Tertiary Education Commission
Te Amorangi Mātauranga Matua

Tertiary Education Report: December 2022 Enrolment Update

Date:	4 April 2023	**TEC priority:**	Low
Security level:	In Confidence	**Report no:**	B-23-00256
		Minister's office No:	

Action Sought		
	Action sought	**Deadline**
Hon Jan Tinetti Minister of Education	**Note** the sector's enrolment data following the December 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 the second quarter of 2023. **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	9(2)(a) [redacted]	9(2)(a) [redacted]	✓

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	☐ See Minister's Notes	☐ Withdrawn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 in 2022 compared to 2021. Overall, there was a decline in learner numbers compared to 2021. This is a turnaround from the enrolment increase reported from 2020 to 2021.The enrolment numbers in 2022 are higher than in 2020.

2. The number of provider-based learners dropped by 14,415 (-4.1%) to 339,925 compared to 2021. The decline was led by decreased enrolments at SAC level 3 and above, which were down by 14,375 learners (-4.3%) 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 largest decrease in numbers was at Te Pūkenga with a decrease of 6,240 learners (-5.7%) compared to 2021. Wānanga also saw a decrease of 2,955 learners (-11.1%).

3. The Industry Training Fund supported 148,890 learners in 2022 an increase of 5,195 learners (3.6%) compared to 2021. Traineeships increased by 775 learners (1.1%) in traineeships and apprenticeships increased in this period by 4,565 learners (6.2%) when compared with 2021.

Recommendations

Hon Jan Tinetti, Minister of Education

It is recommended that you:

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

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

3. **note** the TEC will publish 2022 enrolment data in April 2023; and

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

AGREED / NOT AGREED

Deirdre Marshall

Acting Deputy Chief Executive, Delivery

04 April 2023

Hon Jan Tinetti

Minister of Education

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Purpose

4. This paper provides an update on enrolment trends as of December 2022 compared to December 2021 and December 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 December for reporting years 2020, 2021 and 2022. 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, TTAF was introduced to cover fees for learners in all apprenticeships and a range of sub-degree level programmes until 31 December 2022. It targeted industry areas that were expected to grow, or where more skills were needed, as New Zealand recovered from the social and economic impacts of COVID-19.

    b. The HAFL, established May 2020 and closed in June 2022, 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 finished in May 2021 and 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.

The number of learners enrolled declined in 2022 compared to 2021

9. In 2022, overall provider-based enrolments dropped by 14,415 learners (-4.1%), to a total of 339,925 learners, compared to 2021. This represents a reversal in enrolment trends from 2020 to 2021, when the number of learners increased by 9.1%.

    a. The number of learners enrolled at SAC level 3 and above dropped by 14,375 learners (-4.3%), to a total of 318,605 learners in 2022. The largest decrease was in learners

[1] Data extracted as at 8 March 2023 from the December 2022 Single Data Return (SDR) and 8 March 2023 from the Industry Training Register (ITR) for the period ending 31 December 2022. The 2022 data reflect all known enrolments for the calendar year as per December 2022. Please note data is subject to change.

enrolled at the sub-degree level, down 10,340 (-6.6%) learners, compared to a drop of 5,155 (-2.8%) at degree level and above.

b. SAC levels 1 and 2 learners increased by 1,055 (5.6%) learners to a total of 19,825 learners in 2022 compared to 2021. This is in addition to the increase of 3,035 (19.3%) reported between 2020 and 2021.

c. Youth Guarantee learner numbers have continued its long-term decline. In 2022, there were 895 (-13.5%) fewer learners reported than in 2021.

10. In 2022, the number of learners in industry training increased by 5,195 learners (3.6%) compared to 2021 to a total of 148,890 learners. The rate of increase has slowed after the initial increases seen from 2020 to 2021 following the introduction of the TTAF in July 2020 and the ABI in December 2020.

11. 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[2]. The tables show how enrolment levels have changed during the period of the COVID-19 pandemic.

Table 1: 2022 learner numbers and changes from 2021 and 2020[3]

		2021 to 2022		2020 to 2022	
Fund	**2022**	**Change**	**Percentage**	**Change**	**Percentage**
SAC level 3 and above	318,605	-14,375	-4.3%	13,255	4.3%
SAC levels 1 and 2	19,825	1,055	5.6%	4,090	26.0%
Youth Guarantee	5,745	-895	-13.5%	-1,290	-18.3%
Total provider-based learners	339,925	-14,415	-4.1%	15,365	4.7%
Industry Training Fund learners	148,890	5,195	3.6%	20,780	16.2%

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

		2021 to 2022		2020 to 2022	
Fund	**2022**	**Change**	**Percentage**	**Change**	**Percentage**
SAC level 3 and above	207,285	-12,585	-5.7%	5,825	2.9%
SAC levels 1 and 2	8,085	-1,495	-15.6%	660	8.9%
Youth Guarantee	3,270	-645	-16.5%	-660	-16.8%
Total provider-based EFTS	218,640	-14,730	-6.3%	5,825	2.7%
Industry Training Fund STMs	55,795	3,845	7.4%	12,600	29.2%

SAC level 3 and above enrolments declined across all subsectors

12. The number of learners enrolled at SAC level 3 and above saw decreases across all subsectors and most levels of study when compared to 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 December reporting period.

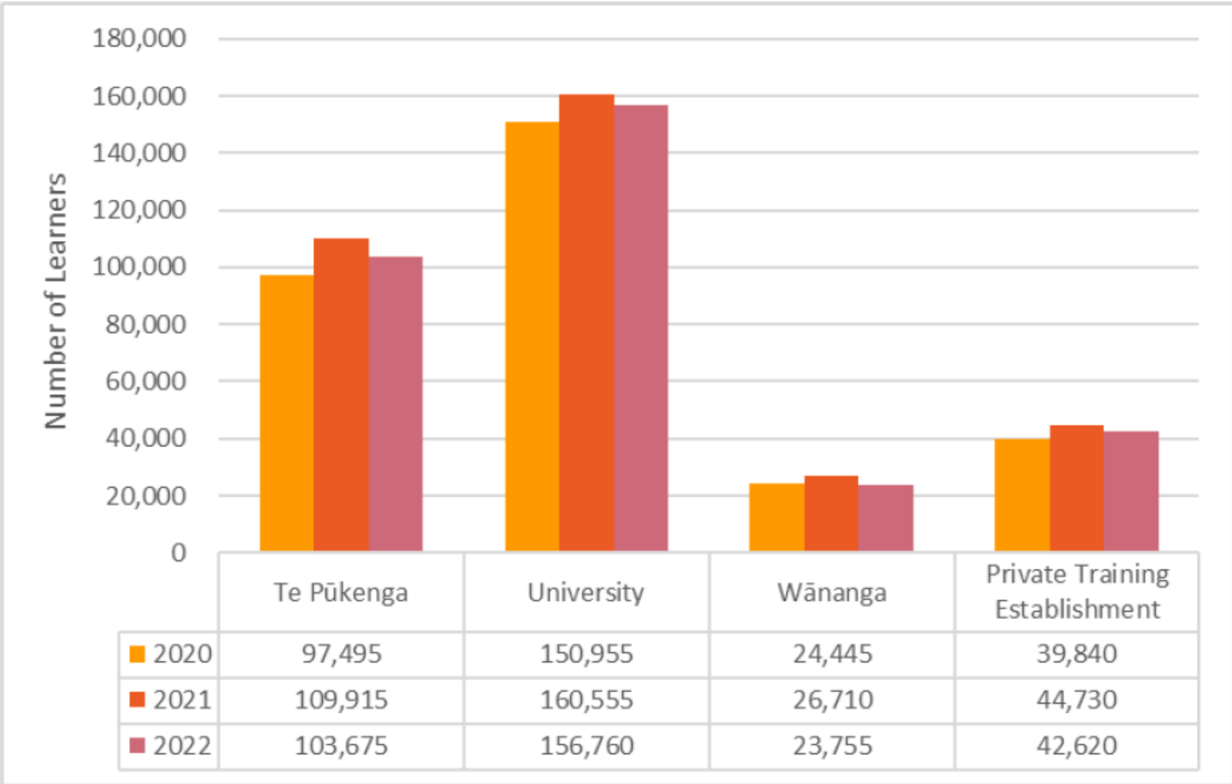
[2] An EFTS is a measure of the amount of study, or the workload involved in undertaking a particular course of study. A year of full-time study is usually between 0.8 and 1.2 EFTS. An STM is the amount of training required for a trainee/apprentice to achieve 120 credits (or its equivalent) in an approved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

[3] 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.

Table 3: 2022 enrolment numbers by subsector and changes from 2021 and 2020 (SAC level 3 and above)[4]

		2021 to 2022		2020 to 2022	
Subsector	**2022**	**Change**	**Percentage**	**Change**	**Percentage**
Te Pūkenga	103,675	-6,240	-5.7%	6,180	6.3%
University	156,760	-3,795	-2.4%	5,805	3.8%
Wānanga	23,755	-2,955	-11.1%	-690	-2.8%
PTE	42,620	-2,110	-4.7%	2,780	7.0%
Provider Total	**318,605**	**-14,375**	**-4.3%**	**13,255**	**4.3%**

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



13. Te Pūkenga reported a decline of 6,240 learners (-5.7%) enrolled at SAC level 3 and above in 2022. This followed a significant increase of 12,420 learners (12.7%) between 2020 and 2021. Most of the decline was at the sub-degree level. The number of learners at level 3 fell by 3,665 (-12.5%) and the number of learners at level 4 fell by 1,505 (-4.9%).

14. There were enrolment decreases across all Te Pūkenga subsidiaries from 2021 to 2022, except for Universal College of Learning (UCOL), which saw an enrolment increase of 85 learners (2.1%). Ara Institute of Canterbury saw the largest decrease in learner numbers, which fell by 910 learners (-8.4%). NorthTec Ltd had the largest percentage decreases in learner numbers from 2021 to 2022, decreasing by 19.0% (680 learners).

15. University enrolments were down by 3,795 learners (-2.4%) compared to 2021 with a total of 156,760 learners reported. The decrease was mostly driven by enrolments at level 7 degree (down 3,340 learners).

16. Most of the 3,795 declines in learners in the university sector was at Massey University with 2,415 fewer learners (-9.2%) and Victoria University of Wellington with 1,050 (-4.9%) fewer

[4] 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.

learners. The University of Canterbury saw an increase of 350 learners (3.0%) and Lincoln University had 255 additional learners (9.5%).

17. The PTE subsector also reported reduced enrolments compared to 2021, with a total decrease of 2,110 learners (-4.7%) across the sub-sector, to a total of 42,620 learners in 2022. Most of the decrease in enrolments was at sub-degree level, which fell by 2,060 learners (-5.6%) in December 2022.

18. The Wānanga subsector saw the largest percentage decrease in enrolments, with a decline of 2,955 learners (-11.1%) from 2021 to a total of 23,755 learners in 2022. The decline was largely attributed to a decline in sub-degree level delivery. This was the only subsector to see reduced enrolments over the two years since 2020 with a decline of 690 learners (-2.8%).

Information Technology is the only subject area to see growth

19. Overall, most of the 12 qualification subject areas[5] showed decreased enrolments between 2021 and 2022, except for *Information Technology*:

    - Enrolments in *Information Technology* subject area increased by 2,365 learners (24.8%) to a total of 11,900 learners. The majority of the increase is at sub-degree level, and this increase follows the inclusion of *Information Technology* as a TTAF target area in January 2021[6].

20. However, all the other subject areas saw decreases in enrolments. The largest decreases by learner numbers were in the following subject areas:

    - *Management and Commerce* saw the largest decrease in learners across all subject areas, decreasing by 4,880 learners (-8.2%) to a total of 54,705 learners in 2022. The decline was reported across all subsectors.

    - *Society and Culture* had the second highest drop in numbers of 4,395 (-5.5%) learners to 75,505 in 2022. The biggest decline was related to 2,665 learners (-8.9%) studying at levels 3 and 4, followed by a 1,040 (-3.2%) decline in learners studying at level 7-degree level.

    - *Mixed Field Programmes also had a reduction of 3,060 (-9.7%) learners. This was driven by a decline of 1,680 learners (-24.2%) at Te Pūkenga and 1,055 learners (-4.9%) at universities.*

Learner demographics remain largely unchanged

21. Most of the ethnicity representations for learners enrolled at SAC level 3 and above have remained consistent from 2021, with a few exceptions. Learners identifying as Asian have increased from 18.4% to 19.9% in 2022. Māori learners had a slight fall, down to 18.4% of learners from 18.9% and Pacific Peoples remained steady at 9.7%.

22. In 2022, female learners continue to represent the majority of learners at 61.7%, male learners were 37.7% and those learners identifying as another gender[7] was 0.6%.

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

[6] 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.

[7] 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.

The age profile of learners has changed marginally

23. Learners aged 15 to 24 represented the largest group of all SAC level 3 and above learners in 2022 at 47.2%, compared with 47.4% in 2021. Learners aged 25 to 39 were 32.2% of the total and learners aged over 40 were 20.5%. Learners aged 15 to 24 also accounted for 59.5% of the EFTS enrolments in 2022, as more learners in this age group tend to study full-time than older learners.

Foundation-level enrolments increased by less than 1%

24. In 2022, learners enrolled in foundation learning (SAC levels 1 and 2 and Youth Guarantee) increased by 175 learners (0.7%) to 25,495 learners. The number of learners was 2,840 learners (12.5%) higher when compared to 2020.

25. The SAC levels 1 and 2 learners increased by 1,055 (5.6%) but the Youth Guarantee enrolments fell by 895 learners (-13.5%) between 2021 and 2022. The decline in Youth Guarantee continues a trend from at least 2016, and the decline between 2020 and 2022 (-18.4%) whereas the SAC levels 1 and 2 learners increased by (26.0%) for the same timeframe.

26. Male learners dropped by 920 learners (-10.1%) while female learners increased by 1,030 (6.4%) for foundation-level enrolments. Male and female learners accounted for 32.2% and 67.2% of the foundation-level enrolments respectively, while those identifying as another gender increased from 0.3% to 0.6% in 2022.

27. Most foundation-level learners identified as European at 55.3% (up 3.8 percentage points from 2021), followed by learners identifying as Māori at 43.8% (down 0.4 percentage points). Learners identifying as Pacific peoples accounted for 9.1% (down 1.6 percentage points) of the total, and Asian learners at 9.4% (down 0.6 percentage points).

28. In 2022 learners aged 15 to 24 old accounted for 35.4% of all foundation-level learners, down from 39.1% (down 3.7 percentage points) reported in 2022. In contrast the proportion of learners aged 25 to 39 increased from 27.3% to 30.0% (up 2.7 percentage points).

Apprentice numbers continue to increase

29. In 2022, the industry training sector experienced a slight increase in enrolments, up 5,195 learners (3.6%) from 2021 to 148,890 learners.

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

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

		2021 to 2022		2020 to 2022	
Learner Type	**December 2022**	**Change**	**Percentage**	**Change**	**Percentage**
Traineeships	74,435	775	1.1%	1,310	1.8%
Apprenticeships	77,705	4,565	6.2%	20,645	36.2%
Total	**148,890**	**5,195**	**3.6%**	**20,780**	**16.2%**

Table 5: 2022 Industry Training STMs and changes from 2021 and 2020[8]

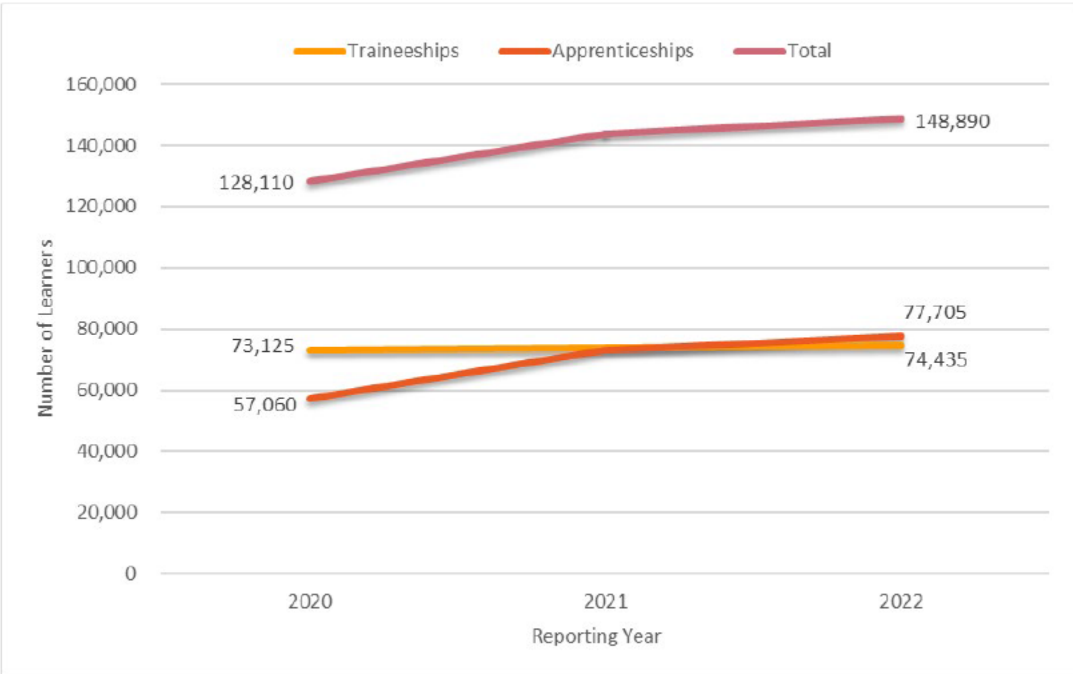
		2021 to 2022		2020 to 2022	
Learner Type	**December 2022**	**Change**	**Percentage**	**Change**	**Percentage**
Traineeships	21,540	885	4.3%	1,275	6.3%
Apprenticeships	34,255	2,960	9.5%	11,325	49.4%
Total	**55,795**	**3,845**	**7.4%**	**12,600**	**29.3%**

31. The number of apprentices increased by 4,565 learners (6.2%) to 74,435 learners in 2022. This represented an increase of 20,645 learners (36.2%) increase from 2020. This is due, in part, to a range of wage subsidy supports including ABI and free apprenticeship training through TTAF.

32. Trainee numbers have remained more static over the last two years. Since 2020, traineeships have increased 1,310 learners (1.8%).

33. Chart 2 shows the number of learners in apprenticeships and traineeships from 2020 to 2022.

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



34. Nearly half of all apprenticeships are in the construction sector with 45.6% of the total in 2022, an increase from 43.8% in 2021. The next highest sector was retail trade with 13.5% of apprenticeships (down marginally from 13.7% in 2021).

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

35. Learners continue to be predominantly male with men constituting 83.6% of all apprentices in 2022. The number of female apprentices has, however, increased 1,320 learner (9.8%), from 11,405 learners in 2021 to 12,725 learners in 2022. Female apprentices accounted for 16.4% of all apprentices in 2022, up from 15.6% in 2021.

[8] 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.

36. The increase in female apprentice numbers was primarily in *Health Care and Social Assistance* but also in *Construction* and the *Manufacturing* apprenticeship programmes. Together these accounted for 96.2% of the increase between 2021 and 2022.

37. All ethnicities saw reported increases in apprentices between 2021 and 2022. The largest increases in learners were report for learners identifying as European (1,450 learners,3.1%), Māori (1,350,9.8%) and Pacific Peoples (1,025 learners,18.3%).

38. The age demographics of apprenticeship enrolments remained largely unchanged from 2021, with the proportion of learners aged 25 years old and over accounting for 54.0% of the total apprentices, and learners aged 24 and under accounting for 46.0%.

Data caveats

39. The SDR data in this briefing is for enrolment reporting purposes and includes all funding related to SAC and YG[9].

40. Enrolment figures in this briefing may differ to other published figures by TEC and MoE based on the specific focus of the publication.

41. 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.

42. 2022 data is as per reported up to December and has not been finalised. Values are therefore subject to revision as data is updated.

We will update you following the April 2023 SDR

43. We will provide you with an enrolment update following the April 2023 SDR. This update will incorporate changes resulting from the implementation of the Unified Funding System (UFS). Further detail on changes will be included in this update.

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

[9] 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 Pasif ka 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).