



Report: Foundation education update

To:	Hon Penny Simmonds, Minister for Tertiary Education and Skills		
Date:	28/11/2024	Deadline:	17/01/2025
Security Level:	In-Confidence	Priority:	High
From:	Nicki Ablitt Senior Policy Manager	Phone:	04 463 4878
Drafter:	Katie Trail Mary Dooley	METIS No:	1338879

Why are we sending this to you?

- This paper builds on our foundation education post-election advice to you [METIS 1319644 refers] and provides advice on both short-term (implementation from 1 January 2026) and longer-term options for changes to the foundation education system, as resources allow.
- This paper should be read in conjunction with *Survey of Adult Skills – findings for New Zealand (embargoed to 11 Dec)* [METIS 1338898 refers], which we provided to your Office on Thursday, 28 November 2024. The *Survey of Adult Skills* paper provides updated evidence on adult literacy and numeracy in New Zealand, which is important context for this advice. Equally, this paper provides context for a potential policy response to the survey results.

What action do we need, by when?

- Please return the signed paper by 17 January 2025, to enable officials to scope and progress work based on your direction.

Key facts, issues and questions

- There is a strong case for making foundation education more accessible, effective, and learner-centred. More effective foundation education can contribute to Government priorities for the education system and broader social and economic sectors.
- We are operating above capacity to deliver on your current priorities, including redesigning the vocational education and training system and responding to the upcoming report from the University Advisory Group. Within this context, there are opportunities to address immediate pressures and issues experienced by providers in the foundation education sector through short-term changes that can be progressed as your priority work allows. These opportunities are relatively narrow in scope and can be achieved within baselines. We seek your agreement to provide further advice to you on these options around March 2025.
- In the long-term, we also want to progress thinking (as resources allow) on broader changes to deliver a more learner-centred system that improves connections to further study and training, and ensures learners have the foundation skills that they (and their employers) need.

Alignment with Government priorities

1. Foundation education plays an important role in the education system by providing learners with low or no qualifications, and/or limited English-language proficiency, a pathway into higher level learning and/or sustainable employment. Ensuring an effective foundation education system aligns with the Government's focus on improving outcomes for New Zealanders in education and employment.

Background

2. We previously provided you with advice on opportunities to strengthen the foundation education system [METIS 1319031 and 1319644 refer]. At an officials' meeting in early 2024, you indicated your interest in progressing this work in 2025.
3. As noted previously, the stronger people's foundation skills are, the more positive their employment, health, and social wellbeing is likely to be.¹ Foundation education² aims to improve life outcomes for young people and adults who have low or no qualifications and/or limited English language proficiency. Its primary purpose is to provide learners with core knowledge, skills and capabilities which:
 - 3.1. support them to participate fully in their communities, and enter (or re-enter) the labour-market; and
 - 3.2. enable them to progress to higher-level study and training and/or skilled employment should they wish to.
4. The operational and policy settings of the foundation education system need to support programmes that cater to a wide range of learners in terms of age and with diverse motivations, challenges, and experiences, many of whom have complex needs beyond the education system. These programmes also need flexibility to recognise the changes in circumstances and education needs over time for individual learners.
5. In 2023, there were 26,475 learners enrolled in foundation education programmes, reflecting just over 7,400 Equivalent Full-time Student (EFTS) units.³ Most foundation education is delivered by private training establishments (PTEs) and Te Pūkenga (approximately 65% and 32% of EFTS in 2023).⁴ We have provided more information on the foundation education sector, including learner numbers and funding information, in **Annex 1**.

There are important connections between foundation education and the Government's priorities across the education system

6. Foundation education sits at the nexus between compulsory education, further tertiary learning, and employment, and offers important life-long learning opportunities for adults looking to re-engage with education or improve skills to retain or regain employment. It has connections to priority areas across the education system, including:
 - 6.1. The vocational education and training (VET) reforms present opportunities to reconsider how foundation skills are best delivered through and alongside vocational education.
 - 6.2. The National Certificate of Educational Achievement (NCEA) change programme, particularly the introduction of literacy and numeracy co-requisites, will have implications for literacy and numeracy provision for younger adults.

¹ Paul Satherley, Tertiary, Ministry of Education. (2018) How are skills related to social and economic participation? Survey of Adult Skills (PIAAC).

² Foundation education includes provider-based delivery at qualification Level 1-2 on the New Zealand Qualifications and Credentials Framework (NZQCF), including NCEA, as well as specialist literacy and numeracy provision.

³ DQ1-2 provision supports foundation level learning and language acquisition (te reo Māori and English for Speakers of Other Languages (ESOL)). These figures exclude te reo Māori and ESOL provision as this paper focuses on foundation education. There may be some learners in DQ1-2 funded ESOL programmes who have low English skills as well as low literacy/foundation skills.

⁴ Tertiary Education Commission administrative data.

The evidence supports the value of making changes to foundation education provision

7. Foundation education provides an important pathway for young people, who have no, or low, prior qualification achievement, to progress to higher levels of study, training, or employment. In 2023, 74.4% of all school leavers attained NCEA Level 2 or above, which is the lowest rate it has been since 2013 and a 5.6 percentage point decrease from 2019 (the most recent year prior to the COVID-19 pandemic).⁵ For most individuals, attainment of at least NCEA Level 2 is the minimum qualification for successful labour-market participation⁶ – people who leave school without NCEA Level 2 or equivalent are four times more likely to spend half of their youth in limited employment.⁷ Experiencing long-term limited employment affects youth wellbeing and can have life-long impacts on young people and their whānau, including an increased likelihood of facing issues with housing, homelessness and poverty.⁸
8. Given the increased numbers of school leavers who have not attained NCEA Level 2, we would expect to see more learners participating in foundation education programmes. However, the number of school leavers enrolling in Level 1-2 certificates in the first year after leaving school has decreased by 31% between 2018 and 2023,⁹ and the number of school leavers without a Level 2 or higher school qualification increased by 35% over the same period.¹⁰
9. Some of this decrease can be attributed to the stronger labour market during that period, to increases to the cost of living and to easier travel to and from New Zealand.¹¹ However, it also suggests that there is something about the policy design of foundation education that is not working as intended. This reflects feedback from providers about the limitations of the current policy settings, for example that the funding rates and conditions are too complex and restrictive for providers to effectively respond to learner needs.¹² Providers have also highlighted difficulties reaching out to learners who are disengaged or have behavioural issues or other commitments, as key barriers when supporting learners.¹³
10. At the same time, the policy design of foundation education has not kept up with the latest evidence of what works. For example, evidence shows that interventions involving job search assistance and work experience or on-job training are most effective in improving longer-term employment outcomes. However, the current funding system can disadvantage providers when learners move into employment before they complete their qualification, which may disincentivise providers from actively supporting learners' employment outcomes.¹⁴
11. Similarly, research into adult literacy and numeracy programmes has shown that learners benefit from shorter, repeated programmes with practice-centred instruction (i.e., activities that are contextualised within meaningful everyday practices), as opposed to one-off interventions.¹⁵ These adult literacy programmes can have a real impact on people's long-term skills levels and proficiency. However, the need for learners' to be able to see the relevance in what they are learning may not be adequately reflected in current policy settings.

⁵ Ministry of Education. (2024) Education Indicator: School leavers with NCEA Level 2 or above.

Ministry of Education. (2024) Education Indicator: School leavers with NCEA Level 2 or above.

⁷ MBIE, MSD, MoE, MfW. (2023) [Preparing all young people for satisfying and rewarding working lives Long-Term Insights Briefing](#).

⁸ MBIE, MSD, MoE, MfW. (2023) [Preparing all young people for satisfying and rewarding working lives Long-Term Insights Briefing](#).

⁹ [School leaver's attainment | Education Counts](#) (Time series data, School Leaver Destinations (2012-2023)).

¹⁰ [School leaver's attainment | Education Counts](#) (Pivot Table: School Leavers (2013-2023)).

¹¹ Ministry of Education. (2024) Education Indicator: School leaver destinations.

¹² Tertiary Education Commission (TEC) Insights Team (2021). Foundation Education Learners: Provider Survey.

¹³ Tertiary Education Commission (TEC) Insights Team (2021). Foundation Education Learners: Provider Survey.

¹⁴ McGirr, Mandy. (2019) Not Just About NEETs – A Rapid Review of Evidence on What Works for Youth at Risk of Limited Employment. Ministry of Education.

¹⁵ Stephen Reder. (2012) The Longitudinal Study of Adult Learning: Challenging Assumptions. Stephen Reder. (2020) Reading components, reading engagement and literacy proficiency in Aotearoa, New Zealand (*presentation slides, NZ Vocational Education and Training Research Forum*)

New evidence shows a decline in New Zealand adults' literacy and numeracy skills [embargoed until 11 December 2024]

12. New Zealand, together with 30 other countries, participated in the second international Survey of Adult Skills¹⁶ (the Survey) in 2023, with results due to be released in early December. This section provides a high-level summary of key findings of the Survey that are relevant to foundation education [for more detail see METIS 1338898].
13. Overall, the 2023 Survey indicates that there has been a large drop in the average literacy and numeracy skills of New Zealanders aged 16 to 65 since the previous Survey of Adult Skills in 2014. However, these results should be viewed with caution as a lot of the changes in scores between 2014 and 2023 are likely to be due to difficulties of surveying post-COVID-19 and lower engagement by survey respondents.
14. Recognising this constraint, the results remain valuable for highlighting groups whose low skills may limit their opportunities to work and everyday life, and for developing options to better support these groups. For example:
 - 14.1. Men were more likely than women to have low literacy skills but high numeracy skills.
 - 14.2. People with no or low qualifications were more likely to have low skills and those with degrees were more likely to have high skills.
 - 14.3. Having a home language other than English is more strongly associated with low skills than how long people have lived in New Zealand.
 - 14.4. Māori, Pacific and Asian groups had higher proportions with low literacy and numeracy skills (likely to be strongly related to both education and English language proficiency).
 - 14.5. People who were unemployed were more likely to have low numeracy skills than low literacy skills.
15. This reinforces our earlier advice that there is a strong case for reviewing literacy and numeracy policy settings with a view to improving the reach and effectiveness of literacy and numeracy provision [METIS 1319644 refers].

Improving the effectiveness of foundation education can contribute to the Government's targets and objectives in the wider social and economic sectors

16. Government targets describe a focus on improving results in work, housing, education, justice, health, and other areas. Foundation education can make a cost-effective contribution to these targets, including by providing learners with skills for employability and productivity, reducing the number of people in limited employment (including young people), and promoting wider positive social outcomes in areas such as health and justice.
17. We understand that the Minister of Finance and Minister for Social Development and Employment have both expressed interest in exploring changes to foundation education during your recent discussions with them on your VET proposals.
18. More broadly, Labour Market Ministers are interested in work on improving connections into employment, especially for young people. The Ministry of Social Development (MSD) provided advice to the Labour Market Ministers Group (LMMG) for discussion on 20 November around Action 3 in the Employment Action Plan – to “*address persistent disadvantage, by exploring a focus on key points in people's lives when interventions are more likely to be effective*”.
19. Through LMMG, MSD has worked with agencies and identified potential options around the education to employment transition. The advice identified programmes/supports targeted to young people, including foundation education and work experience, as an area of opportunity for further work across agencies. 9(2)(f)(iv)

¹⁶ The 2023 Survey of Adult Skills measured the skills of New Zealand adults in literacy, numeracy and adaptive problem solving. It is part of the OECD's Programme for the International Assessment of Adult Competencies (PIAAC).

The LMMG work presents an opportunity for the Ministry to be closely connected with other social and economic agencies (including MSD and the Ministry of Business, Innovation and Employment) to provide you with joined-up advice in support of the Government's vision of lifting labour market outcomes and reducing persistent disadvantage.

Options for future work

20. We previously advised that, depending on priorities and the capacity of the Ministry and the TEC, there are a range of options you may wish to consider progressing to make foundation education more accessible, effective, and learner-centred [METIS 1319644 refers].
21. We are operating above capacity to deliver your current priorities, including redesigning the VET system, Budget 2025, Free Speech and continuing to support the University Advisory Group. Our resources will continue to be prioritised accordingly. The following options can be progressed as your priority work allows.

There are some short-term changes we can make to improve foundation education

22. There are opportunities for improving the effectiveness and accessibility of foundation education within the current system through short-term changes that are relatively narrow in scope and may be able to be achieved within baselines. We think initial changes should focus on addressing access for learners and system/provider sustainability issues. We have identified several ideas in the literacy and numeracy and Youth Guarantee space that could be investigated further, for example:
 - 22.1. Assessing the rationale for (and, if need be, rebalancing) funding rate and eligibility differences between literacy and numeracy funds to ensure there are no unintended impacts on access for learners or effectiveness.
 - 22.2. Assessing how the Workplace Literacy and Numeracy Fund is working (in terms of overall purpose and access for smaller employer, consortia, rural learners).
 - 22.3. Considering the non-recoveries policy of literacy and numeracy funds which can have an impact on provider sustainability, for example if a learner withdraws from study because they have found employment.
 - 22.4. Adjusting Youth Guarantee eligibility settings to ensure there are no unintended impacts on access for learners who may not meet the new NCEA co-requisites.
 - 22.5. Working with the TEC to consider what an effective employment outcomes indicator for Youth Guarantee might look like to better support the employment outcomes of Youth Guarantee.
23. This list has been informed by input from the TEC and feedback from providers, including through the funding determination consultation process. As part of the Te Hiku work programme, Te Hiku Iwi Development Trust¹⁷ raised issues about workplace literacy and numeracy settings (including access for small employers/consortia, and limitations on employers accessing ongoing funding) and about access to foundation education generally for learners in the regions. In response, we noted that we would provide you with advice on these issues.
24. In response to our recent advice to you on Vote Tertiary Education strategy for Budget 2025, you indicated that you would like foundation education to be included for a potential targeted cost adjustment [METIS 1337091 refers]. A targeted tuition subsidy increase for foundation

¹⁷ Te Hiku Iwi Development Trust is a Northland-based Charitable Trust formed in 2013 by the Iwi Chairs of Ngāi Takoto, Te Aupōuri and Te Rarawa as a vehicle to drive collaborative programmes and shared outcomes that Iwi seek collectively. Te Hiku and the Crown have a Joint Work Programme with seven pou (focus areas), including Mātauranga (education and skills). [Iwi Development Trust | Te Hiku o Te Ika Iwi Development Trust | Te Hiku](#)

education providers (who do not benefit from the Annual Maximum Fee Movement policy) would support these providers' to better manage their cost pressures.

25. We are now seeking your agreement to work through the details of these ideas and provide you with further policy advice on how to progress possible options around March 2025.

We recommend progressing longer-term work alongside this, as resources allow

26. The fundamental purpose and parameters of foundation education policy settings have not been systematically reviewed in many years or updated to reflect new evidence. While beneficial and important for relieving immediate pain points, short-term improvements will not be sufficient to address the underlying problems that have led to declining participation in foundation education and adult literacy and numeracy (as shown in the PIAAC results).
27. We are therefore seeking your agreement to progress thinking (as resources allow) on broader changes that could be implemented over the long-term. The aim would be to deliver a more learner-centred system that improves connections to further study and training, and ensures learners have the foundation skills employers need.

We think a priority focus should be on Youth Guarantee

28. We consider that, for any work beyond the short-term, a priority focus should be on Youth Guarantee. Youth Guarantee is an important intervention for young people who are at risk of limited employment or becoming NEET (not in employment, education or training). This is also an area of interest in the context of Government's education, social and economic priorities.
29. The Youth Guarantee programme is not sufficiently meeting its objectives of supporting learners to move into further study or employment.¹⁸ Recent research suggests key aspects that make for successful programmes (see paragraphs 7-11), which Youth Guarantee does not have. While several changes to Youth Guarantee took effect on 1 January 2023 as a first step towards improving Youth Guarantee [METIS 1287767 refers], we have not taken a fundamental look at the programme in line with more recent evidence.

There are also more fundamental aspects of foundation education to be considered

30. Depending on your interest and priorities, we could also undertake broader thinking on:
 - 30.1. *Policy settings for foundation education (including literacy and numeracy)* – the settings could be updated to better reflect the nature of foundation education and ensure providers are best placed to support learner journeys into, through and from foundation education.
 - 30.2. *Funding of foundation education* – the current funding model was designed for higher-level provision but applied to foundation education. A foundation learner-focused model would better support quality outcomes and sustainability of provision.
 - 30.3. *Connections to the rest of the education system* – we can consider how foundation education can be better connected to the rest of the education system to support better access and outcomes for learners, both as pathway from alternative provision in the compulsory sector (such as Alternative Education and Activity Centres), and for learners wishing to progress to further study.
 - 30.4. *Connections to employment and other government interventions* – improving the connections between foundation education and other government interventions aimed at re-engaging young people back into education and employment will likely make the biggest impact for young people in foundation education.
31. Each area of work can be progressed, as resources allow, and phased and scaled to take account of government priorities and the wider tertiary policy work programme. For example, we could undertake the work in tranches, with the first tranche looking at Youth Guarantee,

¹⁸ [Monitoring Youth Guarantee | Education Counts](#)

with any changes to the policy settings and funding following in subsequent tranches. Each area would take time and resource (a rough estimate would be 2-3 FTEs per area you wish to explore) to work through and, depending on decisions made, could have fiscal implications. Providers will also need time to adapt to any changes and work through any relevant TEC or New Zealand Qualifications Authority (NZQA) processes, especially for any changes to programme size or design.

32. Focusing on Youth Guarantee first would not undermine subsequent broader thinking. There are a range of options for the scope and ambition of a potential redesign of Youth Guarantee. This work could be a useful first step to inform a (re)consideration of some of the more fundamental aspects of foundation education.
33. Alongside policy work, we will also need to consider the future of the Literacy and Numeracy for Adults Assessment Tool (the Tool), a crucial piece of infrastructure for assessing adults' literacy and numeracy skills. The Tool was launched in 2010 and is reaching the end of its useful life: the platform is outdated and will become increasingly expensive to maintain [METIS 1319644 refers].

Next Steps

34. Subject to your agreement, we will provide you with further advice on options for progressing work on the short-term improvements for foundation education around March 2025. The table below sets out potential milestones and estimated timeframes for this work.

Milestone	Estimated timeframe
Initial policy decisions on objectives for foundation education and short-term improvements	March 2025
Possible engagement with the sector	April/May 2025
Final policy decisions, including to seek Cabinet agreement as relevant	May 2025
Seek Cabinet agreement (as relevant)	Late May 2025
Consultation on variations to funding determinations (as relevant)	June-July 2025
Funding determinations finalised	September 2025
Implementation of short-term changes	From 1 January 2026

35. Subject to your agreement and as resources allow, we will provide you with further advice on the potential scope, timing and options for longer-term work.

We will provide further advice on engaging with Māori providers

36. An important part of any work on foundation education, particularly any long-term changes, will be engaging with the Wānanga and Māori PTEs.¹⁹ Wānanga deliver a substantial amount of te reo Māori provision at the foundation education level, and have extensive research and experience related to these policy issues.
37. Adult literacy and numeracy policy is also part of the Whakatupu Mātauranga (WAI 2698) claim lodged by Te Wānanga o Raukawa in 2019. Wānanga and Māori PTEs therefore have a clear and strong Treaty of Waitangi / Tiriti o Waitangi interest in this work.
38. Subject to your agreement, we will provide advice on possible engagements with the sector, including Wānanga and Māori PTEs, as part of our March 2025 advice.

¹⁹ Māori PTEs are providers working closely with iwi that NZQA considers sufficiently cover at least 3 of the 4 following characteristics:

- i. The level of engagement with iwi in developing their programmes and/or qualifications;
- ii. How kaupapa are expressed and embedded in their programmes and/or qualifications as a result of that engagement;
- iii. The overall goals and aspirations of the provider in terms of mātauranga Māori, and how these may be aligned with those of hapū and iwi; and
- iv. Some providers are Trusts with iwi representation on their governance boards.

Annexes

The following are annexed to this paper:

Annex 1: METIS 1338879 – Background information on foundation education provision

Recommended Actions

The Ministry of Education recommends you:

- a. **note** that evidence supports making changes to strengthen foundation education provision and this could contribute to Government targets and objectives for the education, social and economic sectors

Noted

- b. **note** that at the beginning of this year you indicated your interest in progressing work to strengthen the foundation education system; however, we are operating above capacity to deliver your current priorities

Noted

- c. **agree** for officials to provide further advice around March 2025 on a package of potential short-term options to progress, for implementation from 1 January 2026, to address immediate pressures and issues around access and system/provider sustainability

Agree / Disagree

- d. **agree** for officials to progress thinking (as resources allow) on broader changes that could be implemented over the long-term to deliver a more learner-centred, effective and connected foundation education system with a priority focus on Youth Guarantee

Agree / Disagree

- e. **agree** to forward this paper to the Minister of Education, the Hon Erica Stanford, for her reference

Agree / Disagree

Proactive Release:

- f. **agree** that the Ministry of Education release this paper once it has been considered by you with any information needing to be withheld done so in line with the provisions of the Official Information Act 1982.

Agree / Disagree

Nicki Ablitt

Nicki Ablitt

Senior Policy Manager

Te Pou Kaupapahere

28/11/2024

Hon Penny Simmonds

Minister for Tertiary Education and Skills

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Annex 1: METIS 1338879 – Background information on foundation education provision

Table 1: Number of learners and funding²⁰

	Learners (2023)	Change in number of learners (2018-2023)	EFTS volume of delivery (2023)	EFTS volume of delivery trends (2018-2023)	Allocated funding (2024)	Funding rate (2025)
Intensive Literacy and Numeracy	3,290	-15%	N/A	N/A	\$12.913m	\$28.94 (per hour)
Workplace Literacy and Numeracy (WLN)²¹	6,050	19%	N/A	N/A	\$7.912m (employer-led) \$19.364 (TEO-led)	Up to \$105.81 (per hour, employer-led) \$86.81 (per hour, TEO-led)
Youth Guarantee	7,015	-29%	3,968	-35%	\$96.068m	\$14,224 ²² (per EFTS) \$18,275 ²³ (per EFTS)
Delivery at Levels 1-2 on the NZQCF (DQ1-2)²⁴	6,350	-39%	1,944	-46%	\$103.967m	\$9,838 ²⁵ (per EFTS)
English Language Teaching (ELT) Intensive Literacy and Numeracy	4,345	45%	N/A	N/A	\$18.787m	\$21.71 (per hour)
ELT Refugee English Fund	400	10%	250	12%	\$1.558m	\$464.00 (per place in addition to the DQ3-7 funding rate) ²⁶

²⁰ Generally, volume of delivery is measured in, and reported by tertiary education organisation (TEO)s as, EFTS. However, provision funded by the Intensive Literacy and Numeracy, Workplace Literacy and Numeracy, and English Language Teaching – Intensive Literacy and Numeracy Funds is measured and reported in 'hours delivered'.

²¹ The TEC funds WLN provision to be led either by TEOs or employers. TEO-led WLN has a set rate and is paid based on learner hours. Employer-led WLN has a variable rate and is paid as a contract without the TEC having detailed information on the number of learners or hours. The learner and EFTS figures for WLN only include TEO-led provision as the employer-led WLN provision are not captured in TEC's information products. The funding information reflects both TEO-led and employer-led provision.

²² Non-trades Youth Guarantee funding rate.

²³ Trades Youth Guarantee funding rate.

²⁴ DQ1-2 provision supports foundation level learning and language acquisition (te reo Māori and ESOL). The learner and EFTS figures exclude te reo Māori and ESOL provision as this paper focuses on foundation education. There may be some learners in DQ1-2 funded English for Speakers of Other Languages (ESOL) programmes who have low English skills as well as low literacy/foundation skills. The funding information shows all DQ1-2 funding as it was not possible to split out allocations for te reo Māori and ESOL programmes.

²⁵ This is the funding rate for general foundation education funding. Other provision within DQ1-2 is funded at the following rates: \$15,047 per EFTS respectively for supported learning, for trades, and for delivery in a Correctional Facility; \$10,418 per EFTS for services. For completeness, ESOL and te reo Māori provision are funded at \$9,259 per EFTS respectively.

²⁶ Under the ELT Refugee English Fund, TEC allocates a wellbeing and learning support payment per place to TEOs as a top up of the funding rate for delivery of relevant programmes at DQ3-7.

Table 2: Ethnicity of learners (2023)

	Asian	European	Māori	Middle Eastern/ Latin American/African	Pacific Peoples	Other Ethnicity
Intensive Literacy and Numeracy	15%	29%	41%	5%	17%	1%
Workplace Literacy and Numeracy	24%	29%	23%	7%	25%	1%
Youth Guarantee	4%	53%	48%	2%	17%	1%
DQ 1-2 (excl te reo Māori / ESOL)	13%	50%	38%	3%	12%	2%
ESOL Intensive Literacy and Numeracy	61%	3%	0%	31%	3%	2%
ESOL Refugee English fund	29%	0%	0%	58%	0%	15%

Table 3: Gender of learners (2023)

	Diverse	Female	Male
Intensive Literacy and Numeracy	0%	52%	48%
Workplace Literacy and Numeracy	0%	47%	53%
Youth Guarantee	1%	50%	49%
DQ 1-2 (excl te reo Māori / ESOL)	0%	59%	41%
ESOL Intensive Literacy and Numeracy	0%	67%	33%
ESOL Refugee English fund	0%	64%	36%

Table 4: Age of Learners (2023)

	14 and under	15-19	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-64	65+
Intensive Literacy and Numeracy	1%	30%	9%	7%	8%	8%	7%	7%	6%	5%	4%	8%
Workplace Literacy and Numeracy	0%	5%	10%	12%	13%	13%	13%	11%	10%	8%	5%	3%
Youth Guarantee	0%	91%	8%	0%	0%	0%	0%	0%	0%	0%	0%	0%
DQ 1-2 (excl te reo Māori / ESOL)	0%	19%	13%	12%	13%	11%	8%	7%	6%	5%	4%	2%
ESOL intensive Literacy and Numeracy	0%	3%	6%	6%	9%	11%	12%	10%	8%	6%	7%	21%

ESOL Refugee English fund	0%	11%	29%	18%	18%	13%	6%	4%	1%	1%	0%	0%
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