Tertiary Education Commission
Te Amorangi Mātauranga Matua

Tertiary Education Report: August 2022 Enrolment Update

Date:	19 September 2022	**Low**	Low
Security level:	In Confidence	**Report no:**	B-22-00533
		Minister's office No:	

ACTION SOUGHT

	Action sought	Deadline
Hon Chris Hipkins Minister of Education	**Note** the sector's enrolment data following the August 2022 Single Data Return (SDR); **Note** the TEC will provide a Fees Free update in a separate briefing; **Note** the TEC will publish enrolment data on its website in October; **Agree** for the TEC to proactively release this briefing in due course.	At your earliest convenience
Enclosure: No	**Round Robin:** No	

CONTACT FOR TELEPHONE DISCUSSION (IF REQUIRED)

Name	Position	Telephone		1st contact
Gillian Dudgeon	Deputy Chief Executive, Delivery	[redacted] 9(2)(a)	[redacted] 9(2)(a)	✓

THE FOLLOWING DEPARTMENTS/AGENCIES HAVE SEEN THIS REPORT

☐ DPMC	☐ MPI	☐ ENZ	☐ ERO	☐ MBIE	☐ MoE	☐ MFAT
☐ MPP	☐ MSD	☐ NZQA	☐ NZTE	☒ TEC	☐ TPK	☐ Treasury

Minister's Office to Complete:	☐ Approved	☐ Declined
	☐ Noted	☐ Needs change
	☐ Seen	☐ Overtaken by Events
	☐ See Minister's Notes	☐ Withdrawn

Comments:

Executive Summary

1. This briefing provides a summary of TEC-funded enrolments as at August 2022 compared to August 2021. Overall, there was a decline in learner numbers compared to August 2021. This is a turnaround from the enrolment increase reported from August 2020 to August 2021.The enrolment numbers in August 2022 have, however, slightly increased compared to August 2020.

2. The number of provider-based learners dropped by 18,885 (-5.5%) compared to August 2021. The decline was led by decreased enrolments at SAC level 3 and above, which were down by 16,260 learners (-5.1%) from the previous year. All subsectors saw decreases at SAC level 3 and above and foundation-level education, although the changes were not evenly distributed. The reduction in SAC level 3 and above learners was led by Te Pūkenga with a decrease of 7,225 learners (-7.0%) compared to August 2021, followed by Wānanga which saw a decrease of 4,125 learners (-15.0%).

3. The Industry Training Fund supported 126,110 learners in August 2022 an overall decrease of 455 learners (-0.4%) compared to August 2021. The decline was driven by a decrease of 5,215 learners (-8.3%) in traineeships. However, apprenticeships increased in this period by 4,440 learners (6.7%) when compared with August 2021.

Recommendations

Hon Chris Hipkins, Minister of Education

It is recommended that you:

1. **note** the sector's enrolment data following the August 2022 SDR;

2. **note** the TEC will provide a Fees Free enrolment update in a separate briefing;

3. **note** the TEC will publish enrolment data in October; and

4. **agree** for the TEC to proactively release this briefing in due course.

AGREED / NOT AGREED

G E Dudgeon

Gillian Dudgeon

Deputy Chief Executive, Delivery
Tertiary Education Commission

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Hon Chris Hipkins

Minister of Education

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Purpose

4. This paper provides an update on enrolment trends as at August 2022 compared to August 2021 and August 2020. In this timeframe, we can see the impact of COVID-19 and the Government's response.

5. The paper focuses on enrolments across three funds: Student Achievement Component (SAC), Youth Guarantee (YG), and the Industry Training Fund (ITF)[1].

6. Enrolments in the paper are cumulative and reflect all known enrolments for the calendar year. The figures used include known enrolments as at August for reporting years 2022, 2021 and 2020[2]. These figures will differ to the Ministry of Education update due to different data extraction dates.

Background: The Government's response to COVID-19

7. In 2020, the TEC provided three key funding initiatives to support the tertiary education sector through COVID-19: the Targeted Training and Apprenticeship Fund (TTAF), the Hardship Fund for Learners (HAFL) and the Technology Access Fund for Learners (TAFL).

    a. In July 2020, the TTAF was introduced to cover fees for learners in all apprenticeships and a range of sub-degree level programmes until 31 December 2022. It targets industry areas that are expected to grow, or where more skills are needed, as New Zealand recovers from the social and economic impacts of COVID-19.

    b. The HAFL, established May 2020, allocated $19.5 million to 120 tertiary education organisations (TEOs) to provide financial assistance to learners facing hardship due to COVID-19. This fund was extended into 2021 with an additional $10 million allocated with the inclusion of technology-related costs. An additional $20 million was made available for allocation in September 2021 in response to the COVID-19 restrictions beginning on 17 August 2021.

    c. Also established May 2020, the TAFL allocated $15.8 million to TEOs to provide devices and internet connections to learners unable to access online learning. TAFL funding was subsequently incorporated with HAFL; HAFL covers hardship and technology-related costs.

8. The industry training subsector was further supported by the Apprenticeship Boost initiative (ABI), a multi-agency COVID-19 response initiative introduced in August 2020. Under ABI, employers receive payments that help them to retain and take on new apprentices, enabling apprentices to train and earn while the subsector recovers from the economic impacts of COVID-19. The ABI is available to employers until 31 December 2023.

9. The decline in enrolments is a turnaround from the previous year, when enrolment numbers saw an increase from August 2020 to August 2021. However, enrolment numbers in August 2022 remained higher in comparison to August 2020.

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[1] Data extracted as at 8 September 2022 from the August 2022 Single Data Return (SDR) and 5 September 2022 from the Industry Training Register (ITR) for the period ending 30 August 2022. 2022 data reflect all known enrolments for the calendar year as per August 2022. Please note data is subject to change.

[2] Two PTEs had not submitted their August SDR when the data was extracted. The missing submissions would account for approximately an additional 150 learners and 100 EFTS.

There are fewer learners enrolled than last year

10. In August 2022, overall provider-based enrolments dropped by 18,885 learners (-5.5%), to a total of 322,170 learners, compared to August 2021. This was in contrast to enrolment trends from August 2020 to August 2021, when the number of learners increased by 9.9%.

    a. The number of learners enrolled at SAC level 3 and above dropped by 16,260 learners (-5.1%), to a total of 304,995 learners in August 2022. The largest decrease was in learners enrolled at the sub-degree level, down 13,970 (-9.6%) learners, compared to a drop of 4,775 (-2.6%) at degree level and above.

    b. SAC levels 1 and 2 learners decreased by 2,155 (-12.4%) learners to a total of 15,285 learners in August 2022 compared to August 2021. This compares to an increase of 2,470 (16%) reported between August 2020 and August 2021.

    c. Youth Guarantee learner numbers have continued to decline. In August 2022, there were 1,095 (-18.6%) less learners reported than in last August. This was the largest percentage drop across all provider-based funds.

11. In August 2022, the number of learners in industry training decreased by 455 learners (-0.4%) compared to August 2021. The rate of change has slowed after the initial increases seen from 2020 to 2021 after the introduction of the TTAF in July 2020 and the ABI in August 2020.

12. Table 1 shows the number of learners across the SAC, Youth Guarantee, and ITF funds. Table 2 shows the number of Equivalent Full Time Study (EFTS) and Standard Training Measures (STMs) across the same funds[3]. The tables show how enrolment levels have changed following COVID-19 restrictions.

Table 1: August 2022 learner numbers and changes from August 2021 and August 2020[4]

		August 2021 to August 2022		August 2020 to August 2022	
Fund	**August 2022**	**Change**	**Percentage**	**Change**	**Percentage**
SAC level 3 and above	304,995	-16,260	-5.1%	+12,625	+4.3%
SAC levels 1 and 2	15,285	-2,155	-12.4%	+315	-2.1%
Youth Guarantee	4,785	-1,095	-18.6%	-1,235	-20.5%
Total provider-based learners	**322,170**	**-18,885**	**-5.5%**	**+11,970**	**+3.9%**
Industry Training Fund learners	**126,110**	**-455**	**-0.4%**	**+20,220**	**+19.1%**

Table 2: August 2022 EFTS/STMs and changes from August 2021 and August 2020

		August 2021 to August 2022		August 2020 to August 2022	
Fund	**August 2022**	**Change**	**Percentage**	**Change**	**Percentage**
SAC level 3 and above	200,845	-13,040	-6.1%	+5,700	+2.9%
SAC levels 1 and 2	7,420	-1,625	-18.0%	+330	+4.7%
Youth Guarantee	2,720	-715	-20.8%	-715	-20.8%
Total provider-based EFTS	**210,980**	**-15,385**	**-6.8%**	**+5,310**	**+2.6%**
Industry Training Fund STMs	**36,355**	**+2,205**	**+6.5%**	**+8,440**	**+30.2%**

[3] An EFTS is a measure of the amount of study, or the workload involved in undertaking a particular course of study. A year of full-time study is usually between 0.8 and 1.2 EFTS. An STM is the amount of training that is required for a trainee/apprentice to achieve 120 credits (or its equivalent) in an approved structured training programme.

[4] All values in this briefing have been rounded to the nearest five. Due to rounding, underlying values may not add up exactly to the total values.

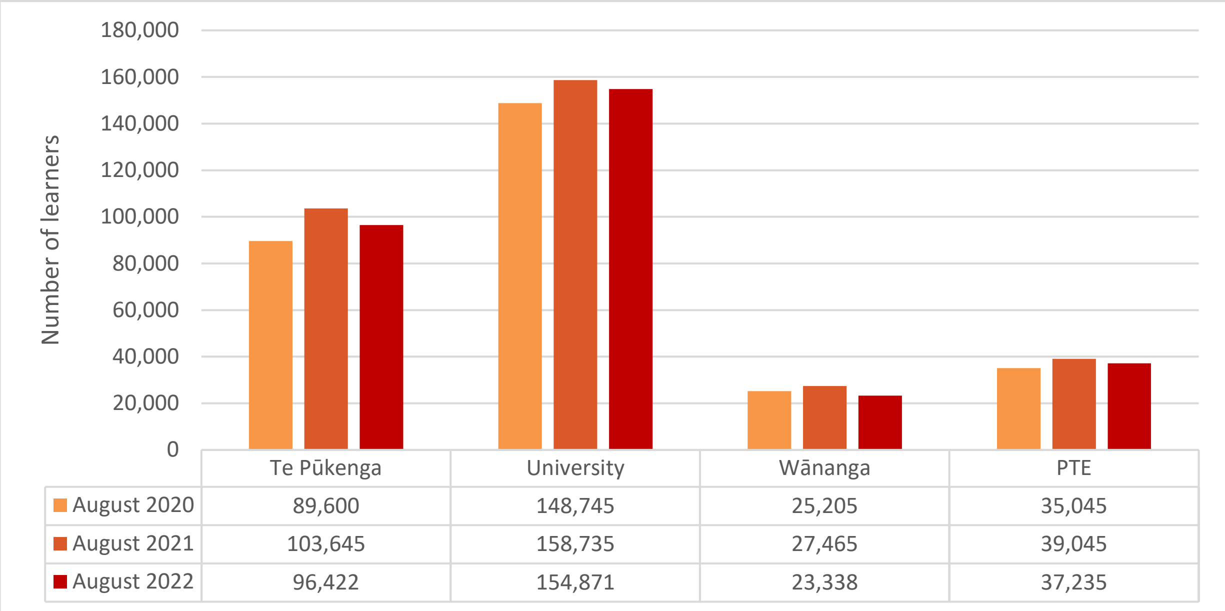
SAC level 3 and above enrolments declined across all subsectors

13. The number of learners enrolled at SAC level 3 and above saw decreases across all subsectors and most levels of study when compared to August 2021. Table 3 shows the changes in enrolments at SAC 3 level and above. Chart 1 shows the number of learners enrolled in each subsector in 2020, 2021, and 2022 for the reporting period as at August.

Table 3: August 2022 enrolment numbers by subsector and changes from August 2021 and August 2020 (SAC level 3 and above)[5]

		August 2021 to August 2022		August 2020 to August 2022	
Subsector	**August 2022**	**Change**	**Percentage**	**Change**	**Percentage**
Te Pūkenga	96,420	-7,225	-7.0%	+6,820	+7.6%
University	154,870	-3,865	-2.4%	+6,125	+4.1%
Wānanga	23,340	-4,125	-15.0%	-1,865	-7.4%
PTE	37,235	-1,810	-4.6%	+520	+1.5%
Provider Total	**304,995**	**-16,260**	**-5.1%**	**+11,175**	**+3.8%**

Chart 1: SAC level 3 and above number of learners by subsector from August 2020 to August 2022



14. Te Pūkenga reported a decline of 7,225 learners (-7.0%) enrolled at SAC level 3 and above in August 2022. This followed a significant increase of 14,045 learners (15.7%) between August 2020 and August 2021. Most of the decline was in lower levels of study, with level 3 accounting for 58% (4,200 learners) of the total decrease.

15. There were enrolment decreases across all Te Pūkenga subsidiaries from August 2021 to August 2022, except for Universal College of Learning (UCOL), which saw an enrolment increase of 85 learners (2.2%). Open Polytechnic of NZ saw the largest decrease in learner numbers, which fell by 1,620 learners (-5.7%). Tai Poutini Polytechnic Ltd and NorthTec Ltd had the largest percentage decreases in learner numbers of all the subsidiaries from August 2021 to August 2022, decreasing by 29.3% (110 learners) and 18.7% (610 learners) respectively.

[5] Learners can be double counted when they are studying at more than one TEO and/or in more than one qualification. The totals in the tables and graphs remove double-counted learners. Therefore, the sum of learner numbers by sub-category may not equal the totals.

16. University enrolments were down by 3,865 learners (-2.4%) compared to August 2021 with a total of 154,870 learners reported. The decrease was mostly driven by enrolments at level 7 degree (down 3,255 learners, representing 84% of the total decline in University enrolments.

17. Enrolment numbers decreased across all universities from August 2021 to August 2022, except for University of Canterbury and Lincoln University where enrolments increased. University of Canterbury's enrolment numbers increased by 545 learners (3.1%) and Lincoln University's enrolment numbers increased by 70 learners (2.7%) compared to last August. Massey University experienced the largest enrolment decrease in the university subsector, with a drop of 2,415 learners (-9.2%) from August 2021 to August 2022. Most of the decrease at Massey was driven by the enrolment drop at level 7 degree (down by 1,760 learners, -11.1%).

18. Most of the providers within the PTE subsector also reported reduced enrolments compared to August 2021, with a total decrease of 1,810 learners (-4.6%) across the sub-sector, to a total of 37,235 learners in August 2022. Most of the decrease in enrolments was at level 4 – level 7 non-degree, which fell by 1,585 learners (-7.0%) in August 2022.

19. The Wānanga subsector saw the largest percentage decrease in enrolments, with a decline of 4,125 learners (-15.0%) from August 2021 to a total of 23,340 learners in August 2022. This was the only subsector to see reduced enrolments compared to August 2020, which were down by 1,865 learners (-7.4%). The drop in learner numbers was mostly at level 3, with a decrease of 2,930 learners, representing 71% of the total enrolment decline for PTEs in August 2022.

More learners are enrolled in Information Technology and Health

20. Overall, most of the 12 qualification subject areas[6] showed decreased enrolments, except for *Information Technology* and *Health*:

    - Enrolments in *Information Technology* subject area increased by 2,105 learners (24.2%) to a total of 10,795 learners. The increase was mostly at sub-degree level and follows the inclusion of *Information Technology* as a TTAF target area in January 2021[7].

    - *Health* subject area saw a slight increase of 305 learners (0.9%) to a total of 41,750 learners.

    However, all the other subject areas saw decreases in enrolments:

    - *Management and Commerce* saw the largest decrease in learners across all subject areas, decreasing by 7,005 learners (-12.3%) to a total of 49,965 learners in August 2022.

    - *Society and Culture* had the second highest drop in numbers of 5,250 (-6.7%) learners. The decrease was driven by a fall of enrolments at level 3 and 4.

    - *Food, Hospitality and Personal Services* saw the highest percentage drop in 2022, with a 22.0% decrease (1,405 learners).

Learner ethnicity changed slightly; gender demographics remain largely unchanged

21. Most of the ethnicity representations for learners enrolled at SAC level 3 and above have remained consistent from last August, with a few exceptions. Learners identifying as Asian have decreased from 22.7% to 19.7% in August 2022, while European learners saw an

[6] Based on the New Zealand Standard Classification of Education (NZSCED) a subject-based classification system for courses and qualifications.

[7] Target areas covered under TTAF include the following areas: Community support; Construction; Electrical Engineering; Manufacturing and mechanical engineering and technology; Primary Industries; and Road Transport. New and expanded TTAF target areas eligible from 1 January 2021 included conservation, information technology, and an expanded scope within community support. TTAF also includes all apprentices not covered by a target area.

increase of 4.8 percentage points, going from 57.7% to 62.5% in 2022. Pacific Peoples saw a small increase as well, moving from 9.0% in 2021, to 9.7% in 2022.[8]

22. In August 2022, female learners continue to represent the majority of learners at 61.8%, followed by male learners at 37.6%. Those learners identifying as another gender[9] increased from 0.3% to 0.6% in between August 2021 and August 2022.

More learners are aged under 25

23. While enrolments for learners in all age groups dropped the overall proportions of learners in each age group have remained unchanged from August 2021. Learners aged under 25 represented the largest group of all SAC level 3 and above learners in August 2022 at 48.4%, compared with 48.2% in August 2021. Learners aged under 25 also accounted for 60.5% of the EFTS enrolments in August 2022, as more learners in this age group tend to study full-time than older learners.

Foundation-level enrolments dropped significantly

24. In August 2022, learners enrolled in foundation learning (SAC levels 1 and 2 and Youth Guarantee) declined by 3,250 learners (-18.9%) to 20,015 learners. This number was 880 learners (-4.2%) lower when compared to August 2020.

25. The decrease in foundation-level enrolments was seen across both SAC levels 1 and 2 and Youth Guarantee enrolments. Learners enrolled at SAC levels 1 and 2 fell by 2,155 learners (-12.4%) between August 2021 and August 2022. Youth Guarantee enrolments fell by 1,095 learners (-18.6%) in the same period. The decline in Youth Guarantee continues a trend from at least 2016, and the decline between 2020 and 2022 (-20.5%) was significantly higher than SAC levels 1 and 2 (-2.1%) for the same timeframe.

26. Male learners dropped much faster than female learners for foundation-level enrolments. Male learners fell by 1,600 learners (-20.5%) while female learner numbers decreased by 1,690 learners (-10.7%). Male and female learners accounted for 32.8% and 66.7% of the foundation-level enrolments respectively, while those identifying as ‘another gender’ increased from 0.3% to 0.5% in 2022.

27. Most foundation-level learners identified as European at 54.6% (up 2.4% percentage points from August 2021), followed by learners identifying as Māori at 43.5% (down 0.4 percentage points). Learners identifying as Pacific peoples accounted for 9.4% (down 1 percentage point) of the total, and Asian learners at 9.5% (down 0.1 percentage point).

28. The largest age group for foundation fund learners in August 2022 are those aged 24 years old and under (37.4%). Since 2020, this age band has decreased by 5.8 % of total learners, while all other age groups have seen an increase. The 40 years old and over age group represented the next largest cohort in August 2022, at 33.8%, and learners aged 25 to 39 years old at 28.8%.

Apprentice numbers continue to rise

29. In August 2022, the industry training sector experienced an overall small decrease in enrolments, down 455 learners (-0.4%) from August 2021 to 126,110 learners.

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[8] A learner may identify with more than one ethnicity and will be counted in each ethnicity they identify with. The proportions of people belonging to each ethnic group do not add up to 100 percent.
[9] In April 2021, Stats NZ updated their Sex and gender statistical standards, whereby the "Gender diverse" response category was changed to "Another gender". The “Another gender” (Gender diverse) reporting option is only available in the SDR.

Table 4 shows the number of trainees and apprentices in August 2022 and the changes compared to August 2021 and August 2020. Table 5 shows the STMs for August 2022 compared to August 2021 and August 2020.

Table 4: August 2022 Industry Training enrolment numbers and changes from August 2021 and August 2020

		August 2021 to August 2022		August 2020 to August 2022	
Learner Type	**August 2022**	**Change**	**Percentage**	**Change**	**Percentage**
Traineeships	57,275	-5,215	-8.3%	-2,925	-4.9%
Apprenticeships	70,670	+4,440	+6.7%	23,925	51.2%
Total	**126,110**	**-455**	**-0.4%**	20,220	19.1%

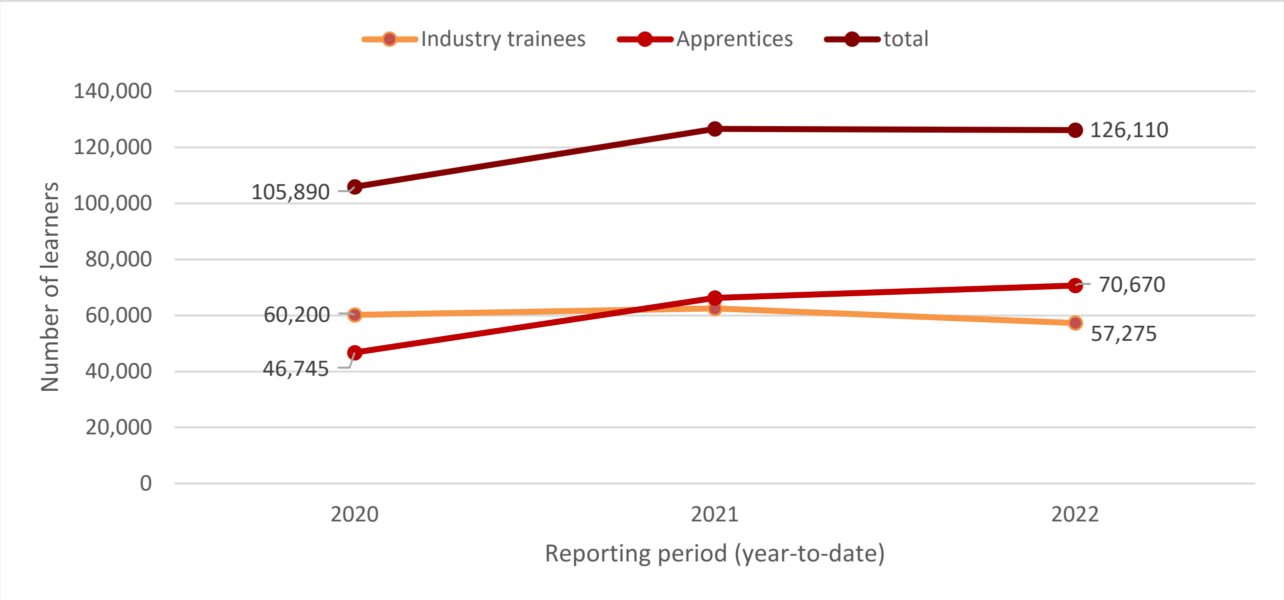
Table 5: August 2022 Industry Training STMs and changes from August 2021 and August 2020[10]

		August 2021 to August 2022		August 2020 to August 2022	
Learner Type	**August 2022**	**Change**	**Percentage**	**Change**	**Percentage**
Traineeships	13,605	-255	-1.8%	**40**	**0.3%**
Apprenticeships	22,750	+2,460	+12.1%	**8,400**	**58.5%**
Total	**36,355**	**+2,205**	**+6.5%**	**8,440**	**30.2%**

30. The number of apprentices increased by 4,440 learners (6.7%) to 70,670 in August 2022 from 66,230 learners in August 2021. This represented a 51.2% increase from August 2020. This is due, in part, to a range of wage subsidy supports including ABI, and free apprenticeship training through TTAF.

31. In contrast, trainee numbers have decreased by 5,215 learners (-8.3%) to a total of 57,275 learners between August 2021 and August 2022. Since August 2020, traineeships have decreased by 4.9%. Chart 2 shows the number of learners in apprenticeships and traineeships from August 2020 to August 2022.

Chart 2: Industry Training Fund Enrolments by learner type from August 2020 to August 2022



[10] The change in the volume of STMs in a year can differ from the changes in learner numbers. STMs are a measure of the amount of training being undertaken and are tied to the amount of funding. Apprenticeships, due to their longer programme length and higher credit value, attract more STMs.

Demographics of apprentices are changing: There is more representation of Pacific Peoples, Asian and Māori and older learners

32. Males continue to represent the majority of apprentices in 2022. The proportion of female apprentices has also remained consistent - increasing slightly from 15.1% in August 2021, to 15.4% of all apprentices in August 2022. The number of female apprentices has increased 9.8%, from 9,940 learners in August 2021 to 10,920 learners in August 2022.

33. The change in female apprentice numbers was led by an increase in the *Construction, Health Care and Social Assistance*, and *Manufacturing* industries, which saw increases of 28.7%, 21.8%, and 18.3% respectively in August 2022, compared with August 2021. The enrolment numbers for these industries accounted for 42.1% of the total female apprenticeship enrolments for August 2022.

34. Ethnicity demographics increased in August 2022, with the proportion of learners identifying as Pacific peoples seeing the largest percentage increase from August 2021, with an increase of 18.5 % between August 2021 and August 2022. Learners identifying as Asian increased by 11.3%, and Māori learners increased by 10.1%. European learners saw a modest increase in 2022 of 3.9 percentage points. Overall, most learners identified as European (63.1%), followed by Māori (19.2%), Asian (9.0%), and Pacific Peoples (8.3%).

35. The age demographics of apprenticeship enrolments remained largely unchanged from last year, with the proportion of learners aged 25 years old and accounting for 53.8% of the total apprentices, and learners aged 24 and under accounting for 46.2%.

Data caveats

36. The SDR data in this briefing is for enrolment reporting purposes and includes all funding related to SAC and YG[11].

37. Enrolment figures in this briefing will differ to enrolment figures published on the TEC and MoE websites based on the approaches used to extract the data.

38. The ITR data relates to enrolments in industry-based training which occur throughout the year. Enrolment numbers are subject to change and are not comparable to previous years or more recent months.

39. 2022 data is as per reported up to August and has not been finalised. Values are therefore subject to revision as data is updated.

We will update you following the December 2022 SDR

40. We will provide you with an enrolment update covering SAC, Youth Guarantee and the ITF following the completion of the December 2022 SDR.

41. We will update you on Fees Free enrolments as at August 2022 in a separate briefing when the data has been finalised.

[11] Includes SAC levels 1 and 2 (which contains aggregate data for the following funds: SAC levels 1 and 2 Plan Process funding; SAC Level 1 & 2 Competitive Process Funding; and Māori Pasifika Trade Training levels 1 and 2) and SAC level 3 and above (which contains aggregate data for the following funds: SAC level 3 and above, Māori and Pasifika Trades Training levels 3 and 4, and ICT Graduate Schools).