

Hon Chris Hipkins

MP for Remutaka

Minister for COVID-19 Response

Minister of Education

Minister for the Public Service

Leader of the House



1 October 2021

Jenn Bestwick
Chair
Tertiary Education Commission
PO Box 27-048
Wellington 6141

Dear Jenn

Determination of Design of Funding Mechanism: Literacy and Numeracy Provision

I am writing to advise you of a determination of the design of a funding mechanism, under section 419 of the Education and Training Act 2020 (the Act), for Literacy and Numeracy Provision.

The new determination is set out in the appendix to this letter. The determination covers the funding of Literacy and Numeracy provision delivered from 1 January 2022. This includes a rate increase of 1.2 percent to all funding rates.

Under section 422 of the Act, it is the Tertiary Education Commission's (TEC) responsibility to develop the details needed to implement my determinations of the design of funding mechanisms.

Yours sincerely

A handwritten signature in blue ink, appearing to be 'CH', representing Chris Hipkins.

Chris Hipkins
Minister of Education

DETERMINATION OF THE DESIGN OF FUNDING MECHANISM: LITERACY AND NUMERACY PROVISION

PRELIMINARY PROVISIONS

Statutory authority

1. This funding mechanism for literacy and numeracy provision is made under section 419 of the Education and Training Act 2020 (the Act).

Purpose

2. The purpose of funding literacy and numeracy provision under this funding mechanism is to:
 - a. raise adults' literacy and numeracy skills;
 - b. increase opportunities for adults to engage in literacy and numeracy learning, particularly for those in low-skilled employment; and
 - c. improve the quality and relevance of provision, including the ability to identify learner need and learning gain.
3. This funding mechanism covers the following funds:
 - a. Intensive Literacy and Numeracy Fund (ILN Fund);
 - b. Workplace Literacy and Numeracy Fund (WLN Fund); and
 - c. Adult Literacy Educator Fund (ALE Fund).

On-Plan funding

4. Subject to paragraph 5, the Tertiary Education Commission (TEC) must pay funding for literacy and numeracy provision under section 425 of the Act (relating to funding organisations via Plans).

Off-Plan funding

5. The TEC must pay funding allocated for the WLN Fund to tertiary education organisations (TEOs) that are employers as defined in paragraph 32(f) of this funding mechanism under section 428 of the Act (relating to funding organisations other than via Plans).

PART ONE: THE FUNDING MECHANISM

GENERAL PARAMETERS

Effective period

6. This funding mechanism is to fund literacy and numeracy provision delivered from 1 January 2022 until 31 December 2022.
7. The TEC may exercise any of its administrative functions as required to give effect to this funding mechanism before that date.

Available funding

8. The total amount of Government funding that can be spent under this funding mechanism will be set through the Government's annual budget processes.

PART TWO: FUNDS, FUNDING RATES AND FUNDING CONDITIONS

9. The TEC must attach the following specific conditions to funding paid under this funding mechanism:

No other funding

10. The TEC must attach to funding a condition that a TEO that receives funding under this funding mechanism must:
 - a. not (without the TEC's prior written consent) seek or obtain funding from any Crown source other than the TEC to fund a programme of study or training that is funded under this funding mechanism; and
 - b. notify the TEC immediately if it becomes aware of any circumstances that might result in a breach of subparagraph (a).

Responsible use of funding

11. The TEC must attach to funding a condition that a TEO that receives funding under this funding mechanism must use the funding:
 - a. lawfully, responsibly, and for the purposes for which it is provided; and
 - b. in a manner consistent with the appropriate use of public funds.

TEC administrative responsibility in the case of under-funding

12. If a tertiary education organisation (TEO) receives funding under this funding mechanism that is less than it should have been, or that it was entitled to receive, the TEC must pay the amount of the under-funding as soon as is reasonably practicable.

Recovery of over-funding

13. The TEC must attach to funding a condition that if a TEO receives funding under this funding mechanism that is greater than it should have been, or that it was not entitled to receive, the TEO must treat the amount of the over-funding as a debt due to the Crown that:

- a. is repayable on demand to TEC; and
 - b. may be set-off against all or any funding, or any sum of money payable by the TEC to the TEO.
14. The TEC must provide the TEO with reasonable notice before exercising its right to demand repayment or set-off the debt against all or any funding.

General conditions for Off-Plan funding

15. The TEC may impose any conditions on funding paid under this funding mechanism under section 428 of the Act that it considers necessary to ensure that funding will achieve the purpose for which it has been allocated.

A. THE INTENSIVE LITERACY AND NUMERACY FUND

Purpose

16. The purpose of the ILN Fund is to fund TEOs for the intensive provision of high quality literacy and numeracy learning opportunities within an appropriately structured environment.

Definition of TEO for the purposes of the ILN Fund

17. For the purposes of the ILN Fund, a TEO is one of the following:
- a. Te Pūkenga – New Zealand Institute of Skills and Technology (Te Pūkenga)¹;
 - b. a private training establishment (PTE);
 - c. a wānanga;
 - d. a university; or
 - e. a State or State integrated school.

Funding rates

18. The TEC must allocate \$26.17 of funding from the ILN Fund to TEOs per hour of literacy, numeracy, or literacy and numeracy tuition.
19. The total hours of literacy, numeracy, or literacy and numeracy tuition delivered per learner by a TEO is generally expected to be between 80 and 300 hours per year, acknowledging some learners having needs for more or fewer hours.
20. The literacy, numeracy, or literacy and numeracy tuition must be delivered at the intensity of 5 to 20 hours per week.
21. The TEC must monitor provision funded under the ILN Fund to ensure that it is delivered in accordance with paragraphs 19 and 20. TEO performance in respect of this must be used by the TEC to inform future allocations through this fund.

¹ Unless context otherwise requires, references to “Te Pūkenga” include any Te Pūkenga subsidiary as defined in section 10(1) of the Act.

TEO eligibility

22. The TEC must only fund a TEO from the ILN Fund if the TEO:
- a. is a TEO as defined in paragraph 17;
 - b. has in place an effective assessment process for identifying each learner's initial literacy and numeracy needs, and measuring their progress, using the most appropriate version of the Literacy and Numeracy for Adults Assessment Tool²;
 - c. is able to offer an eligible programme as set out in paragraph 24;
 - d. has adequate processes in place for reporting improvements of a learner's literacy and numeracy skills; and
 - e. is quality assured as follows:
 - i. if the funding is for delivery by Te Pūkenga or one or more of the subsidiaries of Te Pūkenga, Te Pūkenga or the relevant subsidiaries of Te Pūkenga are quality assured by the New Zealand Qualifications Authority (NZQA);
 - ii. if the TEO is a wānanga or a PTE, the TEO is quality assured by NZQA;
 - iii. if the TEO is a university, the TEO is quality assured by the New Zealand Vice-Chancellors' Committee (Universities NZ); or
 - iv. if the TEO is a State or State integrated school, the TEO is quality assured by the Education Review Office.
23. The TEC must attach to funding a condition that a TEO that receives funding from the ILN Fund must ensure that it meets and continues to meet the eligibility criteria specified in paragraph 22.

Programme eligibility

24. The TEC must only fund a TEO from the ILN Fund for a programme of study or training that:
- a. provides literacy, numeracy, or literacy and numeracy study or training that is specific, rather than embedded within the programme;
 - b. provides high quality literacy, numeracy, or literacy and numeracy study or training that is value for money;
 - c. enables each learner to use literacy, numeracy, or literacy and numeracy skills to meaningfully engage in New Zealand society;
 - d. is effective in improving each learner's literacy, numeracy, or literacy and numeracy skills;
 - e. has measurable literacy, numeracy, or literacy and numeracy outcomes;

² Including Adult, Youth, Te Ata Hāpara and Starting Points, as appropriate.

- f. is flexible and able to be tailored to meet the needs of an individual adult learner; and
 - g. is provided by a tutor who holds an appropriate qualification as determined by the TEC.
25. The TEC must attach to funding a condition that a TEO that receives funding from the ILN Fund must ensure that a programme of study or training in which a learner is enrolled meets and continues to meet the eligibility criteria specified in paragraph 24.

Learner eligibility

26. The TEC must only fund a TEO from the ILN Fund in respect of a learner who:
- a. is a “domestic tertiary student” as defined under section 10(1) of the Act; and
 - b. has low skill levels in literacy, numeracy, or literacy and numeracy as determined by the TEC.
27. The TEC must attach to funding a condition that a TEO that receives funding from the ILN Fund must:
- a. ensure that each learner who is enrolled in a programme of study or training meets the eligibility criteria specified in paragraph 26, and continues to meet the criterion in paragraph 26(a); and
 - b. verify the identity of each learner enrolled in a programme of study or training to confirm the learner’s eligibility, in accordance with the requirements developed by the TEC.

Fees

28. The TEC must attach to funding a condition that a TEO that receives funding from the ILN Fund must not charge a fee to a learner who is participating in a programme of study or training for which the TEO receives funding from the ILN Fund.

B. THE WORKPLACE LITERACY AND NUMERACY FUND

Purpose

29. The purposes of the WLN Fund are to:
- a. increase the literacy and numeracy skills of employees; and
 - b. contribute to workplace productivity through the provision and evaluation of literacy and numeracy learning in a workplace context.
30. The purposes can be achieved by:
- a. providing programmes of workplace literacy and numeracy training to employees; and
 - b. supporting workplaces to establish workplace literacy and numeracy provision.

31. The WLN Fund has two funding strands: the TEO-led strand and the Employer-led strand.

Definition of TEO for the purposes of the WLN Fund

32. For the purposes of the WLN Fund, a TEO is one of the following:

- a. Te Pūkenga;
- b. a PTE;
- c. a wānanga;
- d. a university;
- e. a State or State integrated school; or
- f. an employer that:
 - i. is a tertiary education organisation as defined by section 10(1) of the Act; and
 - ii. is a body corporate; and
 - iii. delivers literacy, numeracy, or literacy and numeracy provision:
 - A. to a minimum of 20 of its employees; or
 - B. to a minimum of 20 employees as part of a consortium arrangement with other employers.

Funding rates

Tertiary Education Organisation-led strand

33. The TEC must allocate up to \$78.50 of funding from the WLN Fund to TEOs (other than those TEOs in paragraph 32(f)) per hour of literacy, numeracy, or literacy and numeracy tuition.

34. The total hours of literacy, numeracy, or literacy and numeracy tuition delivered per learner by a TEO is generally expected to be between 25 and 80 hours, acknowledging some learners having needs for more or fewer hours.

35. The literacy, numeracy, or literacy and numeracy tuition must be delivered at the intensity of 40 hours over a 10 to 40 week period.

36. The TEC must monitor provision funded under the WLN Fund to ensure that it is delivered in accordance with paragraphs 34 and 35. TEO performance in respect of this must be used by the TEC to inform future allocations through this fund.

Employer-led strand

37. The TEC must allocate up to \$95.68 of funding per hour of literacy, numeracy, or literacy and numeracy tuition from the WLN Fund to TEOs defined in paragraph 32(f).

38. The total hours of literacy, numeracy, or literacy and numeracy tuition delivered per learner by a TEO is generally expected to be between 25 and 80 hours acknowledging some learners having needs for more or fewer hours.
39. The literacy, numeracy, or literacy and numeracy tuition must be delivered at the intensity of 40 hours over a 10 to 40 week period.
40. The TEC must monitor provision funded under the WLN Fund to ensure that it is delivered in accordance with paragraphs 38 and 39. TEO performance in respect of this must be used by the TEC to inform future allocations through this fund.

TEO eligibility

41. The TEC must only fund a TEO from the WLN Fund if the TEO:
 - a. is a TEO as defined in paragraph 32;
 - b. has in place an effective assessment process for identifying each learner's initial literacy and numeracy needs, and measuring their progress, using the most appropriate version of the Literacy and Numeracy for Adults Assessment Tool³; and
 - c. is able to offer an eligible programme as set out in paragraph 43; or
 - d. if the TEO is an employer as defined in paragraph 32(f) and is able to offer an eligible programme as set out in paragraphs 43 and 45; and
 - e. is quality assured as follows (other than an employer as defined in paragraph 32(f)):
 - i. if the funding is for delivery by Te Pūkenga or one or more of the subsidiaries of Te Pūkenga, Te Pūkenga or the relevant subsidiaries of Te Pūkenga are quality assured by NZQA;
 - ii. if the TEO is a wānanga or a PTE, the TEO is quality assured by NZQA;
 - iii. if the TEO is a university, the TEO is quality assured by Universities NZ; or
 - iv. if the TEO is a State or State integrated school, the TEO is quality assured by the Education Review Office.
42. The TEC must attach to funding a condition that a TEO that receives funding from the WLN Fund must meet and continue to meet the eligibility criteria specified in paragraph 41.

Programme eligibility

43. The TEC must only fund a TEO from the WLN Fund for a programme of workplace training to employees if the programme:
 - a. provides literacy, numeracy, or literacy and numeracy training that is specific, rather than embedded within the programme;

³ Including Adult, Youth, Te Ata Hāpara and Starting Points, as appropriate.

- b. provides high quality literacy, numeracy, or literacy and numeracy study or training that represents value for money;
 - c. is effective and innovative in improving each learner's workplace literacy, numeracy, or literacy and numeracy skills to meaningfully engage in the workplace and New Zealand society;
 - d. is able to be tailored to meet the needs of an individual learner;
 - e. has adequate processes for reporting on a learner's progress in improving literacy, numeracy, or literacy and numeracy skills; and
 - f. is provided by a tutor who holds an appropriate qualification as determined by the TEC.
44. The TEC must attach to funding a condition that a TEO that receives funding from the WLN Fund must ensure that a programme of study or training in which an eligible learner is enrolled meets and continues to meet the eligibility criteria specified in paragraph 43.
45. In addition to paragraph 43, the TEC must only fund a TEO that is an employer as defined in paragraph 32(f), or a TEO that works with a specific employer, for a programme of workplace training if the programme:
- a. provides high quality literacy, numeracy, or literacy and numeracy study, or training, that is tailored to the needs of the workplace;
 - b. contributes to the development of sustainable employee literacy and numeracy practices within the workplace;
 - c. has targeted literacy, numeracy, or literacy and numeracy outcomes that reflect the priorities and needs of the workplace; and
 - d. has the support of the employer's senior management.
46. The TEC must attach to funding a condition that a TEO that is an employer as defined in paragraph 32(f), or a TEO that works with a specific employer, must ensure that a programme of workplace training in which a learner is enrolled meets and continues to meet the eligibility criteria specified in paragraphs 43 and 45.

Learner eligibility

47. The TEC must only fund a TEO from the WLN Fund in respect of a learner who:
- a. is a "domestic tertiary student" as defined under section 10(1) of the Act;
 - b. has low skill levels of literacy, numeracy, or literacy and numeracy as determined by the TEC;
 - c. is in the paid workforce; and
 - d. is not:
 - i. enrolled as a full-time student at a TEO;
 - ii. enrolled as a full-time secondary school student;

- iii. accessing TEC-funded literacy, numeracy, or literacy and numeracy provision at another TEO or workplace;
 - iv. enrolled in an industry training programme at Level 4 or above on the New Zealand Qualifications Framework (NZQF); or
 - v. enrolled in a New Zealand Apprenticeship.
48. The TEC must attach to funding a condition that a TEO that receives funding from the WLN Fund must:
- a. ensure that each learner who is enrolled in a programme of workplace training meets the eligibility criteria specified in paragraph 47, and continues to meet the eligibility criteria in paragraph 47 (with the exception of the criterion in paragraph 47(b)); and
 - b. verify the identity of each learner enrolled in a programme of workplace training to confirm the learner's eligibility, in accordance with the requirements developed by the TEC.

Fees

49. The TEC must attach to funding a condition that a TEO that receives funding from the WLN Fund must not charge a fee to a learner who is participating in a programme of workplace training for which the TEO receives funding from the WLN Fund.

Subcontracting

50. The TEC must attach to funding a condition that a TEO that is an employer as defined in paragraph 32(f) and receives funding from the WLN Fund must not subcontract the provision of a programme of workplace training to another TEO unless:
- a. the TEO receives the TEC's written consent prior to subcontracting;
 - b. the TEO complies with any conditions imposed by the TEC on giving consent to subcontract; and
 - c. the TEO ensures that the subcontracted party has in place an effective assessment process for identifying each learner's initial literacy and numeracy needs, and measuring their progress, using the most appropriate version of the Literacy and Numeracy for Adults Assessment Tool⁴, as appropriate.

C. THE ADULT LITERACY EDUCATOR FUND

Purpose

51. The purpose of the ALE Fund is to build an effective literacy and numeracy teaching workforce by increasing the capability of educators and trainers to teach literacy and numeracy skills to adults. It does this by reducing fees for programmes of study or training that lead to literacy and numeracy educator qualifications at Level 5 on the NZQF.

⁴ Including Adult, Youth, Te Ata Hāpara and Starting Points, as appropriate.

Definition of TEO for the purposes of the ALE Fund

52. For the purposes of the ALE Fund, a TEO is one of the following:

- a. Te Pūkenga;
- b. a PTE;
- c. a wānanga; or
- d. a university.

Funding rates

53. The TEC must allocate funding to a TEO on the basis of a:

- a. specified number of places in programmes of study or training leading to literacy and numeracy educator qualifications at Level 5 on the NZQF; and
- b. fixed rate of \$2,094 per learner to contribute towards the fees TEOs charge for programmes of study or training that lead to literacy and numeracy educator qualifications at Level 5 on the NZQF.

TEO eligibility

54. The TEC must only fund a TEO from the ALE Fund if the TEO:

- a. is one of the TEOs defined in paragraph 52;
- b. is able to offer an eligible programme as set out in paragraph 56; and
- c. is quality assured as follows:
 - i. if the funding is for delivery by Te Pūkenga or one or more of the subsidiaries of Te Pūkenga, Te Pūkenga or the relevant subsidiaries of Te Pūkenga are quality assured by NZQA;
 - ii. if the TEO is a wānanga or a PTE, the TEO is quality assured by NZQA; or
 - iii. if the TEO is a university, the TEO is quality assured by Universities NZ.

55. The TEC must attach to funding a condition that a TEO that receives funding from the ALE Fund must meet and continue to meet the eligibility criteria specified in paragraph 54.

Programme eligibility

56. The TEC must only fund a TEO from the ALE Fund for tuition fees top-ups for a programme of study or training if the programme leads to a literacy and numeracy educator qualification (or qualifications) at Level 5 on the NZQF.

57. For the avoidance of doubt, a TEO that receives a fees top-up from the ALE Fund for an eligible learner may charge the learner for the balance of the tuition fees.

58. The TEC must attach to funding a condition that a TEO that receives funding from the ALE Fund must ensure that a programme of study or training in which a learner is enrolled meets and continues to meet the eligibility criteria specified in paragraph 56.

Learner eligibility

59. The TEC must only provide funding to a TEO from the ALE Fund in respect of a learner who:

- a. is a “domestic tertiary student” as defined under section 10(1) of the Act;
- b. is 18 years of age or over; and
- c. has the academic ability to complete the programme of study or training that leads to an appropriate qualification.

60. The TEC must attach to funding a condition that a TEO that receives funding from the ALE Fund must:

- a. ensure that each learner who is enrolled in a programme of study or training meets and continues to meet the eligibility criteria specified in paragraph 59; and
- b. verify the identity of each learner enrolled in a programme of study or training to confirm the learner’s eligibility, in accordance with the requirements developed by the TEC.