



MINISTRY OF EDUCATION

*Te Tāhuhu o te Mātauranga*

# Training Opportunities

## *Statistical Profile 1999 to 2007*

This report forms part of a series called Learners in tertiary education. Other topics covered by the series are access, pathways, support, participation, retention and qualification completions.

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# 1 EXECUTIVE SUMMARY

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This paper examines Training Opportunities administrative datasets to gain insight into government-funded training activity for unemployed people between 1999 and 2007. It tracks various facets of the Training Opportunities programme across time to determine participation trends and changes during this period.

It shows that Training Opportunities participants are most likely to be Māori, aged 29 years or younger; be based in Auckland; have low or no qualifications, and be considered at risk of long-term unemployment. They are most likely to attend training provided by a private training establishment, and to be placed in programmes consisting of standards at levels 1 and 2 of the National Qualifications Framework.

The majority of learners participate in Training Opportunities for a total of sixteen weeks or less per placement, and attain about 10 credits per placement. Many learners have several Training Opportunities placements, so the average credit attainment per distinct learner is approximately 22 credits.

Data collected for accountability purposes show the destinations of learners two months after leaving Training Opportunities. Full-time employment is recorded as the destination activity in the largest group of placements (31 percent), followed by a return placement (26 percent) and unemployment or 'Out of the Labour Force' status (23 percent).

The data shows that the key participant profile of Training Opportunities has changed between 1999 and 2007, reflecting the changes that have occurred in labour market conditions within this period and the widening of eligibility criteria. Changes in participation in Training Opportunities have not always closely matched changes in GDP growth, perhaps a reflection of the change in the profile of participants to those at risk of unemployment over those who have experienced long-term unemployment. A review in 2002, after a period of steep falls in participation and matching GDP growth led to widened eligibility – including to those who lack foundation skills and those at risk of long-term unemployment. Unemployment subsequently fell much faster than participation in Training Opportunities.

Training Opportunities learners are now more likely to be *at risk of* rather than having *experienced* spells of long-term unemployment. Moreover, they now have higher qualifications, are engaging in multiple spells, and are likely to be taking longer placements, while the proportion of learners going on to full-time employment two months after leaving placements has dropped. This trend seems somewhat counterintuitive in a period of continually declining levels of unemployment. Further, longer durations and more repeats, coupled with lower employment outcomes, means that more money is being spent on fewer people for less overall gain.

This analysis raises as many questions as it answers. For example: What does the changing demography of Training Opportunities mean? To what extent has Training Opportunities moved away from its original purpose of helping those who most need it gain access to the labour market? Is Training Opportunities the most appropriate form of work intervention for at-risk people? Does Training Opportunities provide an adequate return on investment? What are the longer term outcomes of Training Opportunities? The data also does not cover the period of the economic downturn, the effects of which did not begin to be felt seriously in New Zealand until 2008.

Under the existing eligibility rules, the current economic environment may lead to an increasing pool of eligible participants, and therefore increasing numbers of placements in Training Opportunities. Given forecasts for unemployment possibly to return to around 7 percent, the

widened eligibility, and the current domination of placements by the clients ‘potentially at risk’ of long-term unemployment, there is a risk of crowding-out of long-term unemployed, Training Opportunities’ traditional client base. If long-term unemployment again becomes a problem, the Ministry of Social Development could consider adjusting the Training Opportunities eligibility criteria, or entrance to programmes could be prioritised to the one group over another. The other option could be to lift the funding limit to accommodate the additional learners.

However, increasing unemployment during this current spell of economic down-turn is likely to be structural, i.e. due to a lack of jobs due to a shortage of international liquidity, and consequent enterprise investment, rather than any lack of work-related skills by the unemployed. If the newly unemployed have been engaged in employment during the past few years, there is a weaker case that they need work-related learning, that is, training aimed at giving them the skills they need to attain sustainable employment, than it is for those people who have not had any recent employment experience.

An analysis of this kind, focusing as it does on the story told by administrative data, can never tell the whole story of Training Opportunities: more investigation is required. Information about the long term consequences of participating in Training Opportunities may be enhanced in future. The longer-term outcomes of Training Opportunities participation are currently unclear, however, there is scope for inclusion of Targeted Training data in statistical studies using matched tax and benefit datasets to determine what the employment outcomes are and what earnings premium, if any, is attached to completion of Training Opportunities programmes.

## 2 INTRODUCTION

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This paper provides participation and labour market outcome analysis of Training Opportunities between 1999 and 2007 using the Training Opportunities administrative dataset. It is the first step in a comprehensive programme of analysis of targeted training programmes. It tracks various facets of the programme to determine key changes and trends across time.

The Training Opportunities programme is part of a suite of vocational education and training programmes in operation in New Zealand, collectively referred to as *Targeted Training Programmes*. Training Opportunities is targeted towards Work and Income clients who are, or are at risk of, becoming long-term unemployed and who have low or no qualifications. Its genesis lies in the Training Opportunities programme in operation from 1993 to 1998, which in turn evolved from Access programmes.

Training Opportunities has been in operation in New Zealand in various shapes or forms since 1993. It was re-focused in 1999, and operated to provide work training to school leavers and long-term unemployed with no or low qualifications. A review in 2002 led to a widening of the eligibility criteria to: those assessed as being *at risk* of long-term unemployment; and young people lacking foundation skills.

While the Ministry of Education and the Tertiary Education Commission (TEC) have published participation information for targeted training programmes in several forums, these have often been limited to trainee counts. This paper extends these by providing deeper analysis of Training Opportunities using programme administration unit record data. Research questions are numerous, and include:

- who participates, and why?
- what differences (if any) exist within and between groups?
- who succeeds?
- who does not succeed, and why?

## 3 THE TRAINING OPPORTUNITIES PROGRAMME

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Training Opportunities is part of a suite of vocational education and training programmes in operation in New Zealand, which are referred to collectively as *Targeted Training Programmes*. These also include *Youth Training* and *Skill Enhancement* programmes. They are referenced as *targeted* because they are open to participation by people who meet certain eligibility criteria.

Its genesis lies in the Training Opportunities programme in operation from 1993 to 1998, which in turn evolved from Access programmes. ACCESS was principally targeted towards people who were disadvantaged in the labour market, and for whom traditional training methods were unsuitable or unavailable.<sup>1</sup> ACCESS was open entry with a level of funding for each trainee based on the level of disadvantage they faced. Māori ACCESS (MACCESS) ran alongside, and was separately administered by Māori authorities, It focused specifically on Māori, and was largely delivered through Māori providers.

The Training Opportunities Programme (TOPS) developed out of ACCESS at the start of 1993, and MACCESS was subsumed into TOPS later that year. TOPS retained some of the features of ACCESS, but it was targeted more specifically at school leavers and long-term job seekers with low or no qualifications. It aimed to assist them gain recognised qualifications (or credit towards them), and to move into further education and training or employment.

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<sup>1</sup> Ministry of Education, 2002. Pgs. 6-7.

TOPS was funded through Vote: Education and administered by Skill New Zealand until 1998, when a decision was made to split it into two streams: *Training Opportunities*, funded through Vote: Social Development, which retained its focus on work-training for long-term unemployed Work and Income clients; and *Youth Training*, funded through Vote: Education to provide work-readiness training for young learners with low or no qualifications. Both programmes continue to be administered by the Tertiary Education Commission (TEC).

Training Opportunities is funded to provide training for clients of the Ministry of Social Development's Work and Income group who have, or will face, significant periods of unemployment and who have low and no qualifications. It focuses on learners acquiring a valuable set of foundation skills that enable them to move effectively into sustainable employment and/or higher levels of tertiary education.<sup>2</sup>

The programmes are required to have a labour market focus, reflected in training that:

- leads towards national qualifications
- meets local industry and employer requirements
- is mainly at Levels 1 to 3 on the National Qualifications Framework
- is full-time, with typically 30 hours a week or more of tutor contact time
- includes workplace learning.<sup>3</sup>

Training is provided by Tertiary Education Organisations (TEOs) who are required to be New Zealand Qualification Authority (NZQA) registered. Providers offering Training Opportunities training include: marae; charitable trusts; incorporated societies; local authorities; private training establishments; polytechnics and institutes of technology; schools; universities and others.

The data used in this report is sourced from the TEC, who collects it for administration purposes. The data is used to reimburse training providers for training services provided, and is considered to be reasonably robust.

Participation and output data is collected for contract management purposes. Providers are required to track each learner's outcomes two months after the end of their training. These activities are referred to as Labour Market Outcomes (LMOs), and form the basis of funding accountability of providers to the TEC. Any employment and further progressive education activity engaged in by the learner two months after leaving Training Opportunities is regarded as a positive outcome, while unemployment and 'out of the labour force' status is considered to be a negative outcome, for accountability purposes.<sup>4</sup>

Some commentators have reflected on the utility of such an approach to measuring the outcomes of Training Opportunities, in particular, the duration of positive outcomes, as well as the implied causality of outcomes.<sup>5</sup> This paper does not attempt to address these questions, focusing instead on gathering and analysing the programme-related datasets. As such, it is limited in what it can tell us about Training Opportunities.

Future analytical work may include statistical modelling of outputs using methods which assess the power of the data to provide a true picture of Training Opportunities, as well as tracking

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<sup>2</sup> TEC, 2007. Pg. 4

<sup>3</sup> Ibid, pg. 5.

<sup>4</sup> Output sections of this paper analyses 'leaving the placement' outcomes, which can be regarded as either as positive or negative. There is a separate reporting regime 'leaving the programme' which has a different emphasis. Under the *leaving the programme* regime, returning to Training Opportunities would not be considered a positive outcome, while under the *leaving the placement* regime it would.

<sup>5</sup> Stolte, 2004

employment and other activities of Training Opportunities learners long-term, using education, tax collection, benefit receipt and other sources of data<sup>6</sup>.

## 4 PARTICIPATION IN TRAINING OPPORTUNITIES BY DEMOGRAPHIC FACTORS

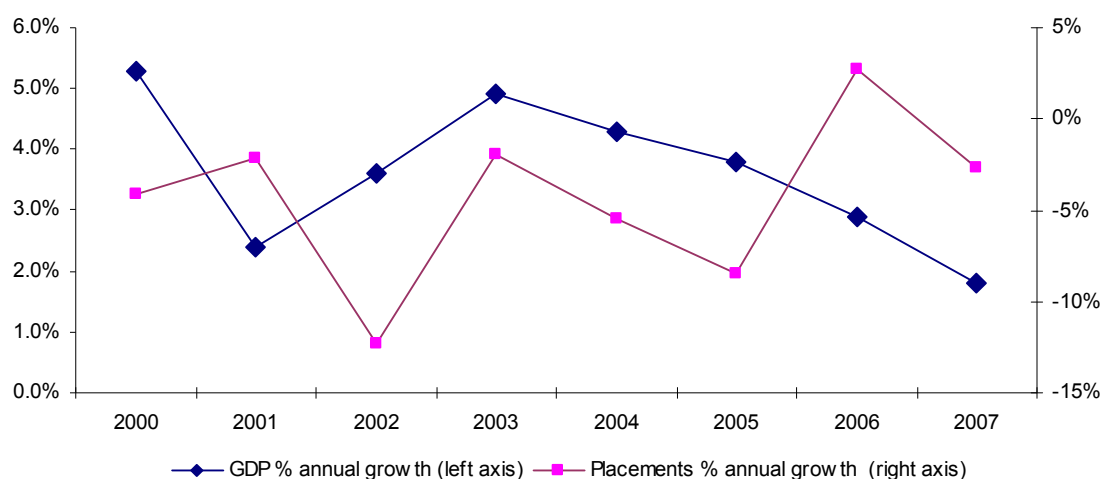
### 4.1 Participation from 1999 to 2007<sup>7</sup>

Training Opportunities placements fell during the 1999 to 2007 period, but not as sharply as unemployment. As a consequence, Training Opportunities *appears* to have ‘bitten deeper’ into the ‘core’ of low or not qualified and/or long-term unemployed people.

The Training Opportunities fund is capped and is distributed by the TEC based on official statistics measuring unemployment in each region of the country. Participation in Training Opportunities has fluctuated in line with the changes in Gross Domestic Product (GDP) growth and the associated levels of unemployment in certain periods: in others it has seemed insensitive to GDP growth change.

Figure 1 shows that where GDP growth has declined, the percentage change in placements per annum has also declined with the exception of 2006 when the number of placements increased. Between 2001 and 2003 there was steady GDP growth, at the same time as a steep decline in the growth of Training Opportunities placements followed by a recovery due to the widening of the eligibility criteria. The period 2003 to 2005 saw falling GDP growth, while Training Opportunities placement growth also dropped steadily, except in 2006 where growth was slightly positive.

Figure 1 – GDP growth vs. placement growth



**Note** GDP percentage change per annum is from June quarter of each year. Source: Tertiary Education Commission / Statistics New Zealand.

<sup>6</sup> Statistics New Zealand is currently managing a project to manage the feasibility of matching tax and tertiary education administrative data. While targeted training is not part of the feasibility project, it may be included if the feasibility is established and if the project is put into production.

<sup>7</sup> In this paper, ‘participation’ in Training Opportunities is deemed to occur if a person is placed in a programme in a year. Placements in each year are counted for distinct individuals, that is, if a person is placed into a programme more than once in a year, the person is counted only once. ‘Participation’ and ‘placement’ are used interchangeably.

A comparison of the number of unemployed people with no or low qualifications compared to the number of Training Opportunities placements can serve as a rough measure of the coverage of targeted people (there are other eligibility criteria, discussed later). Table 1 shows Training Opportunities placements by year compared to total estimates of the number of unemployed people in each year, and the estimates of the number of unemployed people with low qualifications.

The 1999 to 2007 period encompasses changing labour market dynamics characterised by historically high levels of labour market participation within the country, low levels of unemployment and widely reported skills and labour shortages. Changes in patterns of tertiary education participation also occurred during the same time period, with high growth in participation at certificate 1 to 3 levels.

Table 1 below shows that while participation in Training Opportunities has dropped in nominal terms from 1999 to 2007, it has remained more or less steady at around 20 percent of the total estimates of the number of unemployed people in the labour force.

Statistics collected to measure the official unemployment rate show that approximately half (47 percent) of unemployed people during the 1999 to 2007 period had low or no qualifications.<sup>8</sup> When compared, placement numbers in Training Opportunities represent roughly 45 percent (on average) of unemployed people with low or no qualifications across the period. Significantly, the proportions of learners placed in Training Opportunities compared to the number of unemployed people with of low or no qualifications has increased between 1999 and 2007, by approximately 10 percentage points, even while the numbers of placements in Training Opportunities has fallen.

Table 1 – Training Opportunities participation compared to June quarter HLFS unemployment 1999 to 2007<sup>9 10</sup>

	1999	2000	2001	2002	2003	2004	2005	2006	2007
TO total placements	24,496	23,477	22,970	20,143	19,749	18,678	17,099	17,571	17,102
HLFS unemployed	131,500	115,500	101,400	101,100	93,300	81,600	76,200	76,100	83,300
TO placements as a proportion of all unemployed	18.6%	20.3%	22.7%	19.9%	21.2%	22.9%	22.4%	23.1%	20.5%
HLFS unemployed – low / no quals	67,200	58,800	50,500	46,300	41,200	37,500	34,600	33,500	37,300
TO placements as a proportion of low / no quals unemployed	36.5%	39.9%	45.5%	43.5%	47.9%	49.8%	49.4%	52.5%	45.8%

**Note** Total placements means the number of distinct individuals with one or more placements within each year rather than the total number of placements.

Source: Tertiary Education Commission, Statistics New Zealand.

Table 2 shows statistics on the number of unemployment-related benefit (UEB) clients from 1999 to 2007, by length of current spell in receipt of benefit.<sup>11</sup> It shows a steady decrease in the number of unemployment-related benefit recipients over the 1999 to 2007 period, from 159,000

<sup>8</sup> Defined in the HLFS as having no qualifications / not specified, or 5<sup>th</sup> Form (Year 11) or under, as their highest qualification.

<sup>9</sup> For analytical purposes, the measures of participation may differ slightly from measures published by the TEC.

<sup>10</sup> Training Opportunities participant data applies to full-calendar-year participation by learners, while numbers of unemployed and externally-sourced statistics generally apply to a single date within each calendar year (usually 30 June). This method was chosen because of the shorter periods of learning compared to other forms of provider-based tertiary education (half of all placements (48 percent) last for twelve or fewer weeks on average). This method potentially inflates the coverage rates provided, but is constant across years, so is a valid measure for relativity purposes.

<sup>11</sup> Unemployment-related benefits are Work and Income New Zealand unemployment benefits, payable to registered job seekers. Further definition can be found in MSD, 2008.

in 1999 to just 29,000 in 2007, a decrease of 81 percent. The number of unemployment-related benefit recipients of six or more months decreased from 99,000 in 1999 to 15,000 in 2007, a decrease of 85 percent.

Table 2 – Trends in the period clients have received an unemployment-related benefit (UEB) 1999 to 2007

Length of current spell	1999	2000	2001	2002	2003	2004	2005	2006	2007
Under 6 months	59,553	53,411	46,214	43,196	38,306	28,669	23,810	21,374	14,096
6 months to 2 years	76,446	68,402	47,799	41,498	36,300	23,256	17,510	14,875	9,142
2 to 4 years	16,834	20,574	28,641	23,748	14,330	10,048	6,243	4,063	3,109
Over 4 years	6,096	7,066	8,773	10,111	14,931	11,599	7,779	5,186	3,141
Total	158,929	149,453	131,427	118,553	103,867	73,572	55,342	45,498	29,488
Total 6 months and over	99,376	96,042	85,213	75,357	65,561	44,903	31,532	24,124	15,392
% change 6 months and over		-3.4%	-11.3%	-11.6%	-13.0%	-31.5%	-29.8%	-23.5%	-36.2%

**Note** Year applies to fiscal year ending June for MSD data.

Source: Ministry of Social Development.

Table 3 shows statistics on the number of unemployment-related benefit clients receiving benefits for 6 months or more from 1999 to 2007, and compares this to the number of placements in Training Opportunities in each year. In 1999 Training Opportunities learner numbers represented 25 percent of long-term unemployment-related benefit recipients, and by 2007, this proportion increased to 111 percent.

When compared to the number of placements under the Work and Income (WINZ 18+)<sup>12</sup> eligibility criteria, Training Opportunities placements represent 9 percent of the number of unemployment-related benefit recipients of 6 months or more in 1999, and 16 percent in 2007, although the proportion does not show a uniform change from year to year. The proportion peaks in 2000 and 2001, troughs in 2003, and rises steadily thereafter.

Table 3 – Trends in the period clients have received an unemployment-related benefit 1999 to 2007

Length of current spell	1999	2000	2001	2002	2003	2004	2005	2006	2007
TO total placements	24,496	23,477	22,970	20,143	19,749	18,678	17,099	17,571	17,102
Total 6 UEB months and over	99,376	96,042	85,213	75,357	65,561	44,903	31,532	24,124	15,392
Proportion of TO to UEB 6 month plus	24.6%	24.4%	27.0%	26.7%	30.1%	41.6%	54.2%	72.8%	111.1%
WINZ 18+ TO placements	8,627	9,619	9,014	6,948	3,695	2,755	1,895	1,995	2,442
Proportion WINZ 18+ TO placements to UEB 6 months plus	8.7%	10.0%	10.6%	9.2%	5.6%	6.1%	6.0%	8.3%	15.9%

**Note** Year applies to fiscal year ending June for MSD data, but to calendar year for Training Opportunities placements.

Sources: Ministry of Social Development, Tertiary Education Commission.

In summary, Training Opportunities coverage of its core constituencies (people eligible to participate) has changed from 1999 to 2007. The change in the total amount of Training Opportunities funding used (within the available funding limit) has been sensitive to changes in GDP growth during the period. Changing labour market conditions during this period, eventuating in periods of historically low unemployment and high labour market participation, coupled with increases in participation in level 1 to 3 qualifications, has reduced the Training Opportunities client base.

The number of Training Opportunities learners dropped within the period (by 30 percent), but not at the same rate as:

- the total estimates of the number of unemployed as measured in the HLFS (by 36 percent),

<sup>12</sup> See section 3.6 below for explanation of Training Opportunities eligibility criteria.

- the estimates of low or not qualified unemployed as measured by the HLFS (by 45 percent),
- the number of UEB related claimants (by 81 percent),
- the number of UEB related claimants of 6 or more months duration (by 85 percent).

The following sections examine participation changes by demographic groups compared with changes in the structure of the population during the 1999 period.

## 4.2 Participation by ethnic group

Participation in Training Opportunities differs between ethnic groups. Changes across the 1999 to 2007 period reflect changes in both the unemployment rate of ethnic groups and the changing ethnic make-up of the population of New Zealand. Greater participation by Pasifika and Asian learners mirrors these groups' increasing share of the overall population, while European participation has fallen as Europeans have become a smaller proportion of the population.

Table 4 shows the rate of unemployment for broad ethnic groups between 1999 and 2007, and the change in the estimated numbers of people unemployed in each group. Unemployment fell for all ethnic groups between 1999 and 2007. The Māori and Pasifika ethnic groups have had consistently higher rates of unemployment than Europeans during this period. The final column shows that the estimated number of unemployed people in each ethnic group fell much faster for some ethnic groups, such as Māori (by 49.8 percent), than for others (by 24.3 percent for Pasifika for example).

Table 4 – HLFS unemployment rate by ethnic group at 30 June 1999 to 2007

<b>Ethnic group</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>% change 1999 – 2007</b>
	(%)	(%)	(%)	(%)	(%)	(%)	(%)	(%)	(%)	
European	5.1	4.6	4.0	3.7	3.4	3.0	2.5	2.4	2.8	–38.3
Māori	18.2	13.0	11.9	11.0	10.4	8.8	8.6	8.2	7.0	–49.8
Other	11.9	11.6	8.6	8.4	8.3	5.8	6.7	5.9	4.8	–6.2
Pasifika	12.7	10.8	9.1	9.7	7.1	7.4	6.0	5.9	8.1	–24.3
<b>Total</b>	<b>6.9</b>	<b>6.1</b>	<b>5.2</b>	<b>5.1</b>	<b>4.6</b>	<b>4.0</b>	<b>3.6</b>	<b>3.5</b>	<b>3.5</b>	<b>–39.7</b>

**Note** Ethnic group is prioritised by the TEC. As such, some groups may be under-represented.

Source: Statistics New Zealand.

Table 5 shows the proportion of placements in Training Opportunities by ethnic group. On average Māori are the largest ethnic group among Training Opportunities participants; followed by Europeans. Pasifika learners constitute 11 percent of learners placed on average, while Asian learners make up about 5 percent.

The proportion of placements by learners who identify as European and Māori has fallen over the 1999 to 2007 period while the proportion of learners identifying as Asian has risen. Pasifika learners have been a relatively static proportion across the period; but were a higher proportion of placements than ever before in 2007.

Table 5 – Training Opportunities participation by ethnic group by year

Ethnic group	1999 (%)	2000 (%)	2001 (%)	2002 (%)	2003 (%)	2004 (%)	2005 (%)	2006 (%)	2007 (%)
European	38.9	39.2	38.1	38.1	35.6	34.5	35.3	36.4	35.1
Māori	42.3	41.4	42.4	41.3	41.8	41.8	41.1	40.8	40.5
Pasifika	11.1	10.8	10.7	9.9	11.2	11.6	11.3	11.3	12.7
Asian	3.4	3.9	3.6	4.6	5.2	5.6	6.0	5.9	6.2
Other	4.3	4.7	5.2	5.9	6.1	6.5	6.3	5.6	5.5
<b>Total</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>

**Note** Total placements means the number distinct individuals with one or more placements within each year rather than the total number of placements.

Source: Tertiary Education Commission.

The population composition of 15 to 64 year olds across ethnic groups between roughly the same time period (1996 to 2006) shows a decline in the relative proportion of residents identifying as ‘European’ or ‘New Zealander’; and an increase in the proportion who identify as ‘Pasifika’, ‘Asian’ and ‘Middle Eastern/Latin American/African’ (MELA).

The proportion identifying as Māori has fallen relatively between 1996 and 2001, and remains static up to 2006. (see Table four below).

It is evident that changes in relative proportions of Training Opportunities placements by ethnic group has been somewhat in line with changes in relative population growth.

Table 6 – Census resident population by ethnic group by census year – 15 to 64 year olds, 1996, 2001 and 2006

Ethnic group	1996 (%)	2001 (%)	2006 (%)
European or Other Ethnicity (including New Zealander)	82.1	78.5	75.6
Māori	14.1	13.8	13.8
Pasifika	5.5	6.0	6.5
Asian	5.7	7.8	10.8
Middle Eastern/Latin American/African	0.5	0.7	1.0

**Note** Total placements means the number distinct individuals with one or more placements within each year rather than the total number of placements.

Source: Statistics New Zealand.

Table 7 shows the level of participation in Training Opportunities as a percentage of the number of people identifying as unemployed in the HLFS from the 30<sup>th</sup> June of each year by ethnic group. In summary, Māori and Pasifika unemployed people seem to participate in Training Opportunities at much higher levels than other ethnic groups.

The proportion identifying as Māori ranges from 35 percent to 47 percent of the number of unemployed Māori in each year, while the number of Training Opportunities learners who identify as Pasifika range from 22 percent to 36 percent of unemployed Pasifika.

Unemployed Europeans participate in Training Opportunities at much lower levels than either of these two groups: and at a slightly lower level than ‘Other’ learners.<sup>13</sup>

<sup>13</sup> Asian learners are aggregated into ‘Others’ in the HLFS data this table is calculated from.

Table 7 – Training Opportunities participation by ethnic group as proportion of HLFS unemployed category 1999 to 2007

Ethnic group	1999 (%)	2000 (%)	2001 (%)	2002 (%)	2003 (%)	2004 (%)	2005 (%)	2006 (%)	2007 (%)
European	12.1	13.0	14.2	13.3	13.3	13.3	14.9	16.0	12.4
Māori	34.9	41.0	44.7	37.2	39.0	47.0	41.4	42.2	46.5
Other	14.7	16.8	18.8	18.2	17.9	23.3	15.6	15.3	16.5
Pasifika	26.4	29.1	33.6	22.0	34.1	31.0	36.4	34.2	27.8

Source: Tertiary Education Commission.

Table 8 shows the level of participation in Training Opportunities as a proportion of the number of ‘low or no qualifications’ people identifying as unemployed in the HLFS from the 30<sup>th</sup> June in each year by ethnic group.

In summary: Māori are highly represented in Training Opportunities. The number of Māori participating in Training Opportunities as a proportion of the number of Māori unemployed who have no or low qualifications ranges from 49 percent to 83 percent (depending on the year); while, in contrast, the proportion for European ranges from 28 percent to 40 percent of those with no or low educational qualifications unemployed. Pasifika learners lie somewhere between these two, with a range of 36 percent to 64 percent.

Table 8 – Training Opportunities participation by ethnic group as proportion of HLFS unemployed category: low or no qualifications 1999 to 2007

Ethnic group	1999 (%)	2000 (%)	2001 (%)	2002 (%)	2003 (%)	2004 (%)	2005 (%)	2006 (%)	2007 (%)
European	28.0	27.7	30.8	31.5	31.6	31.6	37.0	40.0	27.7
Māori	49.3	65.2	73.7	65.0	76.5	75.7	64.0	83.3	79.6
Other	40.3	42.3	49.6	50.7	57.2	102.9	48.9	43.2	80.0
Pasifika	36.3	42.9	51.1	40.9	52.8	47.2	64.3	47.2	49.4

Source: Tertiary Education Commission.

### 4.3 Participation by gender

The gender mix of placements has been fairly evenly balanced between 1999 and 2007. Females make up just over half of all placements by individuals across the period, at an average of 51 percent.

Statistics New Zealand Census data shows that women accounted for 50.3 percent of the resident 15 to 64 years population in 1996, rising to 51 percent in 2006. In this context, participation in Training Opportunities was slightly higher for women than for men between 2000 and 2006; reaching a peak in 2005 and dropping away again by 2007.

Table 9 – Training Opportunities participation by gender 1999 to 2007

Gender	1999 (%)	2000 (%)	2001 (%)	2002 (%)	2003 (%)	2004 (%)	2005 (%)	2006 (%)	2007 (%)
Females	49.3	51.4	51.0	51.8	51.8	52.3	53.4	51.6	50.7
Males	50.7	48.6	49.0	48.2	48.2	47.7	46.6	48.4	49.3

Source: Tertiary Education Commission.

## 4.4 Participation by age

The age profile of learners participating in Training Opportunities has changed in line with the ageing of the overall population of New Zealand.

Table 10 shows the age profile of the population from the 1996, 2001 and 2006 censuses. In summary; it portrays an ageing population (characterised by insufficient replacement of young people). The proportion of the resident population aged 15 to 39 years declined significantly in the period (by 5.5 percentage points), while the proportion aged 40 years or over increased by 5.5 percentage points across the ten years.

Table 10 – Resident population age 15 years or older 1996, 2001, 2006

Age group	1996 (%)	2001 (%)	2006 (%)
15 to 19 years	9.4	9.2	9.5
20 to 24 years	9.8	8.5	8.8
25 to 29 years	9.9	8.6	7.9
30 to 34 years	10.5	9.7	8.7
35 to 39 years	10.3	10.2	9.5
40 to 44 years	9.2	9.9	9.8
45 to 49 years	8.7	8.7	9.3
50 to 54 years	6.7	8.2	8.0
55 to 59 years	5.7	6.3	7.4
60 to 64 years	4.8	5.4	5.7
65 years or over	15.0	15.3	15.5

Source: Statistics New Zealand.

Table 11 shows a changing age profile for placements in Training Opportunities from 1999 to 2007: one that could mostly be accounted for by population ageing. The proportion of placements by young people (24 years old at placement or younger) has been reasonably stable between 1999 and 2007. However, the proportion of learners who are 25 to 30 years old has fallen since 1999 as has the proportion who are aged 31 to 40 years old at placement. Learners aged 41 years and older have steadily increased from 1999 to 2007 as a proportion of total placements by individuals.

In summary, learners aged 39 years or younger accounted for 82 percent of placements in 1999, but by 2007 this proportion had dropped by 8.1 percentage points to 74 percent. The proportion of placements by learners aged 40 years or more increased from 18.1 percent in 1999 to 26.3 percent in 2007 (a commensurate increase of 8.1 percentage points).

Table 11 – Training Opportunities participation by age group at placement 1999 to 2007

Age group	1999 (%)	2000 (%)	2001 (%)	2002 (%)	2003 (%)	2004 (%)	2005 (%)	2006 (%)	2007 (%)
15 to 19 years	23.1	21.7	21.6	22.1	24.1	23.2	23.5	24.0	23.7
20 to 24 years	19.7	20.0	20.0	20.5	20.6	20.5	19.6	20.5	19.9
25 to 29 years	14.2	13.8	13.4	13.0	11.9	11.7	11.0	10.9	11.0
30 to 34 years	12.9	13.0	12.6	12.4	11.9	11.6	10.9	10.1	9.2
35 to 39 years	11.9	12.1	12.0	11.6	11.0	10.3	10.4	9.6	9.9
40 to 44 years	8.5	9.0	9.4	9.1	9.1	9.1	9.0	9.3	9.2
45 to 49 years	5.6	5.9	6.0	6.2	6.3	6.5	7.3	7.3	7.5
50 to 54 years	3.1	3.3	3.6	3.6	3.8	4.6	4.9	4.8	5.5
55 to 59 years	0.8	1.1	1.0	1.2	1.0	2.0	2.8	2.8	3.2
60 to 64 years	0.1	0.1	0.3	0.2	0.3	0.4	0.5	0.6	0.8
65 years or over	0.0	0.0	0.0	0.0	0.0	0.1	0.1	0.1	0.1

Source: Tertiary Education Commission.

## 4.5 Participation by region

The distribution of Training Opportunities learners throughout the regions of New Zealand has consistently reflected the distribution of unemployed people. In some regions, coverage of Training Opportunities has grown, as the decline in the number of learners has not matched the rate of decline in numbers of unemployed people in that region overall.

Table 12 shows a variety of placements by year across New Zealand's main regional areas.<sup>14</sup> The Auckland region consistently shows the greatest proportion of Training Opportunities participants; while the Nelson/Marlborough/West Coast region shows the lowest proportion.

Table 12 – Training Opportunities participation by TEC region 1999 to 2007

Region	1999 (%)	2000 (%)	2001 (%)	2002 (%)	2003 (%)	2004 (%)	2005 (%)	2006 (%)	2007 (%)
Northland	7.2	7.1	7.4	6.8	6.6	7.2	8.0	6.9	6.8
Auckland	25.8	26.4	25.0	24.9	26.1	26.5	25.4	25.6	27.5
Bay of Plenty	8.8	9.1	9.4	8.8	9.0	8.5	8.2	9.1	8.4
Waikato	8.9	10.1	9.3	10.0	10.1	9.8	9.1	9.5	8.7
Eastern	9.6	7.5	8.3	8.3	7.8	7.4	7.3	7.2	7.8
Taranaki/Wanganui/Manawatu	9.4	10.1	10.8	10.0	10.0	10.0	5.7	5.8	5.9
Wellington	8.0	8.1	8.1	9.0	8.8	10.0	14.8	15.5	15.3
Nelson/Marlborough/West Coast	4.6	4.5	4.4	4.4	4.8	4.2	4.4	4.2	4.4
Canterbury	10.0	9.4	9.8	10.3	9.9	9.4	10.1	9.5	8.4
Southern	7.7	7.8	7.5	7.5	6.9	7.0	7.0	6.7	6.7
<b>Total</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>

Source: Tertiary Education Commission.

When compared to the distribution of unemployed people in the labour force throughout New Zealand using the official unemployment rate in each region (Table 13), the distribution of Training Opportunities learners seems appropriate, with some minor differences.

<sup>14</sup> Regional identification is based on the coverage of the TEC's regional office structure. These roughly correspond to HLFS Regional Council areas, making a comparison between them possible.

Table 13 – Distribution of unemployed people by region 1999 to 2007

Region	1999 (%)	2000 (%)	2001 (%)	2002 (%)	2003 (%)	2004 (%)	2005 (%)	2006 (%)	2007 (%)
Northland	5.7	4.9	4.7	5.6	5.7	4.5	4.7	5.1	4.0
Auckland	27.0	27.4	28.9	27.3	26.1	26.9	29.3	28.2	31.8
Bay of Plenty	8.6	8.0	8.1	8.8	8.3	7.8	5.2	5.8	5.3
Waikato	10.9	10.2	10.2	10.1	10.3	7.5	8.3	8.9	9.0
Eastern	5.3	5.5	6.2	5.1	5.1	5.8	6.4	6.4	5.9
Taranaki/Wanganui/Manawatu	6.9	9.2	8.3	8.1	8.3	8.9	8.4	9.5	9.2
Wellington	11.0	10.1	9.9	11.3	13.0	14.1	14.1	14.6	13.7
Nelson/Marlborough/West Coast	3.6	3.8	2.8	3.2	2.7	3.2	2.7	3.4	3.2
Canterbury	13.8	13.8	14.4	13.7	13.2	13.8	13.5	12.0	12.1
Southern	7.3	7.1	6.5	6.8	7.3	7.5	7.3	6.0	5.8
<b>Total</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>

Source: Tertiary Education Commission.

Table 14 shows the official unemployment rate in each region for the June quarter of each year. Unemployment fell faster outside of the main population centres between 1999 and 2007: the Northland and Bay of Plenty regions saw falls of 6.8 and 8 percentage points respectively. The Auckland and Wellington regions' unemployment fell by 2.7 and 4.1 percentage points respectively.

Table 14 – Unemployment rate by year and by TEC region 1999 to 2007

Region	1999 (%)	2000 (%)	2001 (%)	2002 (%)	2003 (%)	2004 (%)	2005 (%)	2006 (%)	2007 (%)
Northland	13.3	9.4	8.4	9.5	8.9	6.3	5.4	5.6	4.5
Auckland	6.7	5.9	5.4	4.8	4.5	3.9	3.7	3.6	4.0
Bay of Plenty	11.6	8.6	8.0	8.2	7.4	6.1	4.0	4.4	3.6
Waikato	9.2	7.0	6.2	5.9	5.5	3.7	3.9	3.9	3.7
Eastern	8.1	7.6	7.2	5.8	5.5	5.4	5.0	4.9	4.9
Taranaki/Wanganui/Manawatu	6.8	7.7	5.8	5.4	5.0	4.8	4.0	4.4	4.3
Wellington	6.5	5.3	4.4	5.0	5.2	5.0	4.2	4.5	4.1
Nelson/Marlborough/West Coast	5.8	5.9	3.7	4.1	3.3	3.3	2.3	3.1	3.0
Canterbury	7.6	6.5	5.7	5.1	4.6	4.1	3.3	2.9	3.1
Southern	7.2	6.3	5.1	5.0	5.0	4.4	3.9	3.3	3.2
<b>Total</b>	<b>7.6</b>	<b>6.6</b>	<b>5.7</b>	<b>5.4</b>	<b>5.1</b>	<b>4.4</b>	<b>3.8</b>	<b>3.8</b>	<b>3.8</b>

Source: Tertiary Education Commission.

Table 15 shows the Training Opportunities participants divided by the estimate of the total number of unemployed person in each region in each year, to provide a rough measure of Training Opportunities 'coverage'. Efficiency dictates that, if programmes such as Training Opportunities are to be responsive to labour market need, all other things being equal, coverage should be constant across years.

Coverage appears to have increased overall between 1999 and 2007, by 3 percentage points while unemployment has dropped by 3.8 percentage points. There are interesting differences in the coverage between regions: coverage appears to be consistently higher in areas outside of the main population centres (Auckland, Wellington and Christchurch).

The two regions that have grown the fastest in terms of coverage are Northland and Bay of Plenty, which we have established are the two regions wherein unemployment fell the fastest.

Coverage has grown by 10 percentage points in the Wellington region across 1999 to 2007, but only by 1 percentage point in Auckland. It has fallen in only two regions: the amalgamation of Taranaki, Wanganui and the Manawatu regions and in the Eastern Coast region.

Table 15 – Training Opportunities participation by TEC region as proportion of HLFS unemployment at 30 June 1999 to 2007

Region	1999 (%)	2000 (%)	2001 (%)	2002 (%)	2003 (%)	2004 (%)	2005 (%)	2006 (%)	2007 (%)
Northland	21.7	27.3	33.6	22.8	22.3	33.1	35.0	28.5	34.4
Auckland	16.4	18.2	18.2	17.3	19.3	20.1	18.1	18.9	17.4
Bay of Plenty	17.5	21.4	24.3	18.9	20.7	22.0	32.7	32.6	32.3
Waikato	14.1	18.7	19.2	18.7	18.9	26.6	22.8	22.3	19.4
Eastern	31.2	25.7	28.1	31.3	29.0	26.0	23.7	23.6	26.7
Taranaki/Wanganui /Manawatu	23.4	20.8	27.5	23.5	23.1	23.0	14.3	12.9	13.1
Wellington	12.4	15.1	17.3	15.0	13.1	14.5	21.9	22.3	22.5
Nelson/Marlborough/West Coast	22.4	22.1	32.9	26.1	34.0	27.4	34.4	25.3	27.9
Canterbury	12.4	12.9	14.4	14.3	14.4	13.9	15.6	16.6	14.1
Southern	18.0	21.0	24.3	20.7	18.2	19.0	20.0	23.1	23.7
<b>Total</b>	<b>17.2</b>	<b>18.9</b>	<b>21.1</b>	<b>19.0</b>	<b>19.2</b>	<b>20.4</b>	<b>20.9</b>	<b>20.9</b>	<b>20.2</b>

Source: Tertiary Education Commission.

The differences in coverage between regions and the changes across time could reflect a number of factors, such as:

- the higher likelihood of concentrations of people who closely match the Training Opportunities eligibility criteria in the more rural areas;
- any differences in the practices of referral by WINZ case managers between regions
- the concentration of training providers offering Training Opportunities in each region;
- the changing patterns of long-term unemployment and other eligible conditions within each region;
- any programme administration (i.e. allocative efficiency and other) differences between the different regions.

## 4.6 Participation by eligibility

There is a variety of eligibility criteria for Training Opportunities and people can be referred to the programme from a variety of organisations (but mainly through Work and Income New Zealand – see *referral agency* section below). TEOs may decline entry to the programme for people who they assess as being unsuitable.

Eligibility criteria for Training Opportunities are set by the Ministry of Social Development in agreement with the TEC. This section examines eligibility at each placement in each year – a succeeding section examines participation by original eligibility criterion of the participant.

Table 16 provides a list of the current eligibility criteria (as at May 2007) and short codes (for convenience, the short code is used in subsequent tables and graphs to signify the eligibility criterion of learners).

Table 16 – Current Training Opportunities eligibility criteria (at May 2007) and category coding

Eligibility Criteria	Eligibility code
Registered with Work and Income, aged 18 or 19 years, with low qualifications <sup>15</sup> and having left school within the last 26 weeks	<b>School Leaver 18/19</b>
Registered with Work and Income as an unemployed job seeker for at least 26 weeks, and having low qualifications	<b>WINZ 18 +</b>
Registered with Work and Income for fewer than 26 weeks, or a client of Work and Income with low qualifications and assessed by Work and Income as being at risk of long-term unemployment. This category includes people who have 81 or more credits on the National Qualifications Framework (NQF) but their NZQA record of learning shows fewer than a total of 12 credits in literacy (English) and / or numeracy (mathematics) unit / achievement standards	<b>At Risk</b>
<p>Either: Registered with Work and Income as an unemployed job seeker for at least 26 weeks</p> <p>Or: a youth client aged 16 to 20 years (inclusive) who has been registered as a job seeker for at least 13 weeks and has been assessed by Work and Income as lacking foundation skills and meeting one of the following criteria:</p> <ul style="list-style-type: none"> <li>• Obtained School Certificate passes in three or more subjects</li> <li>• Holder of 81 credits or more (but fewer than 240 credits) on the NQF</li> </ul>	<b>Foundation Skills</b>
<p>Registered with Work and Income, granted Refugee Status and holding high qualifications.</p> <p>Refugees with low qualifications must have their eligibility assessed by Work and Income to gain access under the Foundation Skills or At Risk criteria</p>	<b>Refugee</b>
Youth Training learners who have participated on Youth Training in the last three months and have been granted TEC approval to enter Training Opportunities to complete their training	<b>YOUTH</b>
Registered with Work and Income, aged less than 18 with low qualifications, having left or been exempted from school and granted approval by TEC	<b>School Leaver 16/17</b>
Learners re-entering the Training Opportunities programme within six months retain eligibility if they have fewer than 240 credits.	<b>Returning to TO</b>

Source: Tertiary Education Commission.

<sup>15</sup> ‘Low Qualifications’ are defined by the TEC as:

- the learner sat School Certificate and has fewer than three passes
- the learner has not sat School Certificate, and has fewer than 81 credits at level 1 and/or a combined total of fewer than 81 credits across all levels on the National Qualifications Framework (NQF). This includes all credits that the learner has achieved, including those gained while at school or in other training programmes.

The TEC also considers a learner to have low qualifications if the learner has fewer than 12 credits in English (literacy) and/or mathematics (numeracy) at National Certificate of Education Achievement (NCEA) or NQF level 1.

Other groups of people were also eligible to participate in Training Opportunities in previous years, but eligibility has been refocused and some of these groups are no longer specifically eligible to participate, although they could be eligible under the new broad *At Risk* and *Foundation Skills* categories. These include: Domestic Purposes Benefit and Widows Benefit recipients (DPB and WB); clients of WorkBridge; and ex-prisoners (Justice).

Table 17 shows the distribution of participation by eligibility criteria over the period. The At Risk and Foundation Skills criteria were introduced in 2003, replacing the specific WorkBridge; DPB and WB and Justice categories in response to the recommendations contained in the report of the Building Futures Review to:

- Retain the current criteria which focus on long-term jobseekers and school leavers with no or low qualifications, and provide priority access to some identified beneficiary groups who face multiple barriers to employment
- Focus more exclusively on those who lack qualifications and have experienced difficulty finding sustainable employment
- Widen access so that all who are assessed as being at risk of long-term unemployment, due to lack of foundation skills, gain immediate access rather than waiting until they have been employed for a period.<sup>16</sup>

The At Risk group has grown steadily in relation to the other groups and remains the largest. The WINZ 18+ group has dropped to approximately half its 2002 proportion; however, some learners within this group may have been re-categorised as At Risk after 2002. The second largest group are those who re-enter Training Opportunities within six months.

Table 17 – Training Opportunities participation by eligibility category 1999 to 2007

Criteria group	1999 (%)	2000 (%)	2001 (%)	2002 (%)	2003 (%)	2004 (%)	2005 (%)	2006 (%)	2007 (%)
Returning to TO	35.8	29.3	29.5	29.8	31.9	31.7	34.0	32.7	34.7
WINZ 18+	31.8	36.9	35.5	32.1	17.4	14.0	10.5	10.8	13.7
At Risk	n/a	n/a	n/a	n/a	39.3	42.3	42.5	43.4	43.9
WorkBridge	12.7	14.6	15.3	16.9	0.0	0.0	0.0	0.0	0.0
DPB & WB	8.9	7.4	7.3	8.1	0.0	0.0	0.0	0.0	0.0
Foundation Skills	n/a	n/a	n/a	n/a	7.3	8.9	10.1	8.1	4.6
Youth Training	5.0	5.5	6.7	7.6	1.3	1.1	0.7	0.5	0.2
Exception/Other	3.1	3.5	3.6	3.4	0.6	0.6	1.0	3.2	1.8
School Leaver 18/19 yrs	1.4	1.5	1.0	1.0	0.8	0.5	0.3	0.6	0.8
REFUGEE	0.8	1.0	0.8	0.7	0.3	0.2	0.1	0.2	0.1
School Leaver 16/17 yrs	0.2	0.0	0.0	0.0	1.0	0.7	0.6	0.4	0.3
JUSTICE	0.3	0.4	0.4	0.4	0.0	0.0	0.0	0.0	0.0

Source: Tertiary Education Commission.

Table 18 shows the original eligibility for each learner active in Training Opportunities while Table 17 showed the criteria at each placement (learners may participate in the programme multiple times). The WINZ 18+ group were the most prevalent until the change in criteria in 2003, when the *At Risk* category learners became the largest group. The Foundation Skills group appears to have reached a proportionality plateau in 2005 and has subsequently been in decline.

<sup>16</sup> Ministry of Education, 2002

Table 18 – Training Opportunities participation by original eligibility category 1999 to 2007

Criteria Group	1999 (%)	2000 (%)	2001 (%)	2002 (%)	2003 (%)	2004 (%)	2005 (%)	2006 (%)	2007 (%)
WINZ 18+	45.9	50.5	50.4	45.9	30.1	22.6	16.9	16.4	20.0
AT RISK	n/a	n/a	n/a	n/a	43.7	58.5	63.6	64.4	66.1
WorkBridge	18.7	20.4	21.5	24.2	6.2	1.1	0.4	0.1	0.1
DP&WB	12.2	10.9	10.2	11.3	2.7	0.4	0.1	0.0	0.0
Foundation Skills	n/a	n/a	n/a	n/a	8.1	11.8	14.6	12.5	8.6
Youth Training	7.1	7.5	9.1	10.1	3.7	1.7	1.2	0.9	0.5
Exception/Other	4.0	4.8	5.0	4.9	1.8	1.2	1.4	3.8	3.1
SL18/19	2.2	2.4	1.6	1.5	1.4	0.9	0.6	0.8	1.1
REFUGEE	1.3	1.6	1.5	1.5	1.0	0.7	0.3	0.3	0.1
UNKNOWN	5.2	1.3	0.2	0.0	0.0	0.0	0.0	0.0	0.0
SL 16/17	2.9	0.2	0.0	0.0	1.1	1.1	0.9	0.7	0.5
JUSTICE	0.4	0.4	0.5	0.5	0.1	0.0	0.0	0.0	0.0

Source: Tertiary Education Commission.

## 4.7 Participation by educational history

Participants are asked to provide details of their educational history in order to determine their eligibility to participate in Training Opportunities. Table 19 illustrates that the majority of participants in Training Opportunities do indeed have low or no qualifications.

Of interest is the relative change between the proportion with no qualifications and those with credits at level 1 only: the first category was by far the largest in 1999, but has declined in prominence as the latter category has grown. This may be a consequence of a reduction in the number of learners who leave school with no or low qualifications in recent years; however, as Table 11 shows, only 15 percent or so of learners in Training Opportunities enter at ages 16 and 18 years – the group that would be most sensitive to this change. Table 11 also shows that the 19 to 24 year old group is the largest group (at 29 percent) and the younger members of this group may be driving some of this change.

Table 19 – Training Opportunities participation by educational history 1999 to 2007

Educational History	1999 (%)	2000 (%)	2001 (%)	2002 (%)	2003 (%)	2004 (%)	2005 (%)	2006 (%)	2007 (%)
No formal secondary school qualifications or less than 12 credits at level 1	66.6	65.4	63.9	60.8	58.6	56.9	52.0	46.0	41.9
School Certificate or 12 or more credits at level 1 or above	23.3	23.6	24.6	27.0	30.1	31.4	35.6	43.6	49.2
Sixth Form Certificate or 12 or more credits at level 2 or above	4.9	5.0	4.6	4.6	4.2	3.8	3.4	1.5	1.2
University Entrance or National Certificate Level 2	1.6	2.0	2.3	3.3	3.4	3.9	4.8	4.8	3.1
Higher School Certificate or 12 to 39 credits at level 3 or above, Bursary Exam A or B Bursary, Scholarship	1.1	1.3	1.4	1.5	1.5	1.8	1.8	1.5	1.6
Trade Certificate	1.0	1.0	0.9	0.7	0.5	0.4	0.4	0.3	0.2
Degree	0.5	0.6	0.6	0.6	0.3	0.3	0.3	0.3	0.2
Unknown/Other	1.1	1.3	1.7	1.5	1.4	1.5	1.6	1.9	2.5

Source: Tertiary Education Commission.

## 4.8 Participation by employment history

Training Opportunities participants are also questioned on their employment history. Table 20 shows participation by individuals' immediate history of employment, illustrating relative stability between the proportions of categories across the 1999 to 2007 period.

The largest group of learners (40 percent on average) have worked full-time for one year or more before entering Training Opportunities. A large proportion (around 26 percent) have only ever worked in part-time employment.

The proportion who have never worked in paid employment has fallen from 20 percent in 1999 to 17 percent in 2007. This drop may be a consequence of the high labour force participation rate, low unemployment rates and associated tight labour market conditions experienced in New Zealand during the 2002 to 2006 period.

Table 20 – Training Opportunities participation by employment history 1999 to 2007

Employment History	1999 (%)	2000 (%)	2001 (%)	2002 (%)	2003 (%)	2004 (%)	2005 (%)	2006 (%)	2007 (%)
Unknown	0.0	0.0	0.0	0.0	0.0	0.0	0.1	0.0	0.0
Never Worked in Paid Employment	20.1	20.5	19.6	18.1	17.5	18.7	18.1	16.8	16.7
Only Worked Part Time	26.1	26.8	27.3	26.3	25.5	24.9	25.5	26.2	26.3
Worked Full Time for less than 1 year	13.9	13.8	14.8	15.4	16.3	15.7	15.9	15.3	15.4
Worked Full Time for 1 year or more	39.9	38.9	38.4	40.1	40.7	40.6	40.4	41.6	41.5

Source: Tertiary Education Commission.

## 4.9 Participation by referral agency

Tertiary education organisations offering Training Opportunities courses are required to record the referring agency of each participant. Participants can be referred to the programme by any number of agencies, including by Work and Income New Zealand (WINZ); the Training Provider; Non-Enrolment Truancy Service (NETS); as well as by the participant themselves, and others. They are then assessed against the eligibility criteria to see if they qualify to participate on the programme.

Table 21 shows participation in Training Opportunities by referral agency and year. Referrals in 1999 seem to be highly biased towards the learner – this may be a transfer issue from the old Training Opportunities. Taking trends from 2002 onwards to allow for this, nevertheless, shows a decreasing tendency for participants to be referred by ‘Self’ and an increase in the proportion who are referred into the programme by WINZ, particularly between 2005 and 2007. Referrals by Workbridge dropped away significantly between 2002 and 2003 while referrals by Training Providers have increased from 2000 and are now approximately 15 percent of referrals.

Table 21 – Training Opportunities participation by referral agency 1999 to 2007

Referral Agency	1999 (%)	2000 (%)	2001 (%)	2002 (%)	2003 (%)	2004 (%)	2005 (%)	2006 (%)	2007 (%)
SELF	84.2	37.3	33.5	33.3	43.1	39.2	37.9	23.5	21.3
WINZ	15.1	29.3	30.2	29.3	34.8	38.2	39.3	53.0	56.6
Workbridge	0.6	15.7	16.4	18.5	1.1	0.5	0.5	0.0	0.1
School	0.0	0.5	0.4	0.5	0.6	0.7	0.6	0.7	0.7
NZ Immigration Service	0.1	0.0	0.0	0.1	0.0	0.0	0.0	0.0	0.0
Ministry of Education	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Ministry of Justice	0.0	0.4	0.5	0.4	0.1	0.2	0.2	0.2	0.2
Training Provider	0.0	9.6	11.8	12.4	14.0	15.3	15.4	14.6	14.5
OTHER	0.0	7.3	7.1	5.4	6.2	5.8	6.1	7.9	6.5
NETS	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.1	0.0
Child, Youth and Family services	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0

Source: Tertiary Education Commission.

## 5 PARTICIPATION BY PROVIDER, COURSE-RELATED AND OTHER FACTORS

### 5.1 Learner placements by training provider type

Training Opportunities training is provided by a range of tertiary education organisations (TEOs). These providers are distinguished by their ownership and governance structures, and range from private training establishments (PTEs) who are mostly privately owned, for-profit entities; through incorporated societies and charitable, non-profit independent bodies, to publicly-owned institutions like schools; universities and polytechnics and institutes of technology (ITPs).

There has been a change in the number of providers of each type offering Training Opportunities programmes: the numbers of providers in all categories have declined in number, but some at faster rates than others, while some have increased as a proportion of the overall numbers. For example, Charitable Trusts represented 17 percent of providers and 18 percent of learners in 1999 and 15 percent of providers and 13 percent of learners in 2007, while for PTEs, these figures are 53 percent of providers and 65 percent of learners in 1999 and 66 percent of providers and 75 percent of learners in 2007.

Table 22 shows that the majority of participants learn at PTEs, followed (not closely) by Charitable Trusts. The proportion of participants at PTEs has increased by approximately 10 percentage points from 1999 to 2007; to the detriment of all other provider types, but most particularly Charitable Trusts, which recorded a drop of 6 percentage points.

Table 22 – Training Opportunities learner participation by training provider type 1999 to 2007

Training Provider Type	1999 (%)	2000 (%)	2001 (%)	2002 (%)	2003 (%)	2004 (%)	2005 (%)	2006 (%)	2007 (%)	% change in raw number of placements
Marae	0.7	0.7	0.9	1.1	0.9	0.6	0.5	0.3	0.3	-67.1%
Charitable trust	18.1	16.9	15.5	14.9	13.5	12.6	13.3	12.8	12.7	-51.8%
Employer	3.0	2.5	2.1	1.6	1.7	1.8	1.1	0.9	0.9	-79.1%
Government training establishment	0.0	0.2	0.2	0.2	0.2	0.2	0.1	0.1	0.0	-100.0%
Incorporated society	4.9	4.3	3.7	3.3	3.4	3.8	4.1	3.8	4.1	-42.2%
Kokiri centre	0.3	0.3	0.1	0.1	0.1	0.0	0.0	0.0	0.0	-100.0%
Kohanga reo	0.1	0.0	0.0	0.1	0.1	0.0	0.0	0.0	0.0	-100.0%
Local authority	0.3	0.2	0.1	0.2	0.3	0.5	0.2	0.1	0.1	-78.3%
Private training establishment	64.5	67.3	69.9	71.7	72.5	73.0	73.2	74.7	74.8	-20.0%
ITP	4.9	4.8	4.7	4.0	3.6	4.0	4.1	4.3	4.3	-40.2%
School	1.8	1.7	1.8	2.0	2.5	2.2	2.3	1.9	1.8	-32.2%
University	0.9	1.2	1.0	0.8	1.1	1.3	1.1	1.0	1.0	-20.7%
<b>Wānanga</b>	<b>0.4</b>	<b>0.1</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>-100.0%</b>

Source: Tertiary Education Commission.

Table 23 shows the number of active training providers by type in each year. The number of active training providers<sup>17</sup> has declined over the period by 38 percent while the number of participants fell by 30 percent (see Table 1). The number of active Charitable Trust providers has fallen by 45 percent while the number of PTEs providing Training Opportunities learning has fallen by 23 percent. Incorporated Societies fell by 46 percent and the number of ITPs offering Training Opportunities programmes declined by 53 percent over the period.

<sup>17</sup> Active is defined as enrolling learners.

Declines in involvement by provider types may be due to a number of reasons: providers may go out of business; they may be declined further funding by the TEC; or they may decide they no longer wish to provide this form of training. Some may amalgamate or take over other providers. The TEC has recently reviewed the relevance of provision by PTEs and some may have consequently exited Training Opportunities and/or ceased to trade.

Table 23 – Training Opportunities training provider counts by type 1999 to 2007

Training Provider Type	1999	2000	2001	2002	2003	2004	2005	2006	2007	% change
Marae	5	5	5	4	4	3	3	1	1	-80.0%
Charitable trust	75	70	64	62	53	50	45	44	41	-45.3%
Employer	39	14	20	11	14	13	4	2	2	-94.9%
Government training establishment	2	3	2	2	1	1	1	1		-100.0%
Incorporated society	44	40	38	31	28	27	25	23	24	-45.5%
Kokiri centre	1	1	1	1	1					-100.0%
Kohanga reo	1	1	1	1	1	1				-100.0%
Local authority	4	2	1	2	2	2	2	1	1	-75.0%
Private training establishment	230	232	254	266	255	243	208	200	178	-22.6%
ITP	19	19	25	16	13	12	10	12	9	-52.6%
School	13	10	15	13	15	13	12	11	9	-30.8%
University	2	2	3	3	3	3	3	3	3	50.0%
Wānanga	2	1								-100.0%
<b>Total</b>	<b>437</b>	<b>400</b>	<b>429</b>	<b>412</b>	<b>390</b>	<b>368</b>	<b>313</b>	<b>298</b>	<b>268</b>	<b>-80.0%</b>

Source: Tertiary Education Commission.

## 5.2 Placements by programme 'major' field of study

Training Opportunities training is often classified as generic or 'mixed field' learning under classification systems such as the New Zealand Standard Classification of Education (NZSCED) when compared to other types of tertiary education. This is because emphasis in Training Opportunities lies in attainment of work-related, 'generic' skills, rather than those required particularly for any specific industry, field or occupation.

NZSCED is a subject-based classification system for courses and qualifications at universities, polytechnics, colleges of education, wānanga and private training establishments in receipt of Government funding. The classification system consists of three levels of detail (broad, narrow and detailed fields) defining each subject or field of study.<sup>18</sup>

Training Opportunities courses are linked to the NQF through unit standards: learners gain credits towards national qualifications. Each of these unit standards carries a sum of credits that are awarded if the standard is achieved. No credits are awarded if the standard is not achieved.

For the purposes of this study only, each course offered in Training Opportunities has been assigned a classification under NZSCED, based on the NZQA domain of NQF credits attainable in them. The 'Major Field of Study' variable shown in Table 21 is calculated in the following way:

- Unit Standard is identified as applicable to a course if at least one learner has attained credits from it in during placement in a course

<sup>18</sup> See Ministry of Education, *New Zealand Standard Classification of Education (NZSCED)*.

- The total number of credits available in each course by the standard ‘field’ (attracted by presence of one instance of a distinct Unit Standard) is summed.
- Standard field is aggregated to NZSCED.

Example:

Placed in course number 99999999; 1 learner attains credits from Unit Standard 1 (Field: A, worth 6 credits) and Unit Standard 7 (Field: B, worth 4 credits). Another learner gains credits from Unit Standard 1 and Unit Standard 9 (Field: C, worth 9 credits).<sup>19</sup>

The number of credits available in course 99999999, by Field, regardless of how many learners passed, failed or took the Unit Standard, is therefore calculated:

- A, 6 credits (32 percent)
- B, 4 credits (21 percent)
- C, 9 credits (47 percent)
- Total is 19 credits (100 percent)

In this case, the ‘Major Field of Study’ for course 99999999 is indicated as C, because 47 percent of the total number of credits available in the course lie in this field (and this is the largest single field). In the case of a tie for the largest field the course is allocated to ‘Mixed Field Programmes’.

Table 24 shows the distribution of placements by learners between the different ‘Major Fields of Study’. The majority of learners are placed in courses consisting of fields: ‘Food, Hospitality and Personal Services’; ‘Society and Culture’, and ‘Mixed Field Programmes’.<sup>20</sup>

Society and culture major field courses consist of 10 percentage points more placements in 2007 than in 1999 while mixed field programmes have declined in relative importance between 1999 and 2007 while food, hospitality and personal services major field courses have remained a consistent proportion of placements.

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<sup>19</sup> These values are fictitious, used for example purposes only.

<sup>20</sup> ‘Mixed Field Programme’ has been assigned as a course major field if:

- it makes up the major field of each course, as described above, or
- there is a tie: two or more fields constitute the same highest proportion of credits available in a course.

Table 24 – Training Opportunities learner placements by course major field of study 1999 to 2007

Major Field of Study	1999 (%)	2000 (%)	2001 (%)	2002 (%)	2003 (%)	2004 (%)	2005 (%)	2006 (%)	2007 (%)
Agriculture Environmental and Related Studies	9.4	9.7	9.4	9.1	10.2	8.0	7.8	7.7	6.6
Architecture and Building	1.8	2.6	2.7	2.6	2.9	4.2	3.3	2.6	4.2
Creative Arts	0.3	0.5	0.4	0.4	0.5	0.5	0.4	0.2	0.2
Education	0.8	1.2	1.1	0.5	0.8	0.9	1.1	1.1	1.6
Engineering and Related Technologies	6.1	6.8	6.3	5.5	6.6	6.2	7.2	6.0	5.5
Food Hospitality and Personal Services	20.2	21.7	21.9	20.9	21.0	20.8	21.8	22.7	23.2
Health	2.6	3.0	3.8	3.3	2.5	2.4	2.5	3.0	1.0
Information Technology	7.1	7.6	9.0	8.6	8.5	9.0	7.1	5.8	5.7
Management and Commerce	10.0	11.1	11.0	8.9	8.8	7.7	8.4	8.1	7.8
Mixed Field Programmes	15.4	11.6	11.5	11.8	8.4	10.5	8.5	9.4	6.9
Natural and Physical Sciences	0.5	0.2	0.4	1.0	0.7	0.2	0.2	0.2	0.4
Society and Culture	24.6	23.3	21.9	26.8	27.7	28.7	31.4	31.8	34.6
No Standards passed/Identified for CSE	1.3	0.7	0.5	0.5	1.3	0.8	0.5	1.2	2.3

Source: Tertiary Education Commission.

### 5.3 Placements by programme ‘major’ NQF level

Training Opportunities courses are commonly referred to as being located at Levels 1 to 3 on the National Qualifications Framework (NQF). In the absence of a specific NQF Level variable in the Training Opportunities data collection and for the purposes of investigation of trends, an NQF Level variable has been created for each course using a similar method to that used above to identify a major field of study: an NQF level is assigned according to where the majority of credits available are positioned for Unit Standards taken in each course.<sup>21</sup>

Example:

Placed in course number 99999999; 1 learner attains credits from Unit Standard 1 (positioned at Level: 1, worth 6 credits) and Unit Standard 7 (Level: 2, worth 4 credits). Another learner gains credits from Unit Standard 1 and Unit Standard 9 (Level: 3, worth 9 credits).<sup>22</sup>

The number of credits available in course 99999999, by NQF Level, regardless of how many learners passed, failed or took the Unit Standard, is therefore calculated:

- Level 1 – 6 credits (32 percent)
- Level 2 – 4 credits (21 percent)
- Level 3 – 9 credits (47 percent)
- Total is 19 credits (100 percent)

In this case, the NQF Level for course 99999999 is indicated as ‘Level 3’, because 47 percent of the total number of credits available in the course lie at this level (and this is proportionally the largest single level in this course).

<sup>21</sup> It should be noted that this is not the method used by NZQA to assign NQF Levels to courses or programmes of study linked to the framework.

<sup>22</sup> These values are fictitious, used for example purposes only. This is not the method used by NZQA to assign NQF Levels to programmes or courses.

Table 25 shows the distribution of placements of learners in courses by the variable ‘Major NQF Level’ between 1999 and 2007. Using this method, it appears that the majority of courses in Training Opportunities ‘major’ at Level 2 on the NQF, with only 11 percent at levels above.

The distribution of placements of learners between 1999 and 2007 by major NQF Level appears to be quite stable. A small, but significant, proportion of courses contain mixes of standards that place them at Levels 4, 5 and even 6 of the NQF using this method, however.

Table 25 – Training Opportunities learner placements by course major NQF level

Major NQF Level	1999 (%)	2000 (%)	2001 (%)	2002 (%)	2003 (%)	2004 (%)	2005 (%)	2006 (%)	2007 (%)
Level 1	23.7	21.1	21.0	22.2	20.5	24.8	24.5	26.9	24.7
Level 2	62.4	66.6	63.7	63.0	64.1	59.5	60.4	61.3	62.0
Level 3	7.6	8.1	10.8	10.8	10.9	11.6	10.8	8.4	8.2
Level 4	4.9	3.3	4.0	3.4	3.0	3.3	3.5	1.9	2.6
Level 5	0.1	0.2	0.1	0.1	0.0	0.1	0.2	0.1	0.0
Level 6	0.0	0.0	0.0	0.0	0.0	0.0	0.1	0.1	0.0
No Standards passed/Identified for CSE	1.3	0.7	0.5	0.5	1.3	0.8	0.5	1.2	2.4

Source: Tertiary Education Commission.

## 5.4 Placements by number of placements in Training Opportunities by learners

As described in section 3.6 above, as long as they are assessed as eligible, learners may be referred to and subsequently enrol in Training Opportunities any number of times.

Table 26 shows the number of placements for each learner within the Training Opportunities programme by the rank of placement within Training Opportunities. It shows that overall, around 58 percent of learners at any one time are placed in their first placement within Training Opportunities. Placements in the ‘early days’ of Training Opportunities (1999) are more likely to be a learners’ first within Training Opportunities, for obvious reasons (participation in the pre-1999 incarnation of Training Opportunities is not included for the purpose of this table).

Notwithstanding this bias, placements from approximately 2003 onwards may better reflect the true situation: if this is so, it shows that first time Training Opportunities placements are possibly declining as a proportion of the total numbers of placements of learners.

Table 26 – Training Opportunities learner placements by placement rank

Placement Rank	1999 (%)	2000 (%)	2001 (%)	2002 (%)	2003 (%)	2004 (%)	2005 (%)	2006 (%)	2007 (%)
First Placement	78.2	61.3	58.4	56.4	53.3	52.2	49.4	50.8	47.9
Second Placement	18.2	25.6	25.2	25.1	25.7	25.7	25.6	25.0	25.9
Third	3.1	9.1	10.1	10.5	11.5	11.8	12.8	11.9	12.7
Fourth	0.5	2.9	3.9	4.6	5.1	5.6	6.3	6.0	6.3
Fifth	0.1	0.8	1.5	1.9	2.4	2.6	3.2	3.0	3.5
Sixth	0.0	0.2	0.6	0.8	1.1	1.1	1.5	1.7	1.7
Seventh or Greater	0.0	0.0	0.3	0.6	0.9	1.1	1.2	1.6	1.9

Source: Tertiary Education Commission.

Table 27 shows placements of learners in Training Opportunities in 2007, by ethnic group, by the ranking of this placement for each learner within the programme. Pasifika learners are the most likely out of all the other ethnic groups to be participating in their first placement within

the programme. European and Māori learners are fairly evenly distributed through placement ranks, while Middle Eastern/Latin American learners placed in 2007 are more likely than other ethnic groups to be on their third or more placement.

Table 27 – Training Opportunities learner placements 2007 by placement rank and ethnic group of learner

Rank	Asian (%)	European (%)	MELA (%)	Unknown (%)	Māori (%)	Other (%)	Pasifika (%)	Grand Total (%)
First placement	48.0	47.9	39.6	47.3	47.7	39.3	51.9	47.9
Second placement	24.9	25.5	26.7	33.3	25.7	30.4	27.2	25.9
Third	12.0	12.8	16.0	9.7	13.2	14.5	10.5	12.7
Fourth	7.7	6.2	8.6	3.2	6.6	7.5	4.5	6.3
Fifth	4.4	3.3	6.1	4.3	3.4	3.9	2.7	3.5
Sixth	1.5	2.0	1.4	2.2	1.5	2.5	1.7	1.7
Seventh or greater	1.5	2.3	1.6	0.0	1.9	1.9	1.5	1.9

Source: Tertiary Education Commission.

Table 28 removes any within-programme bias by counting the number of placements in Training Opportunities 1999 to 2007 in the context of all placements by individuals within Targeted Training. This includes: Training Opportunities pre and post-1999; Youth Training post 1999; Skill Enhancement; Gateway and other assorted programmes.

It shows that Training Opportunities learners are more likely than not to have been previously placed within Training Opportunities or other Targeted Training programmes represented in the data collection: only 35 percent of learners placed in Training Opportunities at any one time have not been placed in that (or any other) Targeted Training programme at any stage between 1993 and 2007 (the total coverage period of the data collection).

Table 28 – Training Opportunities learner placements by placement rank – any Targeted Training programme 1999 to 2007

Placement Rank	1999 (%)	2000 (%)	2001 (%)	2002 (%)	2003 (%)	2004 (%)	2005 (%)	2006 (%)	2007 (%)
First placement	35.5	38.4	37.4	36.2	34.6	34.5	32.7	35.5	33.1
Second placement	22.8	22.6	22.7	23.2	23.3	23.2	22.7	22.2	22.9
Third	14.7	13.5	14.4	14.4	14.9	15.3	15.7	14.3	15.1
Fourth	9.7	9.0	8.9	9.3	9.7	9.4	10.4	9.6	9.8
Fifth	6.4	5.9	6.0	6.1	6.2	6.3	6.6	6.4	6.7
Sixth	4.0	4.0	3.8	3.9	3.9	4.0	4.2	4.5	4.3
Seventh or greater	7.0	6.6	6.8	6.9	7.5	7.3	7.6	7.5	8.2

Source: Tertiary Education Commission.

Table 29 shows the split of placements by ethnic group. It shows that there are differences between ethnic groups in terms of rank of placement in targeted training programmes, for learners placed in Training Opportunities in 2007.

Asian learners placed in Training Opportunities in 2007 are most likely to be participating in a targeted training programme (including Training Opportunities) for the first time; while Māori and European learners are the least likely to be doing so. Pasifika and MELA learners are somewhere in the middle: they are less likely than Asian learners to be participating for the first time, but more likely to be doing so than European and Māori learners.

Table 29 – Training Opportunities learner placements 2007 by ethnic group and placement rank in any Targeted Training programme

Rank	Asian (%)	European (%)	MELA (%)	Unknown (%)	Māori (%)	Other (%)	Pasifika (%)	Grand Total (%)
First placement	45.5	33.0	37.7	36.6	28.6	35.9	39.8	33.1
Second placement	24.7	22.5	26.3	31.2	21.5	29.8	25.2	22.9
Third	12.0	15.0	16.5	11.8	16.0	14.2	13.9	15.1
Fourth	7.5	9.9	9.3	4.3	10.9	8.1	7.5	9.8
Fifth	5.1	6.3	6.1	1.1	8.0	4.7	5.1	6.7
Sixth	1.9	4.3	2.3	7.5	5.2	3.6	3.1	4.3
Seventh or greater	3.3	9.1	1.8	7.5	9.7	3.6	5.4	8.2

Source: Tertiary Education Commission.

## 6 PLACEMENT OUTPUTS

### 6.1 Duration of learner placements (trainee weeks)

Table 30 shows the number of placements of learners by the total number of weeks learners were engaged in each Training Opportunities course.<sup>23</sup> About half of all placements (48 percent) last for twelve or fewer weeks on average during 1999 to 2007. Around three percent of placements last for less than a week: these placements (and potentially, other short duration placements) are presumably “drop-outs”.

The duration of placements appears to have changed between 1999 to 2007: placements appear to be lasting longer on average. The proportion of placements lasting 12 weeks or less fell from 52 percent of placements in 1999 to 44 percent in 2007. The proportion of placements that last 25 or more weeks (over 6 months or more) have increased from 7.5 percent in 1999 to 29.8 percent in 2007.

Table 30 – Training Opportunities learner placements by trainee weeks 1999 to 2007

Trainee Weeks	1999 (%)	2000 (%)	2001 (%)	2002 (%)	2003 (%)	2004 (%)	2005 (%)	2006 (%)	2007 (%)
Less than 1 week	2.5	2.1	1.9	3.0	3.0	3.1	2.9	2.7	3.0
1 to 4 weeks	16.6	16.7	16.3	15.2	15.1	14.9	14.3	14.9	14.2
5 to 8 weeks	17.9	17.4	17.3	15.8	15.6	15.1	14.8	15.1	15.2
9 to 12 weeks	14.8	15.4	15.6	13.6	13.7	12.9	13.1	12.5	12.0
13 to 16 weeks	12.9	11.8	11.6	10.9	10.9	10.3	10.2	10.1	9.5
17 to 20 weeks	10.1	11.6	10.8	9.7	10.0	10.0	9.8	9.2	9.3
21 to 24 weeks	17.7	16.9	14.2	11.0	9.2	8.1	7.3	7.0	7.1
25 or more weeks	7.5	8.1	12.2	20.8	22.4	25.5	27.5	28.6	29.8

Source: Tertiary Education Commission.

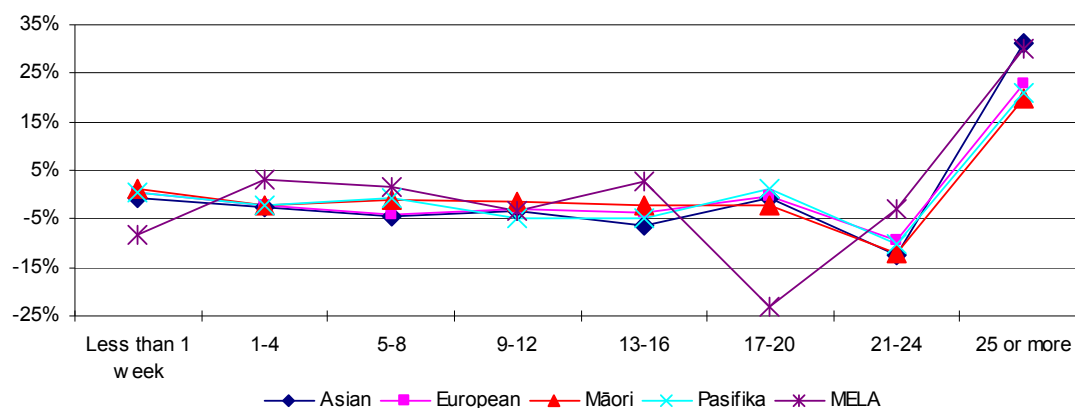
Note: Unless otherwise indicated, ‘Year’ applies to the year in which a placement ended for measures in the placement output section. Preceding sections applied ‘Year’ to the date of placement start.

Examining completed placements (all placements with a start date and an end date) for all learners, placements do appear to be getting longer between 1999 and 2007. Figure 2 shows the difference in the percentage point change in the proportion of placements in each Trainee Weeks category (as a proportion of total placements ending in each year) between 1999 and 2007, by ethnic group.

There is a general decline in the proportion of placements that last for 16 weeks or less; and a sharp decline in the proportion of placements that run for 21 to 24 weeks. Most ethnic groups show a uniform increase in the proportion of placements ending after 25 or more weeks between 1999 and 2007. This increase seems steeper for both MELA and Asian learners than for others.

<sup>23</sup> This is derived from a variable called Trainee Weeks.

Figure 2 – Percentage difference in length of placements ending in 1999 and 2007 by ethnic group



Source: Tertiary Education Commission.

## 6.2 Credit achievement per placement

As discussed above, Training Opportunities learning is linked to the National Qualifications Framework. The assessment regime involves learners undertaking Unit Standards which, if passed, award credits to the learner, which can lead them to the eventual acquisition of national qualifications.

Table 31 shows numbers of placements ending by categories of credit attainment in each placement. Thirty-three percent of placements ending between 1999 and 2007 resulted in no credits attained for the learner while 69 percent of placements involved learners accumulating twenty or fewer credits. The proportion of placements ending with twenty or fewer credits has increased between 1999 and 2007: 70 percent of placements ending in 1999 included accumulation of 20 or fewer credits; by 2007, this proportion had increased to 75 percent.

The proportion of placements resulting in zero credit attainment jumped sharply between 2006 and 2007: by almost 10 percentage points. The cause of this shift is not clear at this stage.

Table 31 – Training Opportunities placements by credits accumulated 1999 to 2007

Credit attainment per placement	1999 (%)	2000 (%)	2001 (%)	2002 (%)	2003 (%)	2004 (%)	2005 (%)	2006 (%)	2007 (%)
None	32.5	28.2	30.2	32.9	33.8	33.5	34.8	31.3	40.8
10 or fewer	23.3	20.8	21.8	21.5	21.8	22.1	21.9	22.2	22.5
11 to 20	14.6	14.7	13.8	13.3	13.2	13.4	13.6	13.8	12.2
21 to 30	9.3	11.1	10.3	9.5	9.4	8.8	8.8	9.5	7.9
31 to 40	6.0	8.2	7.4	6.3	6.5	6.0	5.7	6.1	4.9
41 to 50	4.6	5.4	5.0	4.8	4.4	4.6	4.4	4.7	3.6
51 or more	9.8	11.7	11.5	11.8	11.0	11.5	10.8	12.4	8.1

Source: Tertiary Education Commission.

Note: Unless otherwise indicated, 'Year' applies to the year in which the placement ended for measures in the placement output section. Preceding sections applied 'Year' to the date of placement start.

A simple way to determine average credit attainment per learner is to divide the number of credits attained in each year by the number of *distinct learners* active in Training Opportunities (this is very similar to the method used by TEC to report progress against credit targets for Training Opportunities).

Table 32 shows that the average credit attainment in Training Opportunities is around 20 credits per learner. European learners have earned more credits on average per learner than other ethnic groups. The level of credits reported for 2007 appears to be significantly lower than in prior years (at this stage it is not clear if this is a real effect, or an administrative / credit reporting issue).

Table 32 – Average number of credits attained per learner by ethnic group of distinct learner 1999 to 2007

Average credit attainment per placement	1999	2000	2001	2002	2003	2004	2005	2006	2007	Grand Total
Asian	25.0	26.6	26.0	23.7	23.6	22.1	20.3	22.0	18.2	22.8
European	23.7	27.1	25.3	24.2	23.4	23.0	21.9	22.5	17.2	23.5
MELA	17.8	25.4	17.5	16.8	15.3	15.4	17.5	14.2	12.5	14.6
Unknown	20.4	25.6	15.6	21.8	41.6	30.5	22.4	27.0	9.4	22.9
Māori	20.8	24.6	23.8	21.6	20.1	20.6	20.2	22.6	16.3	21.3
Other	21.1	27.2	25.0	22.1	24.4	19.3	16.4	16.2	12.4	21.8
Pasifika	18.4	21.0	20.1	20.8	18.6	19.0	19.0	21.1	16.2	19.4
<b>All learners</b>	<b>21.8</b>	<b>25.4</b>	<b>24.1</b>	<b>22.6</b>	<b>21.6</b>	<b>21.3</b>	<b>20.5</b>	<b>22.0</b>	<b>16.5</b>	<b>21.9</b>

Source: Tertiary Education Commission.

Note: 'Year' applies to the year in which placement started.

## 6.3 Placement outcomes

This section shows the distribution of placement outcomes by five main variables: ethnic group, gender, age, eligibility criteria and by provider type. Any number of other variables could be used in an analysis of this sort, but were omitted on this occasion due to space consideration.

Training providers are required to track the activity of learners two months after they leave Training Opportunities. They report these 'outcomes' to the TEC, who attribute them to Training Opportunities activity. The TEC reports the proportions of learners who are active in employment (full-time or part-time) or engaged in 'further progressive training' as positive outcomes attributable to the Training Opportunities intervention. Unemployment, or 'out of the labour force' status is recorded as a 'negative' outcome.

Training Opportunities outcomes are collated at two different levels:

- Leaving placements – where the proportion of positive and negative outcomes are derived from all placement outcomes
- Leaving the programme – where further progressive training outcomes which show a return into Training Opportunities are excluded from the calculation.

The latter is used to report against targets set in memoranda of understanding with the Ministry of Social Development. In a statistical study such as this it is interesting to examine both measures. However the majority of analysis focuses on leaving placement outcomes.

Table 33 shows the mixture of destinations for learners two months after leaving Training Opportunities placements across the 1999 to 2007 period. In thirty percent of placements, learners are employed full-time two months after leaving the programme; approximately 26 percent have returned to Training Opportunities and around nine percent are engaged in further training elsewhere. Around 23 percent are recorded as 'unemployed' or 'out of the labour force'. Outcomes for around seven percent of placement leavers are unknown.

Table 33 – Two month placement outcomes 1999 to 2007

Two-month placement outcome	1999 (%)	2000 (%)	2001 (%)	2002 (%)	2003 (%)	2004 (%)	2005 (%)	2006 (%)	2007 (%)	Grand Total (%)
Employment – Full Time	30.5	31.8	31.5	31.1	30.4	30.8	28.6	29.9	28.4	30.5
Employment – Part Time	3.8	3.5	3.2	4.3	3.6	3.6	3.9	4.1	3.6	3.7
Return to Training Opportunities	25.8	25.7	25.5	25.2	26.3	26.8	27.0	26.6	28.0	26.2
Further Progressive Training Elsewhere	6.8	7.8	8.7	10.0	10.5	10.3	10.2	11.5	10.3	9.3
Other (including unemployed, out of the labour Force)	26.5	25.8	25.2	23.2	23.2	21.5	20.6	18.6	16.7	22.9
Unknown	6.6	5.4	5.8	6.2	6.0	7.0	9.7	9.2	13.0	7.4

Source: Tertiary Education Commission.

Note: 'Year' applies to the year in which a placement ended.

Table 34 shows the mixture of destinations for learners two months after leaving Training Opportunities placements across the 1999 to 2007 period, but excluding *unknown* destinations. All outcomes, barring *others* (which includes unemployed, out of the labour force) are called 'positive', reflecting that TEC/MSD consider that for learners to be engaged in these activities two months after leaving Training Opportunities a positive outcome.

The proportion of outcomes regarded as positive has increased from 72 percent in 1999 to 81 percent in 2007. Increases in outcomes allocated to the *Further Progressive Training* and *Return to Training Opportunities* categories have been responsible for this growth, while full-time employment and part-time employment is static at 1999 levels, despite the period encompassing record low unemployment rates and high labour market participation.

Table 34 – Two month placement outcomes 1999 to 2007

Two Month Placement Outcomes	1999 (%)	2000 (%)	2001 (%)	2002 (%)	2003 (%)	2004 (%)	2005 (%)	2006 (%)	2007 (%)	Grand Total (%)
Employment – Full Time	32.7	33.6	33.5	33.2	32.3	33.1	31.6	33.0	32.6	32.9
Employment – Part Time	4.1	3.7	3.4	4.5	3.8	3.9	4.3	4.6	4.1	4.0
Return to Training Opportunities	27.6	27.2	27.1	26.9	28.0	28.8	29.9	29.3	32.2	28.3
Further Progressive Training Elsewhere	7.2	8.2	9.2	10.7	11.2	11.0	11.3	12.6	11.9	10.1
Other (including Unemployed, Out of the labour Force)	28.4	27.3	26.8	24.7	24.7	23.1	22.8	20.5	19.2	24.7
<b>% Positive</b>	<b>71.6</b>	<b>72.7</b>	<b>73.2</b>	<b>75.3</b>	<b>75.3</b>	<b>76.9</b>	<b>77.2</b>	<b>79.5</b>	<b>80.8</b>	<b>75.3</b>

Source: Tertiary Education Commission.

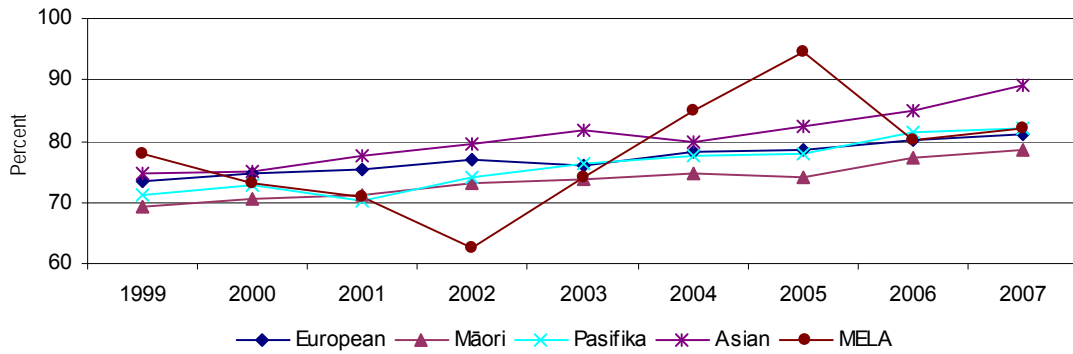
Note: 'Year' applies to the year in which a placement ended.

## 6.4 Placement outcomes by ethnic group

Figure 3 shows the mixture of positive destinations by ethnic group. Asian Training Opportunities learners are the most likely to leave with a positive outcome while Māori learners are the least likely to. Pasifika and European learners differed pre-2003 but now match each other closely in likelihood of leaving with a positive outcome. MELA learners have an interesting profile with the likelihood of leaving with a positive outcome rising sharply between 2002 and 2005, and seeming to settle alongside Pasifika and European learners from 2006. They

represent the smallest group of learners (although they are the fastest growing group), and have the greatest variation in outcomes.

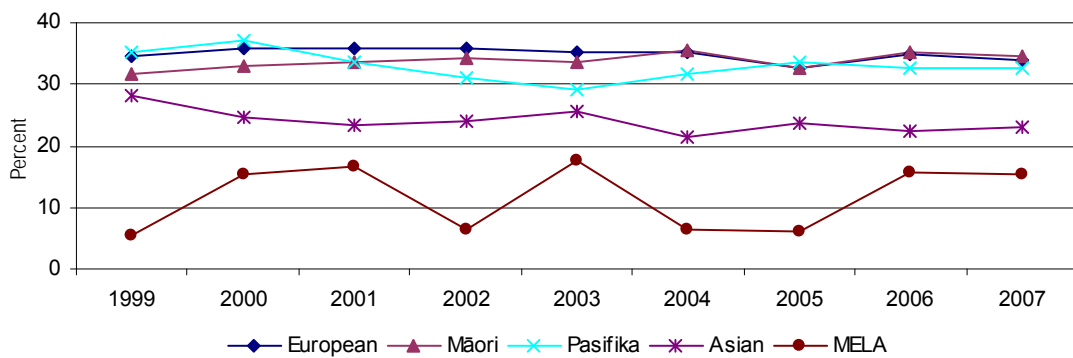
Figure 3 – Positive placement outcomes by ethnic group 1999 to 2007



Source: Tertiary Education Commission.

Figure 4 shows the mixture of full-time employment destinations by ethnic group. European learners are consistently the most likely to be working full-time within two months of leaving a Training Opportunities placement, while Asian and MELA learners are consistently the least likely to be.

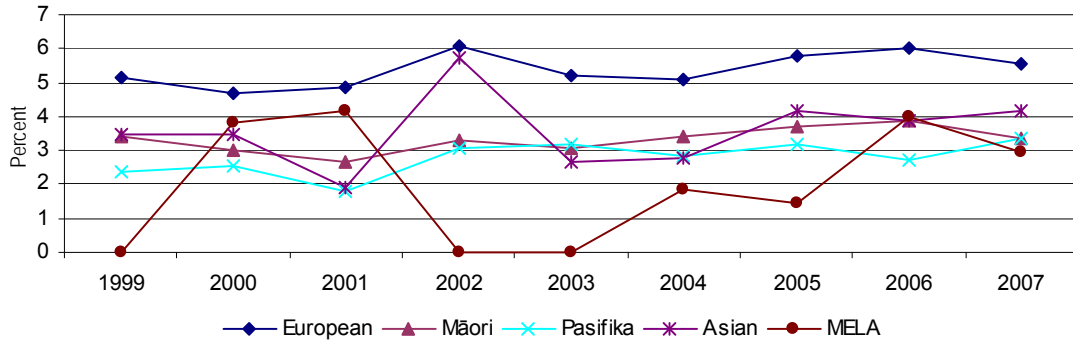
Figure 4 – Full-time employment placement outcomes by ethnic group 1999 to 2007



Source: Tertiary Education Commission.

Figure 5 shows the mixture of part-time employment destinations by ethnic group. European learners are consistently the most likely to be working full-time within two months of leaving a Training Opportunities placement, while Pasifika and MELA learners are consistently the least likely to. Māori learners are generally two percentage points less likely than European learners to be employed part-time directly after leaving Training Opportunities.

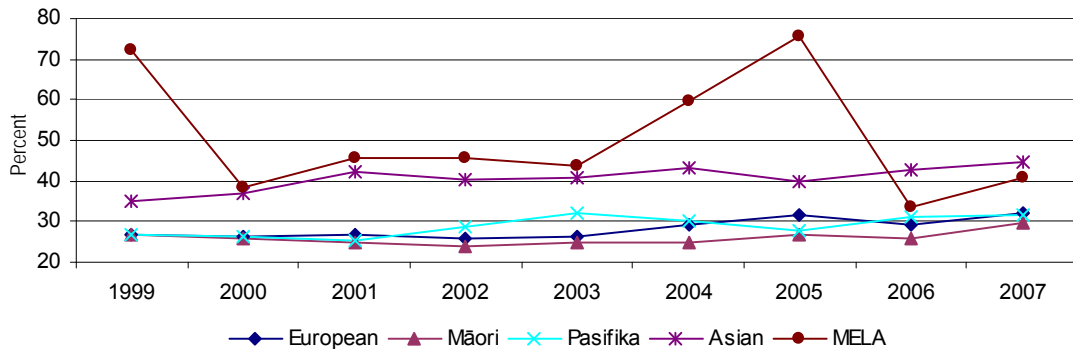
Figure 5 – Part-time employment placement outcomes by ethnic group 1999 to 2007



Source: Tertiary Education Commission.

Figure 6 shows the observed likelihood of returning directly to Training Opportunities by ethnic group. European and Māori learners are consistently the least likely to return within two months of leaving a Training Opportunities placement, while Asian and MELA learners are consistently the most likely to.

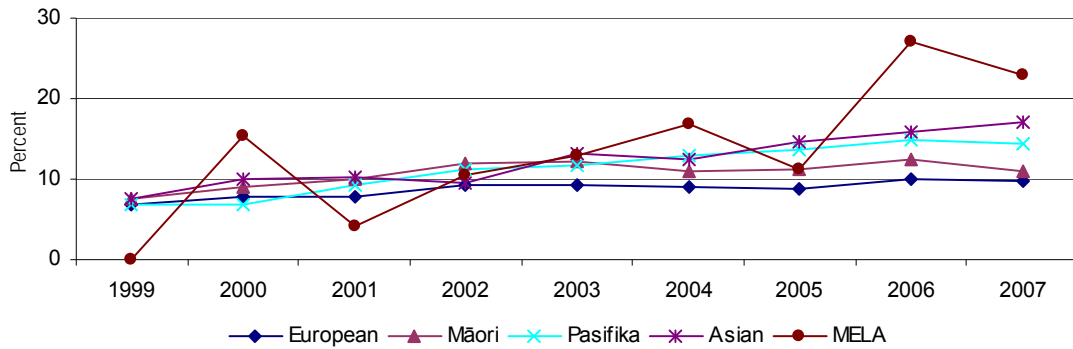
Figure 6 – Return to Training Opportunities placement outcomes by ethnic group 1999 to 2007



Source: Tertiary Education Commission.

Figure 7 shows the observed likelihood of further progressive training elsewhere by ethnic group. European and Māori learners are consistently the least likely to be engaged in further progressive training outside Training Opportunities within two months of leaving a placement, while Asian and MELA learners are consistently the most likely to.

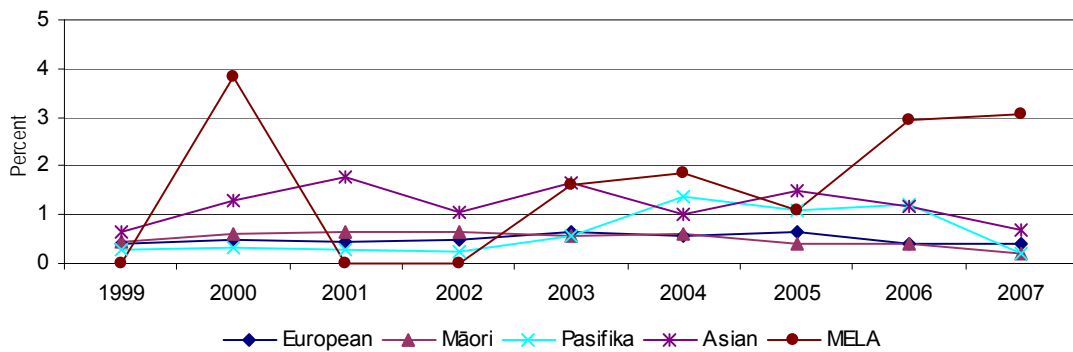
Figure 7 – Further Progressive Training Elsewhere placement outcomes by ethnic group 1999 to 2007



Source: Tertiary Education Commission.

Figures 8 to 10 show the observed likelihood of various further progressive training categories. Study at University is not a very likely activity within two months of leaving Training Opportunities. Asian learners are consistently the most likely to be doing so, but at less than two percent of their placement outcomes.

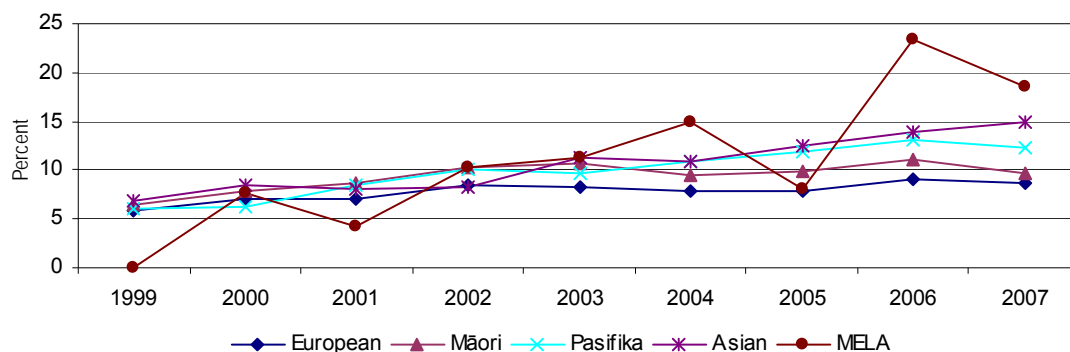
Figure 8 – University placement outcomes by ethnic group 1999 to 2007



Source: Tertiary Education Commission.

Study at Polytechnic/other full-time study is more likely to occur within two months of leaving Training Opportunities. Figure 9 shows that Asian learners are consistently the most likely to be doing so, but at less than 15 percent of their placement outcomes. European learners are observed to be the least likely to be in this type of training within two months of leaving Training Opportunities.

Figure 9 – Polytechnic and other full-time training placement outcomes by ethnic group 1999 to 2007



Source: Tertiary Education Commission.

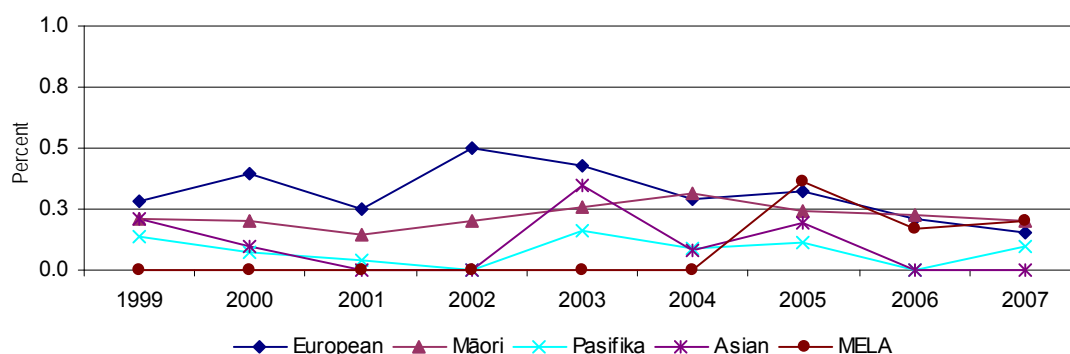
Less than one percent of programme outcomes are recorded as work-based learning in industry training or Modern Apprenticeships. European learners are observed to be the most likely to be in this type of training within two months of leaving Training Opportunities.

The low level of learners going into an apprenticeship or industry training on leaving placements may be due to a number of factors:

- these outcomes may instead be primarily recorded as ‘employment’ outcomes (since employment is a requirement of participation in industry training and Modern Apprenticeships)
- few Training Opportunities learners would have the prerequisites to enter Modern Apprenticeships/industry training
- it may take some time within employment before an industry training agreement is offered to employees (longer than the standard two month period)

It would be of interest to match placement outcomes with industry training data and compare the results with Training Opportunities recorded placement outcomes – this will be investigated in future analyses.

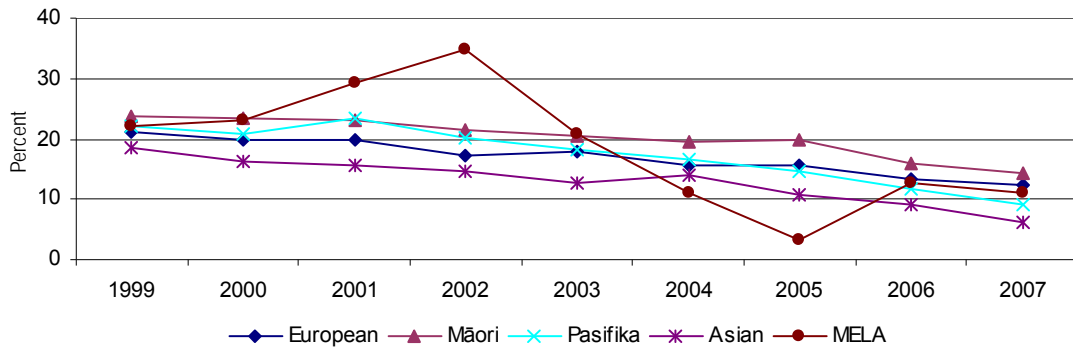
Figure 10 – Industry Training and Modern Apprenticeships placement outcomes by ethnic group 1999 to 2007



Source: Tertiary Education Commission.

Figure 11 shows the observed likelihood of ‘unemployment’ on leaving Training Opportunities placements by ethnic group. Māori learners are consistently the most likely to be unemployed within two months of leaving a placement, while Asian and European learners are the least likely to be.

Figure 11 – Unemployed placement outcomes by ethnic group 1999 to 2007



Source: Tertiary Education Commission.

## 6.5 Placement outcomes by gender

Table 35 shows the outcome destinations of males and females across the 1999 to 2007 period. While males and females share a similar proportion of positive two month outcomes, females are less likely than males to go immediately into employment, and are commensurately more likely to be in further education or training, or to return to Training Opportunities within two months than males. They are also more likely to be in part-time employment than males. Interestingly, the proportion of learners recorded as unemployed or out of the labour force is similar overall between males and females. When this category is disaggregated, we observe that females are slightly more likely to be recorded as ‘out of the labour force’ than males, and slightly less likely to be recorded as unemployed.

Females are also recorded as studying at university two months after leaving Training Opportunities at twice the rate of males (approximately one percent of placement outcomes compared to one half of a percent for males).

Table 35 – Two month placement outcomes for males and females

Two month placement outcomes	1999 (%)	2000 (%)	2001 (%)	2002 (%)	2003 (%)	2004 (%)	2005 (%)	2006 (%)	2007 (%)
<b>Males</b>									
Employment – full-time	35.5	36.7	37.0	36.7	37.4	38.5	35.7	37.3	36.9
Employment – part-time	3.2	2.2	2.2	2.9	2.4	2.4	2.6	2.9	2.9
Return to Training Opportunities	26.2	26.1	25.3	25.6	26.6	27.3	29.5	28.5	31.4
Further progressive training elsewhere	6.5	7.4	8.6	9.3	8.9	9.1	9.4	11.0	10.0
Other (including unemployed, out of the labour force)	28.7	27.5	26.9	25.5	24.8	22.6	22.9	20.3	18.8
% Positive	71.3	72.5	73.1	74.5	75.2	77.4	77.1	79.7	81.2
<b>Females</b>									
Employment – full-time	29.8	30.8	30.2	29.9	27.7	28.2	28.2	29.0	28.5
Employment – part-time	5.0	5.0	4.5	6.1	5.1	5.3	5.8	6.1	5.3
Return to training opportunities	29.1	28.1	28.9	28.0	29.3	30.2	30.2	30.1	33.0
Further progressive training elsewhere	7.9	8.9	9.8	12.0	13.3	12.8	13.0	14.1	13.6
Other (including unemployed, out of the labour force)	28.1	27.1	26.7	24.0	24.6	23.6	22.8	20.7	19.6
% Positive	71.9	72.9	73.3	76.0	75.4	76.4	77.2	79.3	80.4

Source: Tertiary Education Commission.

Note: ‘Year’ applies to the year in which a placement ended.

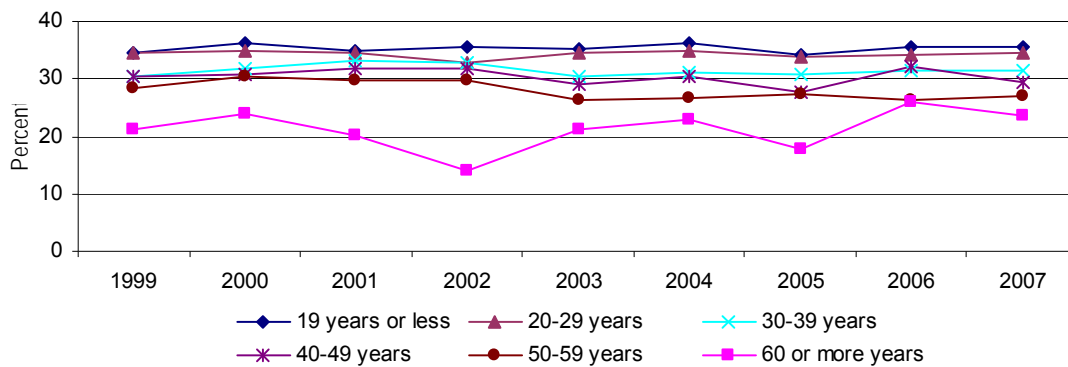
## 6.6 Placement outcomes by age

There are differences in observed outcomes by different age groups. In summary, younger participants are more likely than older participants to gain a positive outcome. The very youngest (19 years or under) are the most likely to gain full-time employment or go on to further progressive training outside Training Opportunities. They are also the most likely to experience further unemployment.

The very eldest (aged 60 or more years) are the least likely to gain full-time employment, and the most likely to be *out of the labour force* on leaving placements. Differences between age groups may be due to the older participants being more likely to have experienced long-term unemployment, and therefore being less prepared to enter employment than the younger participants.

Figure 12 shows the differing observed likelihood of placements resulting in full-time employment by the age of the learner. Learners aged 19 years or less at the end of their placement consistently show the most likelihood of participating in full-time employment two months later while older learners are consistently less likely to be engaged in full-time employment.

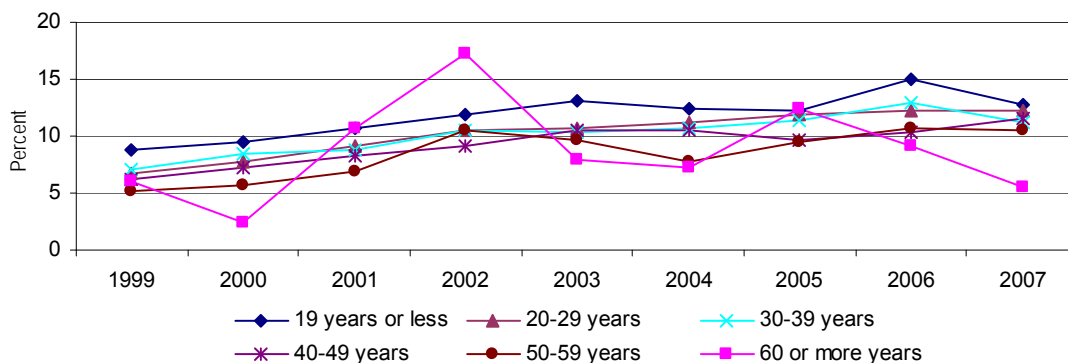
Figure 12 – Full-time employment placement outcomes by age group 1999 to 2007



Source: Tertiary Education Commission.

Figure 13 shows differing observed likelihood of placements resulting in further progressive training outside Training Opportunities. Learners aged 19 years or less at the end of their placement consistently show the most likelihood of participating in training outside Training Opportunities two months later while older learners are consistently less likely to be.

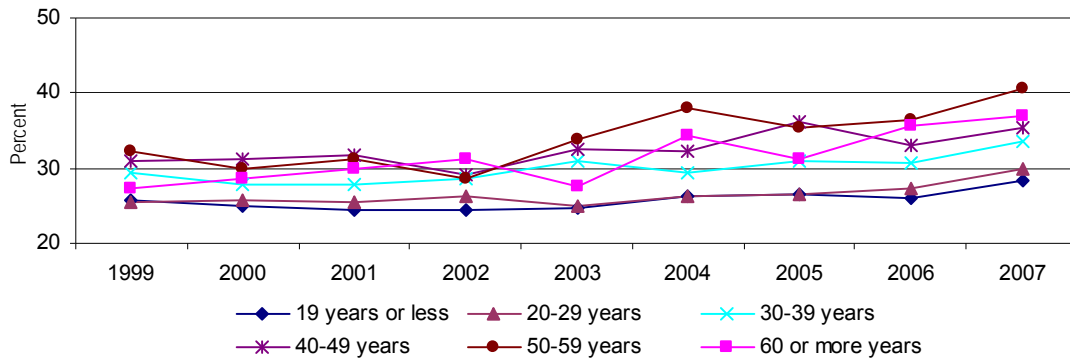
Figure 13 – Further Progressive Training Outside Training Opportunities placement outcomes by age group 1999 to 2007



Source: Tertiary Education Commission.

Figure 14 shows the differing observed likelihood of placements resulting in a return to Training Opportunities. Learners aged 19 years or less at the end of their placement consistently show the least likelihood of participating in Training Opportunities two months later, while older learners are more likely to be.

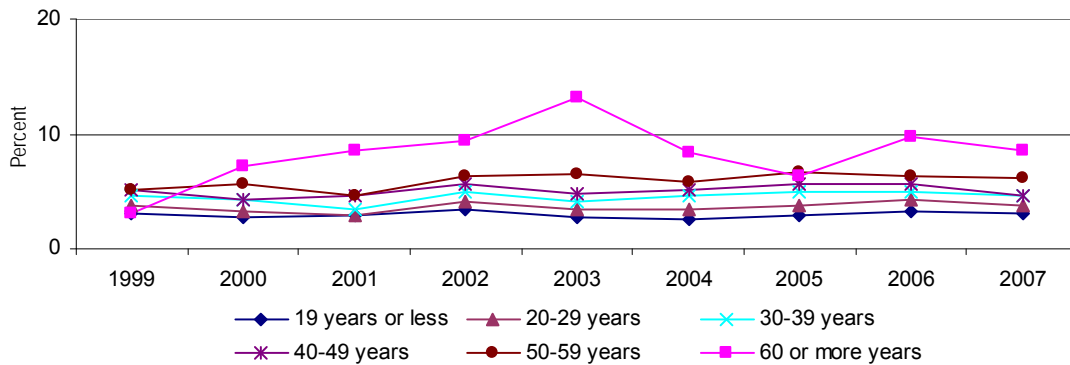
Figure 14 – *Training Opportunities* placement outcomes by age group 1999 to 2007



Source: Tertiary Education Commission.

Figure 15 shows the differing observed likelihood of placements resulting in part-time employment. Learners aged 19 years or less at the end of their placement consistently show the least likelihood of participating in part-time employment two months later, while older learners are more likely to be.

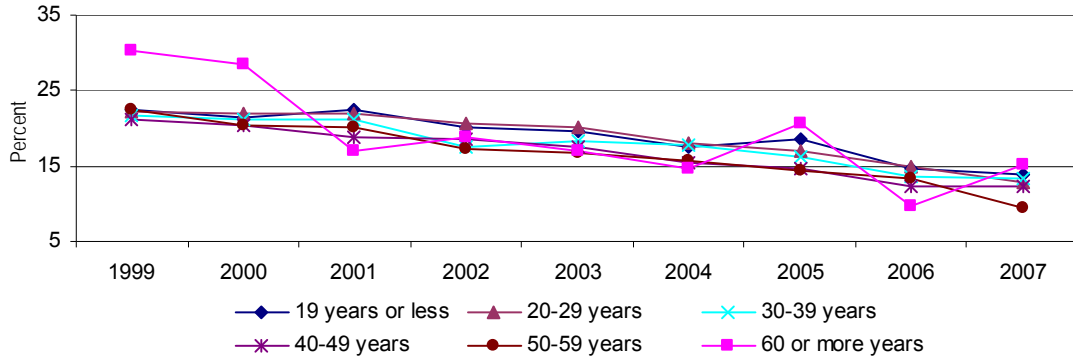
Figure 15 – *Part-time employment* placement outcomes by age group 1999 to 2007



Source: Tertiary Education Commission.

Figure 16 shows the differing observed likelihood of placements resulting in unemployment. Learners aged 19 years or less at the end of their placement consistently show the most likelihood of being unemployed two months later, while older learners are less likely to be unemployed.

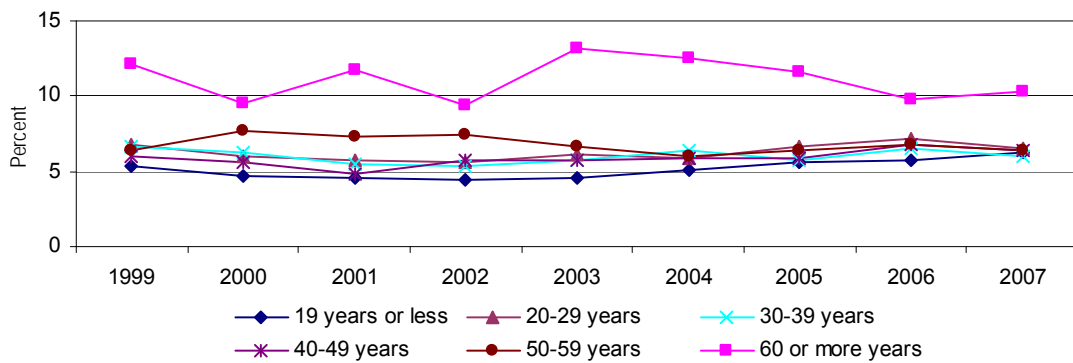
Figure 16 – Unemployment placement outcomes by age group 1999 to 2007



Source: Tertiary Education Commission.

Figure 17 shows the differing observed likelihood of placements resulting in ‘Out of the Labour Force’ status. This status signals that the person is out of work and for whatever reason is not seeking work. Learners aged 19 years or less at the end of their placement consistently show the least likelihood of being ‘Out of the Labour Force’ while older learners are more likely to be.

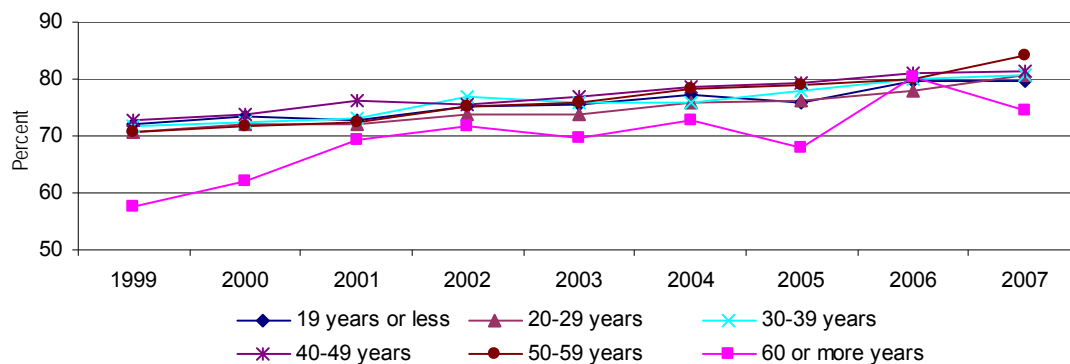
Figure 17 – Out of the Labour Force placement outcomes by age group 1999 to 2007



Source: Tertiary Education Commission.

Figure 18 shows the differing observed likelihood of placements resulting in a ‘Positive’ outcome. Learners aged 29 years or less and aged 60 or more years at the end of their placement consistently show the least likelihood of attaining a positive outcome, while learners aged 30 to 59 years are more likely to.

Figure 18 – Positive placement outcomes by age group 1999 to 2007



Source: Tertiary Education Commission.

## 6.7 Placement outcomes by eligibility

Table 36 shows the proportion of placement outcomes deemed positive for each eligibility category. The general trend is that all categories are observed to experience high proportions of positive outcomes overall, and the proportion of positive outcomes has risen since 1999 for all categories.

Table 36 – Positive placement outcomes by eligibility criteria category 1999 to 2007

Criteria category	1999 (%)	2000 (%)	2001 (%)	2002 (%)	2003 (%)	2004 (%)	2005 (%)	2006 (%)	2007 (%)
Returning to Training Opps.	74.0	75.2	76.0	78.5	78.3	80.3	80.6	82.4	84.1
WINZ 18+	68.5	69.8	69.2	71.2	70.6	71.5	70.8	75.9	75.7
At risk					73.5	74.9	75.4	77.9	79.1
WorkBridge	70.7	73.7	75.9	76.8	76.7				
DPB & WB	67.5	68.7	68.3	70.0	81.3				
Foundation skills					75.8	78.6	76.3	79.0	81.2
Youth Training	74.4	75.4	74.2	76.3	83.8	81.4	89.2	82.6	88.9
Exception/other	75.3	77.5	78.6	79.0	83.7	83.0	83.8	79.1	85.2
School leaver 18/19yrs	84.5	84.4	83.3	87.9	90.2	87.5	85.5	81.9	87.7
Refugees	75.6	65.6	84.5	72.7	83.3	79.5	87.5	90.9	87.5
School leaver 16/17yrs	84.9	75.0			81.4	77.2	78.4	87.5	87.5
Justice	56.3	58.5	59.1	70.7	100.0				

Source: Tertiary Education Commission.

Table 37 shows the proportion of full-time and part-time employment placement outcomes for each eligibility category. Of interest: the WINZ 18+ category seems to buck the trend of static levels of employment outcomes across the period by showing a decline. This decline is driven mainly by a decline in the proportion of full-time employment outcomes for this group, but it is made up by a corresponding increase in WINZ 18+ learners returning directly to Training Opportunities (see Table 32), and to further training (Table 33) outside the programme.

Table 37 – Employment (full and part-time) placement outcomes by eligibility criteria category 1999 to 2007

Criteria category	1999 (%)	2000 (%)	2001 (%)	2002 (%)	2003 (%)	2004 (%)	2005 (%)	2006 (%)	2007 (%)
Returning to Training Opps.	39.5	40.0	38.8	40.3	38.1	38.1	38.7	39.2	38.6
WINZ 18+	36.0	36.1	35.4	35.6	34.5	36.3	31.4	31.8	32.2
At risk					34.9	35.8	33.8	37.7	36.0
WorkBridge	33.6	36.7	37.7	38.0	37.2				
DPB & WB	28.2	32.1	29.0	30.4	34.7				
Foundation skills					38.8	39.4	39.4	38.2	39.1
Youth Training	40.7	40.8	41.7	41.2	38.8	41.2	36.9	30.2	18.5
Exception/other	43.5	42.8	42.2	43.4	36.7	38.4	41.9	39.3	45.0
School leaver 18/19yrs	30.8	35.7	37.6	38.1	29.4	26.1	32.7	31.4	39.5
Refugees	17.5	14.3	17.6	18.7	22.7	28.2	33.3	63.6	75.0
School leaver 16/17yrs	43.4	25.0	0.0	0.0	29.5	32.5	34.1	29.2	40.6
Justice	28.2	32.9	35.5	46.7	80.0				

Source: Tertiary Education Commission.

Table 38 shows the proportion of placement outcomes returning to Training Opportunities for each eligibility category. The trend is for higher proportions of learners to return directly to

Training Opportunities, for most categories. The exception is Refugees, whose proportion has steadily declined.

Table 38 – *Return to Training Opportunities* placement outcomes by eligibility criteria category 1999 to 2007

Criteria category	1999 (%)	2000 (%)	2001 (%)	2002 (%)	2003 (%)	2004 (%)	2005 (%)	2006 (%)	2007 (%)
Returning to Training Opps.	26.3	26.2	27.1	26.6	28.0	29.6	28.1	28.7	31.2
WINZ 18+	27.5	26.7	25.8	26.5	26.6	25.9	31.1	32.8	32.9
At risk					28.6	29.5	31.9	29.3	33.2
WorkBridge	29.6	29.4	30.0	29.5	38.4				
DPB & WB	30.5	27.1	29.2	27.4	33.3				
Foundation skills					26.1	28.3	27.5	27.5	31.9
Youth Training	27.6	24.8	21.1	22.1	22.7	21.6	27.0	25.6	40.7
Exception/other	24.0	26.4	27.9	24.9	33.7	26.8	29.4	29.8	25.5
School leaver 18/19yrs	40.5	39.1	33.0	32.3	34.4	34.1	30.9	34.3	29.8
Refugees	42.5	44.3	54.0	43.2	50.0	28.2	37.5	21.2	12.5
School leaver 16/17yrs	9.4	0.0	0.0	0.0	27.9	20.3	22.7	31.9	31.3
Justice	23.9	20.7	20.4	20.0	20.0				

Source: Tertiary Education Commission.

Table 39 shows the proportion of further progressive training outside Training Opportunities placement outcomes for each eligibility category. The observed likelihood of increased proportions of learners gaining further training outcomes is common to most eligibility categories. Growth in this category of outcome is most marked for the refugee and the Youth Training categories.

Table 39 – *Further Progressive Training* placement outcomes by eligibility criteria category 1999 to 2007

Criteria group	1999 (%)	2000 (%)	2001 (%)	2002 (%)	2003 (%)	2004 (%)	2005 (%)	2006 (%)	2007 (%)
Returning to Training Opps.	8.2	9.0	10.1	11.7	12.2	12.7	13.8	14.4	14.3
WINZ 18+	5.0	7.1	8.1	9.2	9.5	9.3	8.3	11.3	10.7
At risk					10.0	9.5	9.8	10.9	9.9
WorkBridge	7.5	7.6	8.3	9.4	1.2				
DPB & WB	8.8	9.5	10.1	12.2	13.3				
Foundation skills					10.9	10.8	9.4	13.3	10.1
Youth Training	6.2	9.8	11.4	13.0	22.3	18.6	25.2	26.7	29.6
Exception/other	7.8	8.3	8.5	10.8	13.3	17.9	12.5	10.1	14.8
School leaver 18/19yrs	13.2	9.6	12.7	17.5	26.4	27.3	21.8	16.2	18.4
Refugees	13.8	13.6	16.6	16.5	21.2	23.1	33.3	60.6	75.0
School leaver 16/17yrs	32.1	50.0	0.0	0.0	24.0	24.4	21.6	26.4	15.6
Justice	4.2	4.9	3.2	4.0	0.0				

Source: Tertiary Education Commission.

Table 40 shows the proportion of ‘unemployed’ placement outcomes for each eligibility category. It shows a falling proportion of placements resulting in unemployment for most eligibility categories. Unemployment rates generally fell during this period.

Some groups, such as the WINZ 18+ learners, are more likely than other categories to be unemployed two months after placement end than others. These participants are more likely to have experienced long-term unemployment than others, such as the At Risk category, or school leavers.

Table 40 – *Unemployed* placement outcomes by eligibility criteria category 1999 to 2007

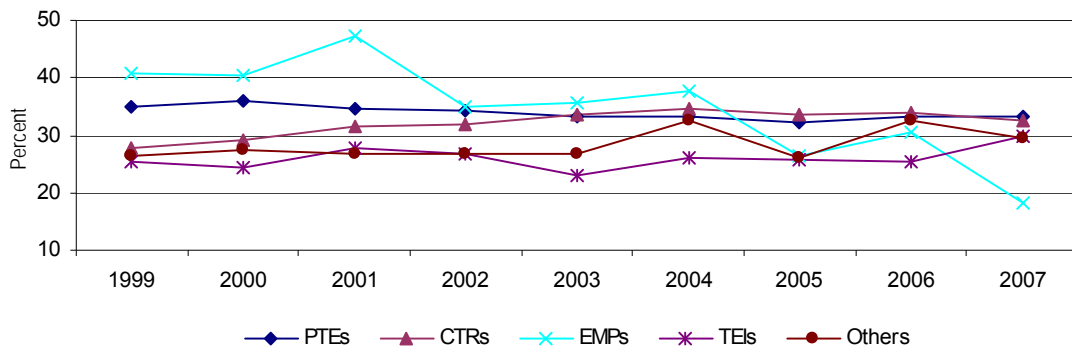
Criteria group	1999 (%)	2000 (%)	2001 (%)	2002 (%)	2003 (%)	2004 (%)	2005 (%)	2006 (%)	2007 (%)
Returning to Training Opps.	20.3	19.3	18.8	16.6	16.0	14.3	14.2	11.6	10.5
WINZ 18+	26.3	24.5	25.4	23.2	24.4	22.9	22.9	18.3	17.8
At risk					20.0	18.5	17.4	14.5	13.5
WorkBridge	20.1	18.1	17.1	16.7	19.8				
DPB & WB	21.6	23.6	24.3	22.0	16.0				
Foundation skills					18.6	16.5	18.1	15.8	13.8
Youth Training	19.8	20.9	21.7	20.1	11.7	11.6	8.1	14.0	7.4
Exception/other	20.1	18.8	18.6	15.9	11.4	14.3	11.9	14.5	10.0
School leaver 18/19yrs	12.6	13.3	15.4	7.6	8.6	8.0	5.5	9.5	9.6
Refugees	18.8	22.3	10.2	25.9	10.6	5.1	8.3	3.0	12.5
School leaver 16/17yrs	15.1	25.0	0.0	0.0	14.8	17.1	20.5	6.9	9.4
Justice	23.9	32.9	26.9	22.7	0.0				

Source: Tertiary Education Commission.

## 6.8 Placement outcomes by provider type

Figure 19 shows the differing observed likelihood of placements resulting in full-time employment by the type of training provider learners are placed with. Learners participating with tertiary education institutions (TEIs – including polytechnics and institutes of technology, universities and wānanga) consistently show the least likelihood of participating in full-time employment two months later, while learners participating in Training Opportunities with private training establishments (PTEs) are consistently the most likely to be engaged in full-time employment two months later. Participants placed with employers (EMP) show declining likelihood of placement ending in full-time employment during the period, which seems odd.

Figure 19 – Full-time Employment placement outcomes by provider type 1999 to 2007

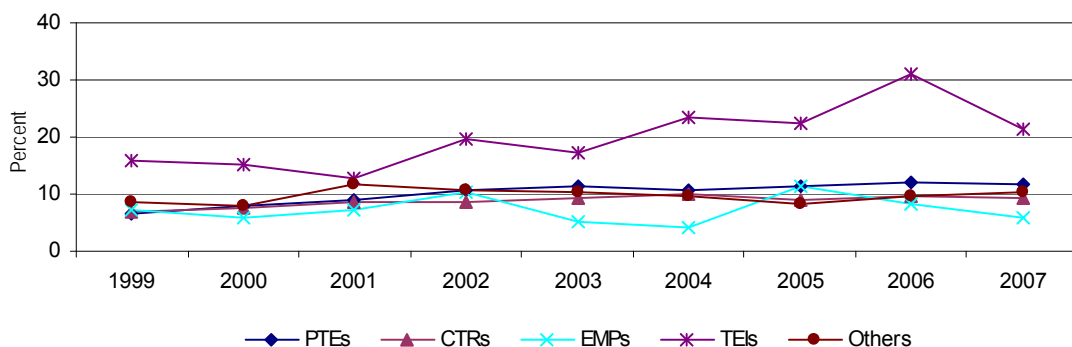


Source: Tertiary Education Commission.

Figure 20 shows the differing observed likelihood of placements resulting in further progressive training outside Training Opportunities by the type of training provider. Learners participating with TEIs consistently show the most likelihood of participating in further progressive training, mainly occurring within TEIs themselves, two months later. TEIs seem to be recruiting learners in further education and training (unrelated to Training Opportunities) from their own Training Opportunities learners.

Learners participating in Training Opportunities with employers are consistently the least likely to be engaged in further progressive training outside Training Opportunities two months later.

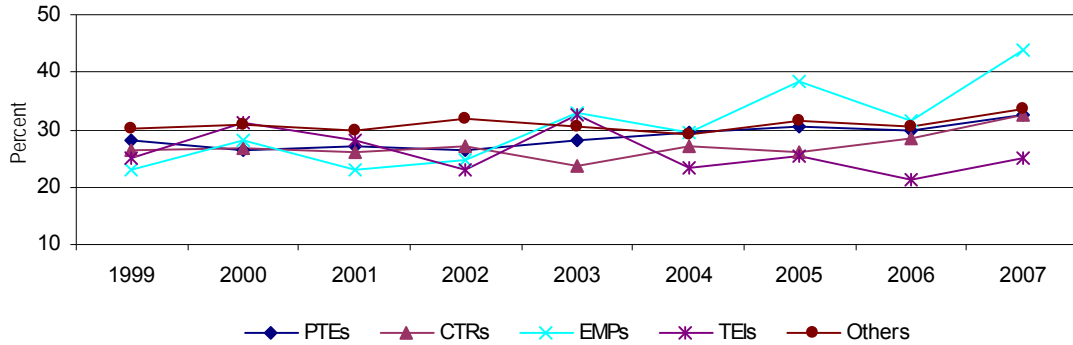
Figure 20 – Further Progressive Training outside Training Opportunities placement outcomes by provider type 1999 to 2007



Source: Tertiary Education Commission.

Figure 21 shows the differing observed likelihood of placements resulting in another Training Opportunities placement by the type of training provider. There are no clear differences between provider types across years, however, more spread in the distribution can be observed in 2007 than in 1999. Learners participating in Training Opportunities programmes with employers are now more likely to return to Training Opportunities than those participating with TEIs.

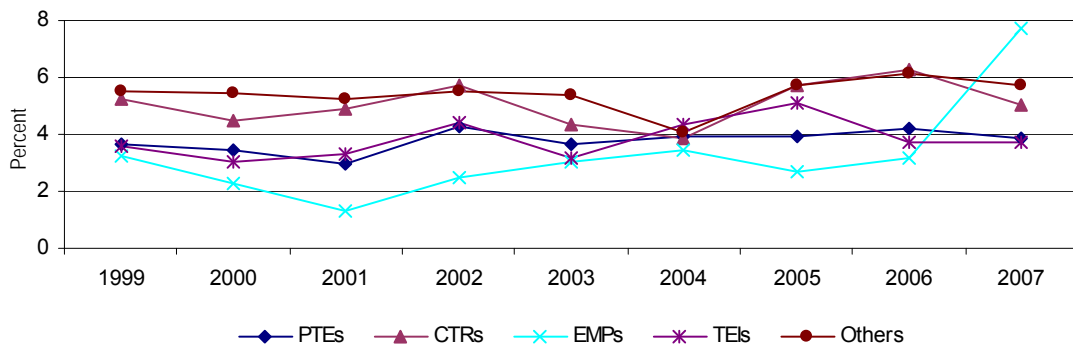
Figure 21 – Training Opportunities placement outcomes by provider type 1999 to 2007



Source: Tertiary Education Commission.

Figure 22 shows the differing observed likelihood of placements resulting in part-time employment. Learners participating with charitable trusts (CTRs) and ‘Others’ are observed to be more likely to be in part-time employment within two months of leaving their placement than those with TEIs or PTEs.

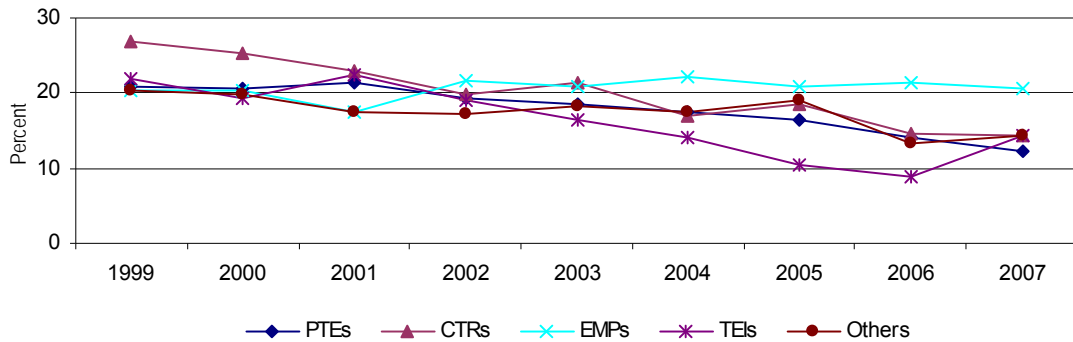
Figure 22 – Part-time employment placement outcomes by provider type 1999 to 2007



Source: Tertiary Education Commission.

Figure 23 shows the differing observed likelihood of placements resulting in unemployment. Learners participating with TEIs are observed to be less likely than with other provider types to be unemployed directly after leaving their placement, while learners with employers are now the most likely to be.

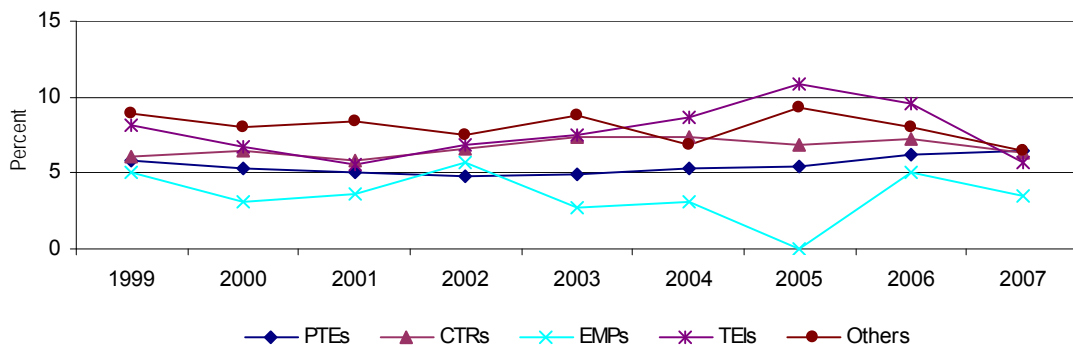
Figure 23 – Unemployment placement outcomes by provider type 1999 to 2007



Source: Tertiary Education Commission.

Figure 24 shows the differing observed likelihood of placements resulting in ‘Out of the Labour Force’ status. Learners participating with employers and PTEs are observed to be less likely than with other provider types to be out of the labour force directly after leaving their placement.

Figure 24 – Out of the Labour Force placement outcomes by provider type 1999 to 2007



Source: Tertiary Education Commission.

## 7 CONCLUSION

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This paper examines Training Opportunities administrative datasets to gain insight into government-funded training activity for unemployed people between 1999 and 2007. It is the first step in a comprehensive programme of analysis of targeted training programmes. It tracks various facets of the Training Opportunities programme across time to determine key changes and trends during this period.

Examination of the participant data shows that Training Opportunities participants are most likely to be Māori, aged 29 years or younger; be based in Auckland; have low or no qualifications, and be considered at risk of long-term unemployment. They are most likely to attend training provided by a private training establishment, and to be placed in programmes consisting of standards at levels 1 and 2 of the National Qualifications Framework.

The majority of learners participate in Training Opportunities for a total of sixteen weeks or less per placement, and attain about 10 credits per placement. Many learners have several Training Opportunities placements, so the average credit attainment per distinct learner is approximately 22 credits.

Data collected for accountability purposes show the destinations of learners two months after leaving Training Opportunities. Full-time employment is recorded as the destination activity in the largest group of placements (31 percent), followed by a return placement (26 percent) and unemployment or 'Out of the Labour Force' status (23 percent).

The data shows that the key participant profile of Training Opportunities has changed between 1999 and 2007, reflecting the changes that have occurred in labour market conditions within this period and the widening of eligibility criteria. Learners are now remaining in Training Opportunities for longer periods of time than in the past. They are also less likely than in previous years to be participating in their first placement. Placement outcomes are now less likely to result in full-time employment, and are more likely to result in a return to Training Opportunities.

Historically low unemployment and high labour market participation, coupled with a trend towards higher participation in certificate-level tertiary education, has led to a reduction in the numbers of Training Opportunities placements overall, and in the number of providers offering programmes. The reduction in the potential client base of Training Opportunities has not been matched by a reduction in the total numbers participating in the programme, and therefore, its coverage is now much wider than in the past. This is in part due to changes in the eligibility criteria in the interim period which have broadened access to the programme. The statistics provided in this report show evidence of:

- fewer placements by new individuals/more placements by the same individuals
- increasing likelihood of a referral by Work and Income relative to other sources of placements
- increase in participation by 'At Risk' eligible learners relative to others<sup>24</sup>
- longer duration on programmes than in the past
- lower average credit attainment than in the past
- less likelihood of full-time employment at exit
- more likelihood of return to Training Opportunities at exit.

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<sup>24</sup> Note, the requirement for 26 weeks minimum registered unemployment does not apply to 'At Risk' learners

These suggest that Training Opportunities now provides work training to a quite different mix of people than in the past: participants are now unemployed people with low or no skills and associated labour market disadvantage, who require more and longer intervention, but who are not necessarily long-term unemployed. Increased referrals by Work and Income show that Work and Income caseworkers are now actively using Training Opportunities much more than in the past.<sup>25</sup> At risk and returning learners now make up 79 percent of participants in one year, up from 74 percent in 2004, the year after the widened eligibility was introduced.

The data indicates some wider issues of equity, both of participation and of outcomes. Training Opportunities programmes are clearly important pathways for Māori and Pasifika. When adjusted for the numbers of unemployed in each ethnic group, Europeans do not participate in Training Opportunities at anywhere near the same rates as Māori or Pasifika.

Pasifika participate at much lower levels than Māori and are less likely than Māori and European learners to be engaged in industry training, Modern Apprenticeships, or university study two months after leaving placements, but are more likely than these groups to engage in further progressive training or a return to Training Opportunities. European participants are consistently more likely to gain employment than Māori or Pasifika two months after participating.

There are differences in destinations between the various groups who participate. For example, Asian learners are less likely to be participating in full-time employment two months after leaving placements than other ethnic groups, but Asians are the ethnic group most likely to be engaged in university or other further progressive training at polytechnics and institutes of technology. They are also the most likely to return to Training Opportunities within two months of leaving placements. They are the least likely to be recorded as unemployed or out of the labour force, while Māori learners are the most likely to be.

Similarly, males are more likely than females to be engaged in full-time employment, while females are more likely than males to be recorded as working part-time two months after leaving.

Changes in participation in Training Opportunities have not closely matched changes in GDP growth. A review in 2002, after a period of steep falls in participation and matching GDP growth, led to widened eligibility – including to those who lack foundation skills and those at risk of long-term unemployment. Unemployment subsequently fell much faster than participation in Training Opportunities, due in part to widening of eligibility criteria. This may have sustained Training Opportunities participation to some extent but may cause resourcing and efficiency issues going forward as the country goes into recession.

The pool of long-term unemployed who could be serviced by Training Opportunities mostly disappeared in the period of strong employment growth and low unemployment until 2007. Overall, learners are now more likely than before to be assessed as *at risk of* rather than having *experienced* spells of long-term unemployment. Moreover, they now have higher qualifications, are engaging in multiple spells, and are likely to be taking longer placements. This occurred while the proportion of Training Opportunities learners going on to full-time employment two months after leaving placements was dropping. This trend seems somewhat counterintuitive in a period of continually declining levels of unemployment.

Further, longer durations and more repeats, coupled with lower employment outcomes, means that more money is being spent on fewer people for less overall gain.

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<sup>25</sup> Work and Income referred learners take priority over self-referred participants where there is a waiting list for entry into programmes.

This analysis raises as many questions as it answers. For example: What does the changing demography of Training Opportunities mean? To what extent has Training Opportunities moved away from its original purpose of helping those who most need it gain access to the labour market? Is Training Opportunities the most appropriate form of work intervention for at-risk people? Does Training Opportunities provide an adequate return on investment? What are the longer term outcomes of Training Opportunities? The data also does not cover the period of the economic downturn, the effects of which did not begin to be felt seriously in New Zealand until 2008.

However, under the existing eligibility rules, the current economic environment may lead to an increasing pool of eligible participants, and therefore increasing numbers of placements in Training Opportunities. Given forecasts for unemployment possibly to return to something like 7 percent, the widened eligibility, and the current domination of placements by the clients 'potentially at risk' of long-term unemployment, there is a risk of crowding-out of long-term unemployed, Training Opportunities' traditional client base. If long-term unemployment again becomes a problem, the Government could consider adjusting the Training Opportunities eligibility criteria, or entrance to programmes could be prioritised to the one group over another. The other option could be to lift the funding limit to accommodate the additional learners.

However, increasing unemployment during this current spell of economic down-turn is likely to be structural, i.e. due to a lack of jobs due to a shortage of international liquidity, and consequent enterprise investment, rather than any lack of work-related skills by the unemployed. If the newly unemployed have been engaged in employment during the past few years, there is a weaker case that they need work-related learning, that is, training aimed at giving them the skills they need to attain sustainable employment, than it is for those people who have not had any recent employment experience.

An analysis of this kind, focusing as it does on the story told by administrative data, can never tell the whole story of Training Opportunities: more investigation is required. Information about the long term consequences of participating in Training Opportunities may be enhanced in future. The longer-term outcomes of Training Opportunities participation are currently unclear, however, there is scope for inclusion of Targeted Training data in statistical studies using matched tax and benefit datasets to determine what the employment outcomes are and what earnings premium, if any, is attached to completion of Training Opportunities programmes.

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