cover a very wide range of topics, from history to travel to arts to social issues.

Examples over several years are:

- “Importance of libraries in lifelong learning”
- “Organic agriculture and the environment movement”
- “Early Māori history of Wellington”
- “Involvement of New Zealand in the atomic age”

- “El Nino and the consequences”
- “Enjoying works of art”
- “Israel/Palestinian clash”
- “What’s happening in education?”

In 1999, the Wellington WEA ran two series of forums to celebrate the International Year of Older Persons. The speakers were distinguished members of the community (university lecturers, church ministers, trade unions, historians, artists) and topics included “Growing Up in Nazi Germany – Post-War Work and Lessons to be Learnt”, and “Myths and Realities of Ageing”, “Making the Most of Life”, and “Continuing Creativity”.

### 3.8 Special groups – migrants/refugees

#### English for Speakers of Other Languages (ESOL)

The ESOL Home Tutor Service provides English language tuition to almost 7,000 refugees and migrant adult learners throughout New Zealand. It prioritises refugee learners, and since 1998 refugee intakes have included 80 percent of pre-literate and semi-literate adults from countries with strong oral traditions. Refugee community leaders raised concerns about this situation and their request for support led to the development of a literacy training programme for community members who were unable to secure employment or education here.

In 2001, 6882 adult learners ((4936 women, 1946 men) received ESOL tuition and resettlement support from 3,135 volunteers. Service growth for the National Association of ESOL Home Tutor Schemes over the reporting period was as follows:

	1997	1998	1999	2000	2001
Number of new volunteer tutors trained	791	885	1084	1086	1177
Number of active learners	4267	5002	5799	6689	6882
Learners registered and waiting	814	1029	1089	1069	1008
<b>Service provided*</b>					
Receiving one-to-one tuition	3473	3033	3266	4105	4260
Receiving group tuition	1332	2357	2963	3662	3703
Referrals to other providers	92	99	124	75	84
<b>Total</b>	<b>4897</b>	<b>5483</b>	<b>6353</b>	<b>7758</b>	<b>8047</b>
*Some learners receive both group and one-to-one tuition					

Source: Annual Report 2001, National Association of ESOL Home Tutor Schemes (Inc)

## **Multicultural Centre for Learning and Support Services (MCLaSS)**

Since 1996, MCLaSS has provided English for Speakers of Other Languages (ESOL) classes for high-need adult learners from the refugee and migrant communities in Wellington. No fees are charged to the learners. The classes range from Level 1 for absolute beginners to Level 3 courses focused on finding paid employment. Student numbers were 322 in 2000, 328 in 2001 and 335 in 2002.

MCLaSS also supports mother tongue maintenance classes for minority communities. It funds teacher development workshops and first language adult literacy. Additional services are funded by the New Zealand Immigration Service.

### **English for Migrants**

Introduced in 1999, English for Migrants offers English language training for new arrivals to New Zealand. The programme takes a different approach to the purchase of training. The funding is not provided by the Crown; rather the learner pays the tuition fee in advance as part of the immigration process. The Tertiary Education Commission contracts providers to deliver English language to suit the needs of migrants. Migrants have up to three and a half years to take up their training.

A total of 963 migrants commenced training during 2001, compared with 335 in 2000. By 31 December 2002, a total of 8,611 migrants had paid their tuition fee through the New Zealand Immigration Service and 3,251 had taken up some English language training.

## **3.8 Special groups: prisoners**

### **Department of Corrections education and training in prisons**

As part of the Department of Corrections' initiatives to reduce re-offending, a range of rehabilitative programmes is administered within the Integrated Offender Management process by the Psychological Service, staff from other services and external providers. The programmes are undertaken in the Special Treatment Units (Māori focus, violence prevention, sex offenders and drug treatment) and in the prisons. The programmes aim to increase the motivation for behavioural changes, address causes of criminal offending and assist re-integration into the community. As well as addressing specific cultural needs, the programmes are focused on core groups of offenders.

These programmes include tikanga Māori, Make Our Drivers Safe (MODS) driving interventions, violence prevention, substance abuse treatment, life skills and treatment for sexual offenders.

Besides these programmes that are mostly aimed at inmates at the end of their sentences, there are structured activities such as unit-based employment, education, work/training and organised recreation.

*Enrolments by sentenced inmates in programmes and activities, 2001*

<b>Programme</b>	<b>Female</b>		<b>Male</b>		<b>Total</b>	
	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>
Enrolled in one or more programme	64	33.2	1487	32.8	1551	32.8

*Source: Census of Prison Inmates and Home Detainees 2001*

*Rehabilitative programmes attended by sentenced inmates, 2001*

<b>Programme</b>	<b>Female number</b>	<b>Male number</b>	<b>Total number</b>
Māori culture	28	284	<b>312</b>
Straight Thinking		273	<b>273</b>
Alcohol and drug treatment	14	162	<b>176</b>
Anger & violence management	3	137	<b>140</b>
Sex offending treatment		132	<b>132</b>
Traffic offending (MODS, DOTS)		4	<b>4</b>
<b>Total</b>	<b>45</b>	<b>992</b>	<b>1037</b>

*Source: Census of Prison Inmates and Home Detainees 2001*

The above table masks the actual number of programmes attended, as each inmate is allocated to only one in this representation. For example, of the 14 women shown as attending alcohol and drug treatment, eight also attended culturally based programmes. The total number of programme attendances was 1297 for men and 56 for women.

### **The Correspondence School – students in prisons and institutions**

In 2002, of those enrolled in vocational subjects at The Correspondence School, 1313 were prisoners or institutionalized adults. The equivalent figure for 2001 was 1669.

## **3.9 International understanding**

The Workers' Educational Association frequently runs courses about international affairs and on topics which are aimed to increase international understanding. For example, the Kapiti WEA in 2003 ran an "International Affairs Series" of four talks on:

“The Pacific Is Our Neighbourhood”  
“The Fall of the Soviet Union”  
“Terrorism in its Modern Form”  
“Life in a Troubled World”.

In Winter 2003, the Wellington Workers’ Educational Association lunchtime forum series was on the topic of migrants. Speakers included the Race Relations Commissioner, historians, researchers, writers and members of migrant groups. They covered such topics as:

“Finding ourselves as a migrant nation in the Pacific”  
“Who are the New Zealand Chinese?”  
“Refugees from Nazism”  
“Polynesian migrants”  
“Polish migrants”.

## Chapter 4 Research Studies in the field of Adult Learning

**4.0 Information on research studies being undertaken in the field of adult learning. What are the key questions addressed? Indication of main results/findings. How is research informing policies and practice?**

### 4.0

In its report to Government in 2001, the Adult Education and Community Learning Working Party said:

“With few academics interested in the field and poor access to existing research funding, the area is severely under-researched compared to other sectors, such as preschool education.

The research that has been done is variable in quality and largely reflects the individual interests of the researchers involved. Much of it remains ‘fugitive’ literature, removed from public databases. This has had little effect on official government policy either in the field directly or in education generally. The paucity of research means that there are large areas of ACE where little is known beyond anecdotal accounts of what occurs and how it is carried out. Even less is known about the impact that programmes achieve. Without such a research base, it is difficult to develop and apply resources in an effective and efficient way.”<sup>1</sup>

The Working Party recommended that strategies for collecting and interpreting meaningful data about ACE organizations and their programmes be piloted, and that a data system be developed and integrated into the Ministry of Education’s planning and policy processes. They also recommended that an ACE Board be established, which, among other tasks, would bring together research on the sector currently available, as well as identifying and funding research priorities.

### 4.1

***A Profile of Participants in School-based Community Education: Results of a 1996 Survey. Ministry of Education Research Bulletin, No. 10, October 1999, pp. 97-106.***

Schools provide by far the greatest proportion of community education courses. The aim of this research was to obtain a profile of a representative sample of participants in such courses. The research showed that:

- Nearly three-quarters of the participants were female
- Over half were between 25 and 44 years of age

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<sup>1</sup> *Koia! Koia! Towards a Learning Society. The Role of Adult and Community Education.* The Report of the Adult Education and Community Learning Working Party. Wellington, Ministry of Education, 2001, page 47

## Chapter 5 Adult Educators/Facilitators' Status and Training

5.0 Statistics on different categories of adult educators and facilitators (number, salaries, duration, and places of training). Specific activities and programmes aimed at improving conditions of adult educators; training policies, improving quality of training through the use of new methods; professionalisation and networking of adult educators.

### 5.0 Adult educators

#### Adult education teacher training

The Christchurch and Dunedin Colleges of Education both offer part time *Certificates in Adult Teaching*, as do Christchurch and Waikato Polytechnics. These courses are attended by teachers from educational institutes, workplace-based training staff, and community-based educators.

More advanced qualifications are also available from the Christchurch College of Education (*Diploma in Adult Teaching and Learning*), Waikato Polytechnic (*Certificate in Adult Learning and Teaching*, *Diploma in Adult Learning and Teaching*, *Bachelor of Applied Social Sciences in Adult Education*) and Auckland College of Education (*Graduate Diploma of Education – Adult and Community Education*).

Massey University offers a range of qualifications, from undergraduate level through to post-graduate: *Certificate in Adult Education*; *Diploma in Adult Education*; *Bachelor of Education (Adult Education)*; *Graduate Diploma in Adult Learning and Teaching*; *Post-graduate Certificate in Education (Adult Education)*; *Post-graduate Diploma in Education (Adult Education)*; *Master of Education (Adult Education)*; and *Post-Graduate Certificate in Tertiary Teaching*.

The *National Certificate in Adult Education and Training* is available extramurally through The Open Polytechnic and is also offered by private training establishments.

The Auckland Schools Community Education Association has for many years been running training for community education tutors in the Auckland area. Approximately 90 tutors per year undergo the 15-hour training course, which entitles them to a Certificate of Training in Adult Education. The training is undertaken both by those who are new to adult and community training and to those who have done 100 hours of tutoring and are entitled to move to a higher pay scale.

The Adult Education and Community Learning Working Party, in its 2001 report to Government, commented that

## **Chapter 6 Empowering Adult Learners**

6.0 Rights of learners, learner-centred curriculum, development of context and culturally relevant content, and evaluation of learning outcomes and impact on socio-economic development. Are there assessment systems to measure adult learning outcomes (literacy, numeracy, life skills etc)? If yes, can you describe processes and activities in this field? What quality indicators have been developed and what are the outcomes obtained?

### **6.0 Provider development/capacity building**

The Tertiary Education Commission (TEC) has responsibility for capability/capacity building in the ACE sector. This includes the identification of ACE providers and promulgation of current and quality assurance requirements. Provider development/capacity building occurs where possible on a face-to-face basis, either through the newly developed provider networks or the Tertiary Education Commission Regional Offices. Written information is also provided to ACE providers. In order to determine development needs, TEC surveys the sector or undertakes a gap analysis...As part of the implementation, provider development/assistance is made available to providers.

#### **Quality assurance**

A quality assurance system for adult and community education is currently being developed. An ACE Reference Group is supporting work with the New Zealand Qualifications Authority on standards that will be appropriate for non-formal learning. The ACE group is also working on determining what are appropriate learning outcomes for the adult and community education sector. The ACE quality assurance concept aims to add value to learners, enhance and encourage lifelong learning, fit with ACE values and practice, and where possible minimise duplication and compliance costs.

“At present, tertiary education institutions offer courses in ACE that are of uneven quality and usefulness. There are gaps in the provision, including inadequate opportunities for the professional development of senior practitioners, and for courses which relate directly to the work of local co-ordination.”<sup>1</sup>

The Working Party stated that in order to fulfil its potential, the ACE sector needs qualified professionals to deliver services to the community. It recommended that there be a planned and coordinated approach to the professional development of ACE practitioners.

### **ACE Networks**

An ACE network is a group of local adult and community education providers and practitioners who deliver a range of courses and liaise with interested and relevant agencies.

In mid-2002, five pilot ACE networks were set up in Manukau City, Dunedin City, Central Otago, North Shore and Palmerston North for an initial period of six months. The networks differed in a number of respects, including their geographical location and the existent or non-existent prior ACE existing informal networks. As the purpose of the ACE networks is to be responsive to the needs of the local community and their learners, networks evolve according to whom they serve. The initial task of the ACE pilot networks was to identify local groups and agencies that were involved in providing adult and community education, get them together and identify issues and commonalities. An evaluative research project was established alongside the pilot networks.

As a result of the evaluation study, future networks will:

- expand on the work of existing formal and informal ACE networks
- contribute to a mapping exercise of their area and identify gaps in ACE provision.
- look at the demographics of the area in relation to the learners and learning provision
- look at the grassroot adult education needs of the community and how these can best be met
- bring ACE providers into a unified group who share ideas, information and resources
- provide the opportunity for those organisations offering the same learning to work together in the students' best interests

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<sup>1</sup> *Koia! Koia! Towards a Learning Society. The Role of Adult and Community Education.* The Report of the Adult Education and Community Learning Working Party. Wgtn, Ministry of Education, 2001, page 47

- provide greater opportunities for Māori and Pacific people
- enable ACE practitioners and providers to build capability by improving access to information and professional development.

The networks will be supported through the provision of information and administration resources and through contact and support from the local Regional offices of the Tertiary Education Commission.

For the providers and practitioners, ACE networks provide the opportunity for keeping up to date with the ACE sector and the future direction of the tertiary education sector as a whole. They provide the opportunity for networking and sharing of ideas and resources among each other, and potentially provide a framework for learner stair-casing. Networks provide the opportunity for different groups and agencies to begin working together in the interests of their community. Their meetings are also a forum for providers and practitioners to discuss issues of concern and feed back issues to government.

### **Community Learning Association Through Schools (CLASS)**

The Community Learning Association through Schools (CLASS) fosters an active, professional, political and practical approach to school-based community learning in all its various forms. Initiated about seven years ago, CLASS is a supportive organisation for members working in this field. It holds an annual conference each year where workshops and keynote speakers update and give opportunity for the professional development of members.

### **Tertiary Teacher Awards**

New government-funded tertiary teacher awards recognise that outstanding tertiary-level teaching is essential to the success of New Zealand as a knowledge society. The total funding for the awards for the years 2000/01 to 2004/05 is \$1 million. The four annual awards of up to \$50,000 provide national and professional recognition for excellent teachers in the tertiary education sector. The awards will be used to further the career of the recipient.

## **5.3 Literacy tutors**

### **Adult Literacy Practitioners Association**

In March 2003, the inaugural Adult Literacy Practitioners Association gathering was held in Wellington. This was attended by over 80 practitioners, including tutors, trainers,

researchers and specialists, as well as by a number of key government officials. A foundation committee has been set up to formalise the Association.

### **Literacy Aotearoa**

Literacy Aotearoa trained almost 500 literacy tutors in 2001 and 340 in 2002. Its training programme has local course approval through the New Zealand Qualifications Authority, and covers eight modules: Social and Political Context, The Treaty of Waitangi, Adult Learning, Effective Tutoring, Improving Adult Reading/Writing/Numeracy, and Programme Planning and Assessment. The training also includes 20 hours of supervised practice.

In order to become a Literacy Aotearoa trainer, a person must have completed the training programme themselves, and have worked two years as a literacy tutor (100 hours minimum), and have completed a Training for Trainers course as well as being mentored in presentation of their training.

### **Workbase**

Workbase, The National Centre for Workplace Literacy & Language, provides teaching resources and professional development for vocational and workplace literacy practitioners. In 2001, Workbase ran training for adult education tutors, to introduce them to integrated literacy programmes. This training was funded by the Ministry of Education, and involved around 220 tutors.

Workbase is currently producing a series of curriculum resources. In late 2003, professional development workshops entitled “Literacy at Work” will be held around the country to explain to tutors how to use these resources. The workshops will be free to participants.

There is currently no qualification specifically for the teaching of adult literacy. Workbase is currently working in collaboration with a number of public tertiary institutions throughout New Zealand to develop quality national provision of the Adult Literacy Educators’ Qualification. They are also supporting curriculum development for the Adult Literacy Educator Qualification Unit Standards focused on workplace provision, needs analysis and integrated literacy.

### **Rural Educational Activities Programme (REAP), Eastern Bay of Plenty:<sup>2</sup>**

This REAP has run Parent Tutor Reading programmes, in which parents are trained to assist children with reading and oral language, and teachers are assisted to undertake

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<sup>2</sup> *The Rural Education Activities Programme: a Stocktake*. Wellington, Ministry of Education, September 2002, pages 52-53

regular testing and maintaining running records. Improvements in reading levels have been dramatic.

They have also:

- Trained volunteer adult literacy tutors in several rural towns
- Taken the first steps in developing a qualification for parent tutors
- Run training sessions for teacher aides who assist teachers with literacy programmes.

## 5.8 Tutors working with migrants and refugees

The National Association of ESOL<sup>3</sup> Home Tutor Schemes is approved by the New Zealand Qualifications Authority to teach the Certificate in ESOL Home Tutoring. The training conducted in 2001-2002 was as follows:

<b>Tuition and Training Services</b>	<b>2001</b>	<b>2002</b>
Number of in-service workshops for trained tutors	95	91
Number of new volunteer tutors trained	1,165	1,092

*Source: Annual Report 2001, National Association of ESOL Home Tutor Schemes (Inc)*

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<sup>3</sup> English for Speakers of Other Languages

- 82 percent were of New Zealand European ethnicity, 6 per cent were Māori, 2 percent were Pacific Islands people and a further 6 percent were Asian
- Most respondents (77 percent) had a secondary school qualification, and two-thirds had gained at least one qualification since leaving school
- Half of the participants were in full-time paid employment.

These results concurred with the results of other studies of participation in adult and community education.

**Williams, Bob and Bailey, Robyn. *Evaluation of the Pilot Ace Networks*. February 2003.**

The 2001 report (*Koia! Koia!*) of the Working Party on Adult and Community Education (ACE) proposed establishing networks of local ACE providers. In May 2002 four (later five) local ACE providers were contracted to provide the services of a coordinator for six months to help establish pilot ACE networks in their area, and to conduct a series of tasks with those networks. Each network coordinator was appointed, on a part-time basis, to manage these processes and tasks.

The authors of this report were contracted to evaluate the development of these pilots and identify :-

1. What helped and hindered the initial establishment of the pilot ACE networks ?
2. What determined the appropriate resources for the initial establishment of pilot networks ?
3. What, to date, are the strengths and weaknesses of the pilot networks ?
4. How appropriate were the formal stated purposes of the ACE networks ?

The researchers concluded that there was an inherent contradiction between the milestone tasks set for the pilot ACE networks (especially those dealing with supporting and informing policy development within the new Tertiary Education Strategy about national/local priority learning needs, quality assurance, resource allocation for ACE) and the resources (information, time available, skills required, management support) available.

The participants were primarily interested in the relationship-building and information-gathering aspects of networking, rather than the co-ordination and collaboration activities implied in the Tertiary Education Strategy. Many participants were not traditional Tertiary Education ACE providers and so these more education-focused activities were not relevant to them. The networks ended up being more passive than was intended by the pilot planners.

The pilot tasks became the focus of the exercise. It is more difficult to sustain a network when its *raison d'être* is imposed externally.

A diverse range of institutions supported the networks. At the same time it seemed difficult to serve the different interests and approaches of Māori and non-Māori providers within the same network.

## **4.2 Māori**

***Sharing for Success: Good Practice and Issues for Māori Education.* Wellington, Skill New Zealand – Pukenga Aotearoa, 2001.**

This is a resource to share insights with those working with Māori learners in the area of foundation education and vocational training. For many Māori, these programmes provide a real opportunity for involvement and achievement in tertiary education. Research into Māori trainees shows that the majority of Māori have a positive experience of the Training Opportunities programme. Māori in the research did not appear to differentiate their experience by the organization type but by the quality of service and support provided.

***Skill Enhancement: Skills Development for Māori and Pacific Youth.* Wellington, Skill New Zealand – Pukenga Aotearoa, 2002.**

This report offers insights from an evaluation of trends, provider practices and trainee experiences from a vocational skills development programme for young Māori and Pacific people. The report describes the current state of the programme and assesses its effectiveness in delivering appropriate and useful training to Māori and Pacific youth.

## **4.2 Research on Pacific Islands peoples' education and training**

***Pacific Islands Education and Training: a selected annotated bibliography.* Education & Training Support Agency and the New Zealand Council for Educational Research, Pacific Islands Education Series Monograph 2, 1997.**

This bibliography is focused on Pacific Islands people living in New Zealand. In this sense, Pacific Islands people are the main groups of South Pacific Islands people who live and work in New Zealand, many of whom still have strong cultural ties to their islands of origin. The six main islands groups resident in New Zealand are Western Samoa, Cook Islands, Tonga, Niue, Fiji and Tokelau. A distinction is made in the bibliography between *general* education and training (i.e. schools) and more *specific* training and employment-related matters in the post-compulsory schooling period.

***Seen, but Not Heard: Voices of Pacific Islands Learners.* Education & Training Support Agency, Pacific Islands Education Series, Monograph 1, 1996, reprinted 1998.**

This is a qualitative study of Pacific Islands learners in second-chance education, and the cultural differences impacting on their aspirations, opportunities and participation. The educational experiences of 80 Pacific Islands learners involved in Training Opportunities Programme courses served as the framework for examining the relationships between policy and practice, supplier and clients, and knowledge and assumptions.

***Weaving the Way: Pacific Islands peoples' participation in the provision of learning pathways for Pacific Islands learners.* Education & Training Support Agency, Pacific Islands Education Series, Monograph 3, 1998.**

This research project is a study of how Pacific Islands private training establishments are providing an effective alternative to mainstream education and training programmes for their trainees through their seamless meshing of cultural values and practices.

### **4.3 Adult literacy research**

**Benseman, John, PhD. *Literature Review of New Zealand Adult Literacy research.* Ministry of Education, November 2002.**

This 45-page report, commissioned by the Ministry of Education, reviews all the research that has been carried out to date on adult literacy in New Zealand.

The topics covered are:

- Literacy needs in learner groups
- Adult literacy provision
- Impact of programmes on learners
- Programme/curriculum development
- Computer assisted learning (CAL) programmes
- History of adult literacy in New Zealand
- Learner motivation
- Reading behaviour
- Qualification Framework
- Labour market
- Health
- Tutor training
- Road safety.

The participants/research subjects were:

- Workplace learners
- Learners (general)
- Unemployed learners

- Community-based learners
- Tutors
- Māori
- Older learners
- Prisoners
- ESOL learners
- Disabled
- Tertiary students

The most common type of research to date (accounting for a third of the total) has been evaluations of specific programmes in a particular context. There is debate in the research literature whether evaluation studies really qualify as a form of research because their findings have limited transferability and therefore make little contribution to the understanding of deeper issues. As Allan Quigley says, this problem is not unique to New Zealand – “literacy is plagued by one-shot, small-scale, non-generalisable evaluations that get the label of research.” He observes that the dominance of evaluations helps promote an impression that there is a lot of research about adult literacy, when in fact a large proportion of it is evaluation and not research on broader issues. The role of evaluation as an applied form of research is certainly contentious and irrespective of this debate, it is certainly true that it has been the dominant type of research to date.

The quality of the research varies considerably, from the sophistication of the International Adult Literacy Surveys to some that contain little analysis or rigour. This low level of quality probably reflects the ‘do-it-yourself’ approach that has inevitably resulted from a paucity of resources, a shortage of skilled researchers interested in the field and a professional isolation from other educational researchers. Improving the quality of future research needs to be a high priority.

While there are undoubtedly shortcomings about what has been achieved at this point, there are some positive features also. For example, the collaborative approach between skilled researchers and practitioners is one worth emulating, and the ‘research and development’ approach of some recent curriculum projects is also to be lauded. Both of these qualities will help ensure that research is integrated into practice, as it should be.

### **4.3 Foundation education research**

**Benseman, John. *Making Learning Happen: a Study of Effective Teaching in Training Opportunities*. Skill New Zealand, Pukenga Aotearoa Monograph Series No. 4, 2001.**

This qualitative study investigates how tutors operating in the vocational education and training of unemployed adults with few if any qualifications manage to generate good employment and further education outcomes from a challenging group of learners. The research examines how 13 tutors from successful Training Opportunities programmes in the Auckland and Waikato regions go about the process of “making learning happen”.

#### **4.4 Research on women**

The Women's Studies Association (New Zealand) is the main organization focused on research on women. It is a feminist membership association whose members consist of women from universities, polytechnics, and a wide range of community groups, as well as individuals. The Association holds a conference on average every two years, where research from a wide variety of fields is presented. Conference papers and workshop proceedings are published, which has enabled a solid body of research on women to be collected over many years.

#### **4.5 Workplace learning research**

##### **Workbase, The National Centre for Workplace Literacy & Language**

Workbase undertakes research, evaluation and development projects to identify and address knowledge gaps, inform evidence-based policy, practice and sector development. The research reports in this section have been provided by Workbase.

*Literacy in Industry Project: An Action Research Project.  
Maryanne Richardson, Research Coordinator, Workbase*

There has been a lot of publicity recently about skill shortages in the manufacturing/processing sector. New Zealand research data has shown that 50% of employees in the manufacturing/processing sector are below the minimum level of literacy (English language, reading, writing and maths) competence for everyday life and work. Current Communication Unit Standards do not offer a robust set of literacy and language competencies and there is no systematic response across ITOs to lift literacy skill levels. Often workplace assessors don't have the skills or tools need to address literacy issues.

The Literacy in Industry Project was conceived and initiated by Workbase, the National Centre for Workplace Literacy and Language and supported by Workbase's Industry Training Organisation (ITO) Advisory Group – Seafood ITO, Competenz, Plastics ITO, Apparel and Textiles ITO, Forest Industry Training. The project was funded by the ITOs and Skill New Zealand and was undertaken from June 2000 to July 2001.

##### *Aims*

The Literacy in Industry Project had three main aims:

- to identify the literacy skills of key processing operators
- to develop a matrix of these skills
- to develop an assessment tool and training package for workplace assessors

### *Project Outputs*

1. Literacy, language and numeracy level descriptors which are:
  - based on an analysis of authentic literacy demands
  - staircase from beginner up to expert mapped against the National Qualification Framework.
2. An assessment tool which:
  - links to the level descriptors
  - shows what people can do and know
  - shows what they need to do and know
  - uses a range of workplace spoken and written texts.
3. A training package which:
  - is aimed at selected industry trainers
  - provides an introduction to using the assessment tool.

### *Summary of findings*

- high frequency of document use across most companies and all sectors
- correlation between criticality of documents and frequency of use
- managers identified oral communication skills as critical
- companies processing food or food packaging have very strict quality procedures
- use of critical senses, especially sight and smell
- environmental noise impacts on the ability to communicate orally
- compliance and quality issues are an initial driver for training in some companies.

### *Conclusion*

It was always intended that the methodology used in the Literacy in Industry Project would be extended to other Industry Training Organisations where appropriate. The Agriculture ITO has now contracted Workbase to undertake a similar project. The same methodology will be used to develop a skill profile, matrix, assessment tool and training package for the dairy-farming sector.

### **Benseman, John. *Voices from the Workplace*. Workbase, 2000.**

This research involves interviews with learners in workplace literacy programmes. Workplace literacy is barely a decade old in New Zealand, so is very much in its infancy, not only in terms of its educational methods and policy, but also in terms of the documenting of its activities and impact.

The research showed that virtually all of the workers interviewed are having to grapple with computers. This is true even of jobs which most people do not readily associate with computers. The job of the cleaner's, in this research, is built around the computerization of work material, job rosters and reports of various types. E-mail communication, reading graphs on quality results and report writing have become the

norm for most of the workers in plants and factories. Greater use of technology other than computers is also increasing.

For almost all the interviewees, their involvement in the learning center had been their first educational encounter since they left school, and none of them talked about school in a positive way. Attending the programme was a major step for them and one that took courage. They achieved a range of different outcomes as a result of their involvement in workplace learning programmes. Some of the changes were:

- Improved levels of skill in reading, writing, spelling and maths
- Assertiveness skills
- Increased understanding of learning principles
- Improved accuracy
- Oral skills
- Greater personal confidence
- Cross-cultural skills
- Better industrial goodwill
- Higher aspirations at work
- Achieving pay rises
- Acquiring a thirst for learning.

### **Workbase 2003 research programme**

Under its 2003 State of Objectives with the Ministry of Education, Workbase Literacy is to carry out two projects which have a research slant. These are:

#### *Workforce literacy research plan*

This proposal is to build on the stocktake of adult literacy research currently being undertaken by the Ministry of Education and includes facilitating an extensive process of stakeholder engagement to:

- identify the research questions for adult workforce literacy in New Zealand
- develop an agreed plan to undertake this research in collaboration with key stakeholders.

Consultation would be undertaken with stakeholders in the workforce literacy field including government agencies, Industry Training Organisations, business associations, unions and the vocational education sector to determine priorities for workforce literacy research in a similar process to that undertaken by The National Centre for Vocational and Education Research (NCVER) in Australia.

### *Understanding Barriers to Literacy Training in the Workplace*

This project is to research the perceptions and barriers of employers as they impact on acceptance of literacy and numeracy skill development at the level of firm. The project will:

- identify features of employers' views of workplace literacy and of barriers to literacy, adequate to ascertain how we might enhance willingness to implement literacy-enriched workplace training programmes for their employees;
- identify factors that influence firms' willingness to invest in literacy programmes;
- identify and report on key initiatives to overcome identified barriers.

The proposal includes the establishment of a reference group of key stakeholders such as employer and employee representatives to provide oversight and stakeholder support for the project.

## **4.8 Special groups**

### **Migrants and refugees**

*Through Language to Literacy* is a project involving the National Association of ESOL Home Tutor Schemes, the School of English and Applied Linguistics at Unitec Institute of Technology and the School of Refugee Education at Auckland University of Technology (AUT).<sup>2</sup>

Eighty percent of refugees arriving in New Zealand have less than four years' schooling. Forty percent of New Zealand's UN refugee intake over the last four years were not literate in any language and a further 40 percent had some literacy skills in their first language but were not confident to use their literacy skills in a new language.

In 2001, the National Association of ESOL Home Tutor Schemes was supported with Adult Literacy Strategy funding to run literacy classes in West Auckland and South Auckland to assist pre-literate refugee learners. Unitec and AUT were therefore invited to monitor results and undertake research as part of this new initiative.

In 1999 and 2000 Unitec had trained nine bilingual tutors to teach literacy to their own people – Somali, Ethiopian and Kurdish. By 2001, this had expanded to five classes in West Auckland and three classes in South Auckland, benefiting a total of 118 learners.

The research found that students made significant gains, measured against the eight levels of literacy ability defined by the programme curriculum.

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<sup>2</sup> *New Zealand's Tertiary Education Sector: Profile & Trends 2001*. Wellington, Ministry of Education, 2002, page 29

## Chapter 7 Examples of Best Practice and Innovations

7.0 Examples of real cases, good practice and innovative approaches in relation to the ten CONFINTEA V themes.

### 7.0 Best practice

#### Centres of Research Excellence

In 2001/02 the New Zealand government provided funding for a number of Centres of Research Excellence (CoREs) to be established. The aim of this initiative is to encourage world-class research by establishing centres of research excellence to contribute to New Zealand's development. The principal objectives of the fund are to promote high quality research, undertake research that can contribute to New Zealand's future development and undertake research that incorporates knowledge transfer activities in training.

As a tertiary education initiative, all the CoREs are hosted by a university, with other tertiary education institutes and research providers as partners. They also have broad inter-institutional research networks.

CoREs are expected to maintain high quality, innovative research and research training environments. CoREs are concentrated groups of researchers who are able to produce world class research that will contribute to New Zealand's economic and social development.

The Allan Wilson Centre is undertaking studies of the ecology and evolution of New Zealand plants, animals and micro-organisms. Recent research, using new techniques such as sequencing of genomes and the study of ancient DNA has revolutionised our understanding of New Zealand's biodiversity. The concept that New Zealand is a "Moa's Ark"<sup>1</sup> of relic species, undergoing ancient and slow changes over long periods of time, has been overturned by the information obtained using these techniques. There are many outstanding biologists and mathematicians in New Zealand who have made significant contributions to developing new analytical methods and techniques when working in this area. The Centre's vision is to utilise these people to address some of the fundamental questions about our plant and animal life. The Centre expects their work to produce a dramatic acceleration in our understanding of the processes underpinning the ecology and evolution of living systems. This will enable the Centre to contribute internationally to an understanding of the nature of complex biological processes and fragile ecosystems.

There were five CoREs established under the initial funding in early 2002. Two more were established in November 2002.

Centres selected in the first round:

- Allan Wilson Centre for Molecular Ecology and Evolution Host Institution

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<sup>1</sup> The Moa is an extinct bird species that lived in New Zealand.

## **Chapter 8 Future Actions and Concrete Targets for 2009**

8.0 Future actions planned and concrete targets for 2009. In 2009 the 6th international Conference on Adult Learning is to be held; indicate to what extent your targets coincide with EFA targets and how Millennium Development Goals and other international targets are aimed at and met through adult learning.

### **8.0 The Dakar Framework and relevant New Zealand goals**

The Dakar Framework for Action is a re-affirmation of the vision set out in the World Declaration on Education for All in Jomtien a decade ago. It expresses the international community's collective commitment to pursue a broad-based strategy for ensuring that the basic learning needs of every child, youth and adult are met within a generation and sustained thereafter.

Three of the six major goals established by the World Education Forum in Dakar, Senegal, in April 2000, are relevant to the present report:

(iii) ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes;

(iv) achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults;

(vi) improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

### **8.1**

The emphasis of the past decade on growing participation has resulted in the largest numbers of people studying tertiary education in New Zealand's history. New Zealand's rate of entry into tertiary education is, at 71 percent, the second highest entry rate for the OECD and well above the OECD average of 45 percent. The reach of the New Zealand tertiary system is significant. In 2001, an estimated 393,000 learners participated in some form of tertiary education, representing an estimated 13.4 percent of the population aged 16 and over. Overall participation from some traditionally under-represented groups has grown to match or exceed that of other groups, and there are indications that achievement rates are also improving.

While participation undoubtedly increased over the last decade, the effectiveness of the tertiary education system was undermined by unnecessary competition, duplication and poor collaboration. Government considered that the New Zealand tertiary education system needed to pool its resources, align its leadership and co-ordinate its efforts to meet broader national objectives.

The government therefore set a new strategic direction for the tertiary education system to ensure that it has greater relevance to New Zealand's current and future needs through better alignment with national goals, more future-focused strategies, and improved quality. The reforms will promote an integrated tertiary education system, with all post-school education and training working towards a shared strategic vision.

The Government provides for greater strategic direction for the tertiary education system by engaging the sector and stakeholders in the development of a *Tertiary Education Strategy* every five years, which sets overall objectives for all post-school education and training that will guide the activities of the tertiary education sector. A further document, the *Statement of Tertiary Education Priorities*, sets out short-term priorities for the sector based on the Tertiary Education Strategy. Accountability and reporting requirements for the sector will require consideration of how well tertiary education organisations' activities and provision are aligned with the Tertiary Education Strategy and associated national priorities.

### **The Tertiary Education Strategy**

The *Tertiary Education Strategy 2002/07* was launched on 14 May 2002.<sup>1</sup> It is a five-year blueprint for a more collaborative and cooperative tertiary system that contributes to New Zealand's national goals and is closely connected to enterprise and local communities. Some of its goals and strategies are directly relevant to the Dakar EFA goals as well as the United Nations Millennium Development goals.

The Tertiary Education Strategy supports the six national goals of

- Economic transformation
- Social development
- Māori development
- Environmental sustainability
- Infrastructural development and
- Innovation.

The six specific strategies are:

1. *Strengthen system capability and quality*  
The aim is to enhance the strategic capability and robustness of the whole tertiary education system.
2. *Te rautaki matauranga Māori – Contribute to the achievement of Māori development aspirations*  
This strategy recognizes the unique position of Māori as Treaty partners and

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<sup>1</sup> *Tertiary Education Strategy 2002/07*. Wellington, Office of the Associate Minister of Education (Tertiary Education), 2002.

addresses issues related to skill development, research and capability-building for Māori

3. *Raise foundation skills so that all people can participate in our knowledge society*  
This strategy is about improving foundation skills – literacy, numeracy and other basic skills – so that all New Zealanders can keep learning and participate in our economy and society
4. *Develop the skills New Zealanders need for our knowledge society.*  
This strategy recognises the importance of higher-level generic skills and specialist skills.
5. *Educate for Pacific people’s development and success*  
This strategy addresses issues relating to Pacific people’s capability needs and skill development.
6. *Strengthen research, knowledge creation and uptake for our knowledge society*  
This strategy recognizes that innovation, research and the broader application of new knowledge are fundamental for social and economic growth.

Each strategy sets out specific objectives to strengthen links and partnerships, encourage greater innovation and ensure best practice is widely established throughout the tertiary sector. The aim is to achieve significant progress over the period to 2007. Examples of the objectives are:

TES Objective	2007 outcome(s)
Objective 10: Quality programmes that recognise Te Ao Māori perspectives and support the revitalisation of Te Reo Māori	More pathways for learning in Te Reo Māori, and more diverse learning opportunities.
Objective 11: Robust options for kaupapa Māori tertiary education that reflect Māori aspirations	More Māori participating in tertiary education, particularly in fields critical to Māori and national development (e.g. natural and applied sciences, information technology, research based on Māori intellectual tradition). Greater Māori research capability
Objective 12: Increased participation by Māori in both a broader range of disciplines and in programmes that lead to higher-level qualifications.	Greater Māori participation in tertiary education, particularly at higher levels and across a broader range of education. Greater integration between foundation education and higher-level programmes. Better provider support for Māori learners.
Objective 14: Significantly improved adult foundation skill levels, achieved through increased access to foundation education in a range of learning contexts.	Improvements in the number and diversity of learners accessing and succeeding in obtaining foundation skills through the tertiary sector, particularly amongst priority groups with lower literacy levels, including Māori, Pacific,

	migrants, refugees, ‘at risk’ youth, long-term unemployed, learners with disabilities, and those with few or no qualifications.
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Government has also set the target of expanding participation in the adult-friendly Industry Training Strategy from about 100,000 in 2002 to 250,000 in 2007.

Government has identified ‘raising foundation skills so that all people can participate in New Zealand’s knowledge society’ as a key priority for the tertiary education system over the next five years. The key objective of foundation education provision in the tertiary system is the development of foundation skills in adults and school leavers/youth who lack such skills. To achieve this objective, the Government has directed work on developing funding, quality assurance and assessment instruments to ensure the foundation education sector is focused on raising adult foundation skills and equipped to do so. Significant investment is required to increase the provision available that can effectively deliver foundation education and to build this capability in the tertiary sector. It will be important to expand the capacity of adult ESOL<sup>2</sup> providers, and to build the capability of adult and community education, including improving its linkages within that part of the sector and with other parts of the tertiary education system.

Clearer accountability of tertiary providers for quality foundation education and improved student outcomes is required. Key priorities are to assist providers to develop effective tools and strategies for identifying student needs, to ensure that foundation skills learners can access pathways to further tertiary learning, and to hold providers accountable for ensuring that appropriate teaching practices are employed to meet these needs.

### **Quality of education**

Increased provider performance and quality, and the encouragement of excellence are core goals of New Zealand’s recent tertiary reforms. Relevant planned actions include the introduction of a performance element to funding for tuition. A small proportion of each tertiary provider’s grant for tuition will be put ‘at risk’, and will be allocated based on that provider’s performance against specific measures. Work is currently underway on defining the performance measures, and determining the proportion of funding to be put ‘at risk’.

### **Adult and community education**

*Koia! Koia! Towards a Learning Society: the Role of Adult and Community Education* is the report of the Adult Education and Community Learning Working Party, published in 2001. The Working Party was established in August 2000 to provide the government

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<sup>2</sup> English for Speakers of Other Language

with advice on a new policy and a funding framework for adult and community education. The report is a blueprint for the future of adult and community education nation-wide, and its recommendations have been accepted by Cabinet.

In her Foreword to the report, the Associate Minister of Education, Hon. Marian L. Hobbs, said that

*“The Government’s education policy is built on a recognition of the crucial role of learning in relation to healthy communities, lifelong education and a country focused on reaching its potential. Adult and community education is an essential and integral part of the education system...The Government is keen to move as quickly as possible to bring this neglected sector back into its rightful place in the overall system of tertiary and lifelong education.”*

The Government’s commitment to revitalising the ACE sector is demonstrated in work being carried out on a number of levels. This work is intended to develop the infrastructure to enable provision that is responsive to local adult and community learning needs. It is intended, for example, to establish 37 ACE networks. Each of these will be a focal point in its region, picking up on learning needs in the community.

## **8.2 Māori and Pasifika**

### **Te Rautaki Mātauranga Māori – contribute to the achievement of Māori aspirations**

A Māori reference group from the tertiary sector has developed the Maori Tertiary Education Framework for Māori education. The framework was used in the development of Strategy Two, Te Rautaki Mātauranga Māori, of the Tertiary Education Strategy. As discussed above, that strategy sets out a vision of a tertiary education system that is outwardly focused, aligned with important national economic and social goals and better able to meet the needs of learners. One of the key strategies is Te Rautaki Mātauranga Māori – contribute to the achievement of Māori development aspirations.

Te Rautaki Mātauranga has six primary objectives. It calls for:

- tertiary education leadership that is accountable in an effective manner to Māori communities;
- strong and balanced Māori staff profiles within the tertiary education system;
- quality programmes that recognise Te Ao Māori perspectives and support the revitalisation of Te Reo Māori;
- robust options for kaupapa Māori tertiary education that reflect Māori aspirations;
- increased participation by Māori in both a broader range of disciplines and in programmes that lead to higher-level qualifications; and
- a tertiary system that makes an active contribution to regional and national Māori/whānau/hapū/iwi development.

## **The Pasifika Education Plan**

In April 2001, the Government's Pasifika Education Plan was launched. The aim of the plan was to increase Pasifika achievement in all areas of education through increasing participation, improving retention and focusing on effective teaching strategies. The following goals were set:

- increase Pasifika peoples' participation in tertiary education at all levels;
- improve Pasifika peoples' achievements in tertiary education – reducing disparity with non-Pasifika peoples completely in 20 years;
- improve Pasifika adults' literacy over the next five years; and
- improve Pasifika peoples' access to and participation in adult and community education over the next five years.

The plan set targets for participation of Pasifika peoples in tertiary education institutions (TEIs), at 5.3 percent of all students by 2002, 6.0 percent by 2004, and 6.6 percent by 2006. Another goal is to increase the number of Pasifika qualification completions at diploma level and above. The targets are 5.0 percent of total completions by Pasifika by 2002, 5.6 percent by 2004 and 6.2 percent by 2006.

The plan sets goals for increasing tertiary education institutions' responsiveness to Pasifika peoples by incorporating three elements:

- amendments to the charters of TEIs for the 2002 academic year, requiring increased responsiveness;
- funding grants conditional upon evidence of increased responsiveness; and
- a 'best practice' resource of what works for Pasifika students.

The plan also aims for increasing financial support for Pasifika peoples and establishes goals for adult literacy programmes for Pasifika peoples.

The goals and targets outlined in the Pasifika Education Plan are integrated with Strategy Five of the Tertiary Education Strategy.

## **8.3 Literacy**

The Government has identified adult literacy as an area of policy priority, and has set three main goals to improve literacy levels:

- Increasing opportunities for adult literacy learning by significantly increasing provision in workplaces, communities and tertiary institutions;
- Developing capability to ensure adult literacy providers deliver quality learning through a highly-skilled workforce with high-quality teaching resources; and
- Improving quality system to ensure that adult literacy teaching programmes and learning environments in New Zealand are world class.

The focus of the Strategy since its release has been to establish the groundwork for the expansion of quality learning opportunities, such as quality standards, training programmes for literacy teachers, and learning outcome measures. The Government aims to be in a position by the end of 2004 to develop “realistic goals for increases in the number of learners and overall literacy gains”.

One of the first areas of focus has been on building quality and capability in existing providers. For example, the Tertiary Education Commission has set the goal of ensuring that every learner in Training Opportunities and Youth Training (the main labour market training programmes) has the opportunity to improve their literacy skills by 2005. To achieve this goal, the Tertiary Education Commission plans to have the following activities in place by 2005:

- Every programme will include opportunities for learners to build their literacy skills;
- Some programmes will offer specialist assistance within the programme to support learners with very poor skills;
- Some programmes will have a strong focus on building literacy skills delivered in meaningful contexts by adult literacy specialists.

A Workforce Literacy Fund has also been established to support efforts by businesses and ITOs to increase the ability of industry to address workforce literacy issues.

## **8.8 Migrants and refugees**

An Adult ESOL<sup>3</sup> Strategy was released in 2003, to meet the English language needs of migrants and refugees. The Strategy aims to overcome current weaknesses in the ESOL sector by:

- Achieving greater sector collaboration and co-ordination;
- Enhancing access and affordability;
- Expanding provision and increasing quality;
- Ensuring the diversity of learner needs are matched with appropriate provision.

The Adult ESOL Strategy aims to achieve the following five targets:

1. The population of people with no English language skills (around 50,000) will be reduced by half by 2012.
2. By 2006, all unemployed job-seekers with no English language skills, including refugees, will have opportunities to access a place on an adult ESOL programme within six weeks of assessment.
3. By 2006, other adult refugees with ESOL needs will not wait more than six months to have the opportunity to access an ESOL programme.

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<sup>3</sup> English for Speakers of Other Languages

4. Pacific and ethnic communities will be engaged in processes to ensure the needs of ESOL learners from their groups are met effectively.
5. By 2006, a process for measurement of learner gains will be developed and tested, and built into quality processes that allows for expanding high-quality provision.

- Centre for Molecular Biodiscovery
- New Zealand Institute of Mathematics and its Applications
- Ngā Pae o te Maramatanga (Horizons of Insight) - the National Institute of Research Excellence for Māori Development and Advancement [Hyperlink to Website](#)
- The MacDiarmid Institute for Advanced Materials and Nanotechnology

Centres selected in the second round:

- National Centre for Growth and Development
- National Centre for Advanced Bio-Protection Technologies

## **7.1 Civil society/participation in society**

Eastbay Rural Education Activities Programme (REAP) is the major facilitator of driver education in the Eastern Bay of Plenty. They employ the local Road Safety Coordinator, a position jointly funded by the Land Transport Safety Authority, local councils and REAP. Programmes include pre-school and school activities to educate both children and parents about, for instance, car restraints, pedestrian safety, seatbelts, and cycle safety. Adult activities include road code courses, motorcycle riding school, recidivist drink-drive courses, defensive driving courses and “Safe with Age” (for senior citizens) courses.

Eastbay REAP put a group of 15 Māori driver educators through a Certificate in Adult Teaching course and these tutors now run many of the programmes for Māori in the greater Bay of Plenty. Many of these activities are run in association with other groups, such as the police, Ministry of Social Development, councils, health groups and community groups.

In Wairoa, the local REAP ran a similar programme, but this one was established in response to the high percentage of Wairoa residents driving without a licence and/or driving vehicles without a current warrant of fitness and registration. Instructors included Wairoa police officers.

The project manager says that because of the programme, attitudes towards the police have improved and people with little confidence in their academic abilities have seen what they can achieve, creating a desire for further learning. The literacy levels of the majority of the people attending the courses are low. When these people pass the driving test, it is sometimes the first time they have ever received a certificate, and this has very positive spin-offs.

## **7.2 Māori and Pasifika**

## **Te Waka Pu Whenua**

A Māori adult education centre, run Māori, for and with Māori, was the goal in setting up Te Waka Pu Whenua (the craft that emanates from the land) in Taumarunui, in March 1999. The centre is now a thriving, popular base of culture and learning for the small town's Māori population. About 5000 people live in Taumarunui, of whom about 38% are Māori

Ngarau Tarawa, who manages the operation, worked for 14 years with the Rural Education Activities programme (REAP) before deciding that a more specialised approach to Māori learning was required. She says she was aware of some sense of urgency in that Māori had stories to tell about their own experiences, their own lived realities and how they wished to shape their own future. "We need to protect and preserve our history and if we tell it, it is more likely to keep its genuineness", says Ngarau.

Te Waka Pu Whenua is a self-funded centre that relies on contracts, activities fees, course revenue and donations. Funding proposals are an ongoing activity. In the first year, Te Waka Pu Whenua registered 700 people in its activities, and has managed to maintain the numbers. Flax work and weaving classes have been so popular that the centre held a successful fashion show and will soon open a Māori arts and crafts gallery and retail outlet.

Some of the many programmes initiated by Te Waka Pu Whenua are:

- Issues impacting on Māori land
- Māori language
- Traditional and contemporary weaving
- Treaties and negotiations
- Māori art and design
- Approaches to Māori teaching and learning.

Ngarau felt it was important for the centre to provide opportunities for Māori to articulate their Māori experiences. Traditional relationships with the land and its history have proved the most popular ingredients for courses.

In one of the programmes, participants learnt to read their environment simply by listening to the land. One learner was inspired, by listening to a stream, to compose a song. This is particularly significant because the man developed language symbols by imitating the sounds of nature, a traditional way of learning.

The uniqueness of the centre has attracted interest from overseas and other indigenous peoples. A pleasing aspect is the monthly hui [meeting] convened by Te Waka Pu Whenua. Initially, kaumatua [elders] came together to discuss issues of interest and concern to them. The gathering has extended to embrace all Māori who wish to become part of the local networks.

“In the development of Māori education, the recognition of a holistic indigenous perspective is emerging”, Ngarau says. “There is a need for Māori to take an integrated approach that celebrates Māori commonalities rather than Māori differences.”

### **Manukau Institute of Technology’s Otago Future Learning Initiative**

The Manukau Institute of Technology (MIT) is working with local churches and their Pasifika congregations in a community education outreach programme. The Otago Future Learning Initiative is now underway at a number of churches throughout the region. This initiative focuses on foundation education in areas such as food safety, budgeting, computing and English. MIT staff began by visiting churches once a week, offering evening classes to Bursary and younger students before offering their services to parents also. Many classes are now located at MIT. The programme organisers say that computers were a key to getting many learners into a tertiary institution for the first time in their lives. The cost of the first year of tutoring is covered entirely by MIT and then a nominal amount is added each subsequent year, but paid in manageable, regular amounts.

A key to the success of the Otago Future Learning Initiative is community ownership. MIT firstly worked with ministers and then took every opportunity to talk directly with the congregations about their learning needs. MIT and the churches together are committed to making Otago the “best educated village in the South Pacific”.

### **Whitireia Community Polytechnic Pasifika links**

Whitireia Community Polytechnic has a long-standing relationship with local Pasifika communities in Porirua. The first chair of the Whitireia Polytechnic Council was a Samoan, and their first advisory body to be established was the Pacific Island Advisory Committee. Representatives of several Pasifika ethnic groups are members of the polytechnic council. When new initiatives are proposed for Pasifika students, the polytechnic works with other local providers, students, and the community to develop them. Partnership between all parties is a key feature of Whitireia Polytechnic initiatives. For example, the Whitireia Pasifika health workers programme was established with funding from local health providers, with tutors and facilitators from the Polytechnic, and students and expertise in cultural knowledge from the community.

### **Auckland University of Technology use of the Pacific and Māori learners Special Supplementary Grants**

Through introducing Special Supplementary Grants (SSGs), the New Zealand government has made funding available so that Tertiary Education Institutions can strengthen their capability to support specific groups of students, or implement specific tertiary education policies. There are particular SSGs targeted at Māori and Pacific students.

Auckland University of Technology (AUT) provides a good example of effective Māori and Pacific learners SSG usage and highlights other key elements needed to target these groups. As part of an institution-wide response to equity for Māori and Pacific peoples, AUT implemented in 2002 a new large-scale system of accountabilities and additional resourcing support for individual faculties and Student Support Services. This uses the Māori and Pacific Special Supplementary Grant funding, with additional funding being sourced from AUT's institutional bulk grant. The key to such widespread change within a large mainstream provider has been a commitment from leadership, academic and allied staff and the resource of a dedicated equity team at the Centre and in faculties and departments developing solutions from a solid basis of data and research.

AUT also has an equity structure that works at every level of the institution, from governance and management to teaching and administration. AUT's Centre for Equity Development works throughout the institution to identify problems with learner outcomes, teaching methods and human resource processes, through the collection of data, commissioning of research and engagement with key staff members. By working with all faculties, a clear picture of faculty performance for Maori and Pacific learners is being built up, and a collective strategy to support Maori and Pacific learners introduced in which lecturers and support people all work with the learner in their programmes to ensure their success is being addressed.

## **7.3 Literacy initiatives**

### **Literacy Aotearoa Whānau Literacy Programmes**

A proposal was developed in early 2000 for whānau (family) literacy programmes, building on the experiences of previous whānau and community work, and utilising the premise that it was important to “make literacy relevant to the whānau” and not “make the whānau relevant to literacy”.

The emergent philosophy developing in Literacy Aotearoa is based on:

- An inclusive concept of whānau: extending into past, present and future and not solely “blood-based”
- Providing a programme based on identified needs of the whānau
- Expanding knowledge in all its forms
- Enhancing critical analysis
- Self-paced learning
- Always relevant and appropriate to the needs of the individual.

Similarly, the emergent pedagogy is based around:

- individualised assessment of needs of adults

- matching of adult learners' interests and availability for learning at different times to trained tutors who can reflect these interests and timeslots
- short-term programmes, but with ongoing opportunities for participation by learners
- wider whānau components (homework centres, pre-school programmes, holiday programmes, Christmas programmes)
- strong linkages to other related programmes (such as tertiary education, employment programmes, early-childhood centres and schools, alternative education providers, etc.).

The Whānau Literacy Programmes do not represent one programme, but rather a set of programmes. These programmes can be focused on a range of needs including te reo (language) and tikanga (custom), practical skills (such as drivers licence training, Māori crafts, art classes, computer training) and tutor training. Allied programmes include crèches, after school programmes, holiday programmes, etc. Literacy learning is embedded in all component courses.

The Whānau Literacy Programme is designed to introduce whānau to the benefits of whānau-based intergenerational learning for life, and to encourage whānau self-determination in the identification and achievement of learning goals. Ultimately, the long-term aim of these programmes is to contribute to whānau empowerment.

A range of intermediate outcomes have been observed in family/whānau literacy programmes. For example, learners have:

- increased self-esteem
- improved confidence and participation in group/work activities
- developed new interests
- gained a wide range of specific skills including work-related skills such as driving licenses, computer graphics, word processing skills and other personal skills such as craft skills, tikanga Māori, parenting skills, etc;
- participated in wider community activities (e.g. radio programmes, homework centre, teacher aide, etc.)

There has been some indication of longer term outcomes as well, with individual learners who:

- found employment
- enrolled in tertiary education programmes
- became tutors
- provided assistance to their children with homework, etc.

Māori language literacy is an important feature of such programmes. However, the need to provide a balance of English and Māori literacy skills further adds to the complexity of these programmes and the need for high quality tutors with a considerable range of skills.

The whānau literacy programmes also have the potential for literacy gains for two generations simultaneously, short-circuiting the time required to redress Māori literacy gaps. This is an area for further exploration.

### **A Radio Literacy Programme: He Whakaaro – The Gift**

He Whakaaro, The Gift, a free literacy programme, was developed by Te Runanga o Turanganui a Kiwa, an iwi (tribal) charitable trust to promote and support the social, economic and political development of a number of iwi (tribes).

There was an identified need in the community for those who could not access traditional programmes and services due to family/whanau or work commitments, or who were not sufficiently confident to access them.

He Whakaaro is a course designed to help those improve reading, writing and listening skills in the learner's own environment. Lessons were broadcast twice daily in half-hour durations, Monday to Thursday. The two daily sessions contained the same content but were at different times (10.30am and 5.30pm) to accommodate the varying needs of the learners. Workbooks, dictionaries and recorded session tapes were also provided to participants free of charge.

The programme took students through a learning wheel cycle starting at stage one – “Not knowing what I don't know” – and progressing through to stage four – “Doing it without even thinking about it” – where the student feels self confident and the desire for further learning is strong. The literacy expertise of tutors enabled them to identify literacy issues from participants and give assistance accordingly. Voluntary group meetings proved invaluable, as this enabled participants to catch up on material which they had missed, meet other learners, and support learners as a follow-on to the radio programme.

Listeners, in the comfort and privacy of their own home, learned to write a curriculum vitae, surf the net, get a driver's licence, be independent and read for information and pleasure. He Whakaaro is a finalist in the New Zealand Media Awards 2003.

### **Adult Literacy Internet-based Home Training Programme**

There is copious evidence from evaluations of digital divide initiatives worldwide that access and mastering technical computer skills are minor barriers to use of the internet in the home. The main barrier is literacy, as evaluating and using that information requires more sophisticated literacy skills than is needed in a more bounded text-environment as in books

This programme was based upon an existing programme called “Computers in Homes”. 25 families in each area were provided with CANZ recycled Pentium with Windows 95, MS Works, MS Word, a package of shareware educational games, modem, free internet connection (and a phone line where necessary), training and technical support.

The training programme was developed by literacy tutors, based on individualised learning plans. Tutors went weekly to the homes of participants for one-on-one tutoring, using the computer and pen and paper resources. Technical support through an online manual in four languages (English, Maori, Samoan and Tongan) was also available, along with Intranet to host assessment and learning resources and a site for project staff to post messages and share resources.

Tutors conducted an initial and final assessment of the literacy level of the learner they were to work with. The needs identified in the initial assessment interview were then incorporated into an Individual Learning Plan, which was negotiated with each participant. Based on these learning goals the tutors and learners agreed on the learning outcomes they would aim for. The learning program was kept deliberately flexible to suit the changing needs of the participant and the changing demands of their busy lives (demands of family, church and community). Each tutor maintained a comprehensive log of learning practices and the skills addressed and developed over the course of the programme.

Outcomes confirmed that: barriers to adult study of child-care costs and availability of transport are overcome; home-based learning environments are non-threatening to adults with negative formal schooling experiences; and computer-based literacy training is appealing to those in low-income communities where cost is a key barrier to internet access.

## **7.5 Workplace learning**

### **Mercy Parklands: improving literacy in the age care industry**

Mercy Parklands Hospital and Retirement home, an accredited healthcare provider, has embarked on a workplace literacy training programme to assist the 100 caregivers it employs. For many staff, English is a second language. For others, new ways of working place increased demands on their literacy and numeracy skills.

In 1998, Mercy Parklands enlisted Workbase to deliver the training to lift the language, literacy and numeracy skills of its staff alongside developing industry skills. Reading, writing and spoken communication skills were integrated with some of the compulsory unit standards within the National Certificate in Support of the Older Person. This meant that caregivers were learning to improve their literacy using the real life context of caregiving. For example, they learned about measurement using examples of residents' liquid intake. Graphs and charts in the programme were based on those used on the job. Reading and writing activities included completing resident care plans and incident reports. The programme was grounded in the language and situations from the daily working life of the participants, which gave it immediate relevance. Caregivers and management could see the results of the programme in better communication at work.

The response from the employer has been very positive, while the learners have enhanced their skills and found satisfaction with the programme. In 2001, thirteen caregivers from Mercy Parklands graduated with their Level 3 National Certificate in Support of the Older Person.

## **7.8 Migrants and refugees**

### **Embracing diversity**

Since the September 11 terrorist attacks in New York City, the word ‘Islam’ conjures up many images, not all of them positive. The whole Muslim world has suffered from “bad press” with changing world politics in recent years.

A Palmerson North group decided it was time to set the record straight and educate the community to help foster a deeper understanding about Muslims. The Manawatu Workers’ Education Association (WEA) and the Manawatu Muslim Association (MMA) joined forces to present a series of five talks, which proved extremely popular. At every session, so many people attended that for some it was standing room only.

Two women and three men from different parts of the world presented the series. The women wanted to dispel misconceptions that Muslim women were oppressed, uneducated, or unable to run their own affairs without kowtowing to the men in their lives.

One young woman stood confidently before the large audience and explained her life as a scientist and as a mother. She had never done public speaking before and was nervous. But other Muslim women went along to support her.

The Manawatu WEA often identifies areas of community education that are not being given attention, and the idea of a series on understanding Islam came from a committee member at a planning meeting. The WEA was very clear that it did not want a confrontational meeting, but an educational opportunity to have an informal gathering where members of the Muslim community could speak about their beliefs and practices.

There was some concern that the subject was contentious and that it could easily attract people wanting to prove their own point about religious fundamentalism. WEA members who introduced the speakers had reassured them that the meetings would be chaired in a way that would deal with any conflict.

After every session, the audience was buzzing with lively conversation. Leaflets about Islam were available and the Muslim members present stayed to talk to those who wanted clarification of the topic covered in the one-hour presentations.

For Manawatu WEA members, this was a learning experience beyond anything they had expected. It was an example of empowering people through community informal

education. They made contact with a group that is part of their community but is isolated from the mainstream. The WEA is committed to nurturing the new relationship.<sup>2</sup>

### **Migrants and refugees – bilingual literacy programme**

A new literacy programme was established by ESOL in 2002, funded through the government's Adult Literacy Strategy. Eight schemes offered classes to 253 refugees and migrants with low levels of literacy in their first language. Eleven bi-lingual and eight native-English-speaking literacy tutors undertook training over two weekend block workshops. Two successful teaching models emerged: the native-English tutor with bi-lingual assistant, and a bi-lingual tutor with volunteer tutor help. Co-ordinators from schemes in the programme also undertook training to ensure the new service ran proficiently.

Teachers who can communicate with students in a common language can help them acquire more cognitively-demanding literacy skills that are needed in the New Zealand environment. Initial results from a parallel research study indicate that students made significant literacy gains and that their communities are strengthened to cope with the challenge of resettlement as a result.

### **Migrants and refugees – governance training**

The National Association of ESOL Home Tutor Schemes runs courses for refugees and migrants who are considering taking part in committees or who are already involved in a committee. The courses demystify the process and the language of committees, teach how to actively participate in a discussion, and build the confidence of trainees so that they and their community can fully participate in such governance roles. The courses are part of the Association's commitment to support full participation of refugees and migrants in civil society.

### **Migrants and refugees: other English language programmes for refugees**

A longitudinal study of refugee resettlement by the New Zealand Immigration Service, entitled *Refugee Voices*, identified that only 22% of the adult refugees interviewed who have resided in New Zealand for four to six years could speak and write English well<sup>3</sup>. Multiple barriers have prevented access to the acquisition of English so that most adult refugees have failed to gain the means to settle and integrate in social and economic terms.

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<sup>2</sup> *Life is Ace! Changing Lives and Communities*. Wellington, Ministry of Education, 2002, pp 12-13.

<sup>3</sup> Refugee Resettlement Research Project: "Refugee Voices", Progress Report to the "Refugee Voices Advisory Group, 2002, p.6.

Current reforms in the tertiary education sector, however, reflect a commitment to building the capacity of New Zealanders to enhance their involvement and contribution to New Zealand's economy and the inclusion of those from a variety of ethnic backgrounds. The following are two of several innovative ethno-specific models of provision showing successful outcomes both in English language acquisition and community development enhancing resettlement outcomes.

### ***School-based programmes***

Specifically designed for new arrival refugee groups lacking an existing community in New Zealand, inter-departmental work at national and local government level enabled new arrival Burman and Mon refugees from Myanmar to be resettled together in homes in one suburb near local schools. English classes for refugee mothers were provided in schools attended by their school age children: Selwyn College, an Auckland secondary school and Victory Primary, a Nelson primary school.

### ***The outcomes***

The holistic approach that catered for the students' transport and childcare needs, combined with scheduling the programmes so that the students could fulfil their other responsibilities were the keys to success. This is evidenced by the retention of students, the very good attendance rates and their rapid progress in terms of English acquisition and integration. The students began the class at a pre-beginner or beginners level of English two and a half years ago and all students are now functioning between the Elementary and Intermediate levels of English proficiency. Their progress has been such that they were able to complete their student surveys in English and many are no longer reliant on interpreters. There has been good feedback from the community leaders. The provision has become a very important part of their daily lives and has provided the opportunity to move from the all-too-common passivity, isolation and dependence characteristic of many refugee mothers.

### ***Community-based programmes***

Somali and Ethiopian groups who have been in New Zealand for 10 years have community associations with sufficient capacity to be funded directly to design, implement and manage their ESOL programmes. The majority of learners are preliterate in their first language and have been unable to attend English classes or have experienced failure in mainstream classes. One such project for Somali adults employed bilingual Somali tutors who taught using traditional Somali teaching methodology. The activities in the classes differ from the mainstream. Competition between students and collaboration in groups is central to the structure of classes. All students must perform in front of the class in English. Homework is essential to this methodology and students are motivated to do it as they know they will have to perform in tests and role plays in front of the class.

### *The outcomes*

Positive feedback regarding the progress of these students is being received from government departments that are impressed that some adult refugees can now attend interviews without the support of an interpreter. Thus their self-esteem has been raised and they are moving towards independence. Regular assessments reveal that this group of students is learning English faster and with greater success than in the mainstream. As commented by one of the teachers: “This is a positive experiment that can take this community to another level in terms of their integration. Now they are experiencing success, some for the first time”.