Differentiation in the Aotearoa New Zealand university sector

Contents

Purpose

The purpose of this briefing is to provide the University Advisory Group with some relatively high-level data and analysis of differentiation in the Aotearoa New Zealand university sector. The briefing gives a general o er iew of each of the eight uni ersities, including a summary of each institution s self-perception of their distinctive mission and offer. It then focusses on four key areas of differentiation for which data are available:

- Student population
- Teaching areas and learning outcomes
- Post-study outcomes
- Research quality, intensity, and specialisation.

Key Points

There is some differentiation by volume in teaching subject areas, but in general our universities all offer a similar range

Analysis of New Zealand Standard Classification of Education (NZSCED) subject area provision data shows that, with the exception of incoln ni ersity, which is a small specialist uni ersity focussing on land-based research and teaching, all of our uni ersities offer broadly the same mi of subject area teaching. This broad subject base is reflected in the uni ersities own sense of their mission and offering with the e ception of incoln, none of them focus on subject-specific pro ision, instead presenting themselves as providers of research-led teaching across the range of subjects in a classical university model. owe er, the size and proportion of delivery varies considerably across uni ersities, and clear areas of focus emerge when looking at olume of deli ery sciences and medical subjects are more concentrated at tago and Auckland, engineering is more concentrated at Auckland and anterbury, humanities and social sciences are more concentrated at Waikato and VUW.

There is more differentiation in teaching mode and learner demographics

The universities have a stronger sense of their unique offering in terms of how they teach, and the learners they aim to deliver for – and this is supported by enrolment data assey, A T, aikato and incoln for e ample, ha e distinctly different learner demographics to Auckland, , anterbury, and tago, with more older learners and more postgraduate students at assey and incoln, more international students at incoln and aikato, and more āori and acific learners at AUT and Waikato. Massey is also distinctive in terms of its high proportion of extra-mural provision. Another clear feature in enrolment data is a strong regional pull: the largest proportion of domestic first-year enrolments for all universities apart from Otago comes from their local regional catchment/s. This matches what the universities tell us about their connection to their local region and its workforce.

Educational performance varies significantly across the system, but is universally lower for Māori and Pacific learners

Educational performance indicator (EPI) data shows that there is an approximately 20 percentage point ariation in qualification completion rates across the universities for all learners from the highest rate (Otago, at nearly 75%) to the lowest (Massey, at just o er 55 or āori learners this ariation remains roughly the same, with the highest rate tago, at 66%) around 17 percentage points higher than the lowest rate (Massey, at 39%). The same variation exists for Pacific learners: the highest rate (Otago, at 57%) is 21 percentage points higher than the lowest (Massey, at 36%). While there is variation between the uni ersities, howe er, it is notable that they all ha e significantly lower qualification completion rates for their āori and acific learners compared to their non- āori, non-Pacific learners.

Post-study outcomes are good for university graduates

University graduates at Level 7 (Degree) and Level 8-10 have lower job seeker rates, higher employment rates, and higher median earnings compared to people with lower or no qualifications. The data shows that graduates at these levels from non-universities also experience these benefits.

There are clear differences on these metrics based on subject areas of qualification owe er, these differences do not pro ide any clear indication of the quality of a uni ersity programme, due to the complex external drivers affecting employment rates and earnings.

Some differences appear to be related to the social and economic value placed on different occupations, as well as to other factors affecting earnings in labour markets such as gender, ethnicity, and location. The data shows clear differences in earnings linked to gender and ethnicity, which reflects the findings of international studies and other evidence.

High quality research is found across the university system, in all subject areas, but excellence is not always linked to the scale of research and teaching

Analysis of PBRF Quality Evaluation 2018 results shows that world-leading, internationally excellent research is found across all subject areas and in all universities and has doubled overall since the PBRF was introduced in 2003 They show some notable areas of strong performance, for e ample in creati e and performing arts, humanities and law, and the biological and physical sciences They also show that our uni ersity system is research intensi e, with around 75 of all academic staff being research active.

owe er, the PBRF Quality Evaluation 2018 results also suggests that research quality is not always strongly correlated with research or teaching quantity or e ample, medicine and public health research is the largest area of research in the Quality Evaluation by some distance – around a third larger by volume than the second-largest area, social sciences and cultural studies – and is also one of the larger teaching subject areas particularly at Auckland and tago, yet research in this area is below the o erall quality a erage athematics and information technology research has a high o erall quality profile and an a erage-si ed submission, yet is one of the smallest teaching pro ision subject areas overall. This means that research acti ity, research outcomes, and teaching pro ision, are not necessarily aligned.

1. Overview of the universities

There are eight universities in Aotearoa New Zealand. This section compares high-level information about the self-reported mission and unique offering, si e, and o erall characteristics of the eight universities. This information is drawn from the most recent available annual reports and from each institution s most recent Investment Plan.

Name	Students (EFTS)	Academic staff (FTE)	Mission statement and offer
University of Auckland Waipapa Taumata Rau *Auckland* *Inner city-based campus with three main sites (City, Newmarket, Grafton).* *Satellite campuses in South Auckland and Whangarei.*	35,337 84% domestic 16% international	2,449	The university mission is to be 'a research-led, international uni ersity, recognised for e cellence in teaching, learning, research, creati e work, and administration, for the significance of its contributions to the advancement of knowledge and its commitment to serve its local, national and international communities • Largest research institution and largest provider of degree-level+ education • Undertakes teaching and research across comprehensive range of disciplines • Highest ranked university in NZ overall by main rankings systems • One of two medical schools in NZ
Auckland University of Technology *Auckland* *City-based campus with three sites (City, Manukau, North Shore)*	19,124 84% domestic 16% international	1,193	A T s ision is that e eryone with academic potential can flourish through our commitment to equity and e cellence This ision is aligned with, and moti ated by, our commitments to Te Tiriti o Waitangi and our collective dri e to achie e ritetanga • Most diverse student body in , including āori, acific, Asian, and mature learners • Focus on equity and increasing access to education for communities and backgrounds historically lower levels of access • Aims to consolidate position as s uni ersity of technology
University of Waikato *Hamilton (main campus), Tauranga* *Hamilton and Tauranga are city-*	10,119 81% domestic 19% international	623	'The mission of the University of Waikato is to combine the creation of new knowledge through research, scholarship and creative works with the dissemination of knowledge through teaching, publication and performance, for the benefit of society. The University of Waikato is committed to meaningful

Name	Students (EFTS)	Academic staff (FTE)	Mission statement and offer
based campuses. Campus provision overlap; Tauranga campus has marine and environmental science focus *Partnership with Hangzhou City University allows co-delivery of finance and design degrees in Hangzhou.*			partnerships under the Treaty of aitangi, and to pro iding leadership in research, scholarship and education relevant to the needs and aspirations of iwi and āori communities • Comprehensive university offering teaching across arts, humanities, social sciences and sciences, including āori and Indigenous Studies • Embedded in Waikato region with strong links to industry and employers • In-person and extra-mural study options Active efforts to become an anti-racist institution following Parata Gardiner Report findings
Massey University *Manawatu (main campus), Auckland, Wellington* *Manawatu campus is self-contained site on edge of Palmerston North. Ag-research focus.* *Auckland and Wellington are city-based campuses. Wellington hosts College of Arts.* *Some campus provision overlap although looking to reduce this.*	16,246 84% domestic 16% international	1,255	'Massey University is a research-intensi e, multi-campus university. Based in Aotearoa New Zealand and with e tensi e global reach, assey ni ersity has long been a distance, and now a blended and online education pro ider, prioritising access and equity alongside excellence to ensure that high quality tertiary education is available to school-leavers and mature age, part-time learners alike • Started as an agricultural college food, ag-research, land and animal based sectors remain important • Complemented by research strengths in applied sciences, arts, design and social sciences • Diverse student body relative to other uni ersities, with particularly high numbers of mature and distance learners
Victoria University of Wellington Te Herenga Waka *Wellington City-based campus with three main sites in Kelburn (main campus-humanities, social sciences and*	15,728 91% domestic 9% international	1,110 (note this figure predates the restructure process in 2023 - current FTE is likely lower)	'Te Herenga Waka—Victoria University of Wellington is a global–civic university with our marae at our heart. This iho draws off our heritage and is further defined by our t rangawaewae—in particular, ellington, Aotearoa, and the Asia–Pacific—all of which are expressed in our position as Aotearoa ew ealand s globally ranked capital city university. We are further differentiated by aspects of the way we

Name	Students (EFTS)	Academic staff (FTE)	Mission statement and offer
sciences), Pipitea (government and business), Te Aro (design and architecture) *Additional sites at Wellington Hospital, Miramar, south coast, and Lower Hutt.*			work, including our commitment to being a values-based, research-intensive university that works in partnership with its students • s top-ranked university for research intensity • Ranked within top 1% globally • A civic university that engages closely with Wellington & the region • Capital presence affords staff and students access to political, public sector, legal, diplomatic organisations
University of Canterbury *Christchurch Self-contained campus in city suburb Ilam, along with UC Arts site in city centre and Dovedale digital screen site.* *Satellite campuses for teaching degrees in Nelson and Rotorua*	17,187 92% domestic 8% international	1,009	'The University affirms its identity as a medium-si ed, research-intensi e, comprehensive university. It strives to deli er e cellent, research-informed education, and creati e and inno ati e research The University has a special connection with Christchurch and wider Canterbury through shared response to and reco ery from the earthquakes, and regional success and growth is a key goal. • Engineering is the largest area of teaching • Spread of subject areas is otherwise broad • Specific areas of specialist training including speech & language pathology, forestry, water management • Research concentrations generally in sciences and engineering, along with social sciences and education
Lincoln University *Lincoln Self-contained campus on edge of town*	2,515 83% domestic 17% international	184	'Lincoln University exists to provide excellent research and education to grow the knowledge of our students and help shape a world that benefits from a greater understanding of the relationships between land, food and ecosystems • A distincti e, specialised university with a land-based focus

Name	Students (EFTS)	Academic staff (FTE)	Mission statement and offer
			• Aims to become a globally-ranked top-five land-based university • Key role in providing graduates and research capability and solutions for the food and fibre sector
University of Otago *Dunedin Self-contained central city-based campus.* *Satellite campuses in Auckland (distance learning & the Children's Issues Centre), Wellington (health sciences, research & distance), Christchurch (health sciences, research & distance), Invercargill (health sciences & education)*	18,960 93% domestic 7% international	1,610	'The University of Otago exists to create, ad ance, share, promote, preserve and apply knowledge. Committed to partnership with mana whenua and upholding Te Tiriti o aitangi, we undertake outstanding research and research-informed teaching, enable transformative learning and student e perience, and engage in meaningful service to society with a dedication to e cellence, inno ation and positi e impact • s first uni ersity • nique status in Australasia as a residential, destination university in a university town • Consistently ranks in top 1% globally • Research and teaching across a comprehensive curriculum • Strong relationship with mana whenua and local region • Particular strengths in health sciences, sciences, and humanities, professional programmes, and business education

2. Student population

This section provides data on the university student population across the eight universities, in five relevant areas:

- Overall enrolments
- Regional origin (domestic students only)
- Ethnic identity
- Age
- International students

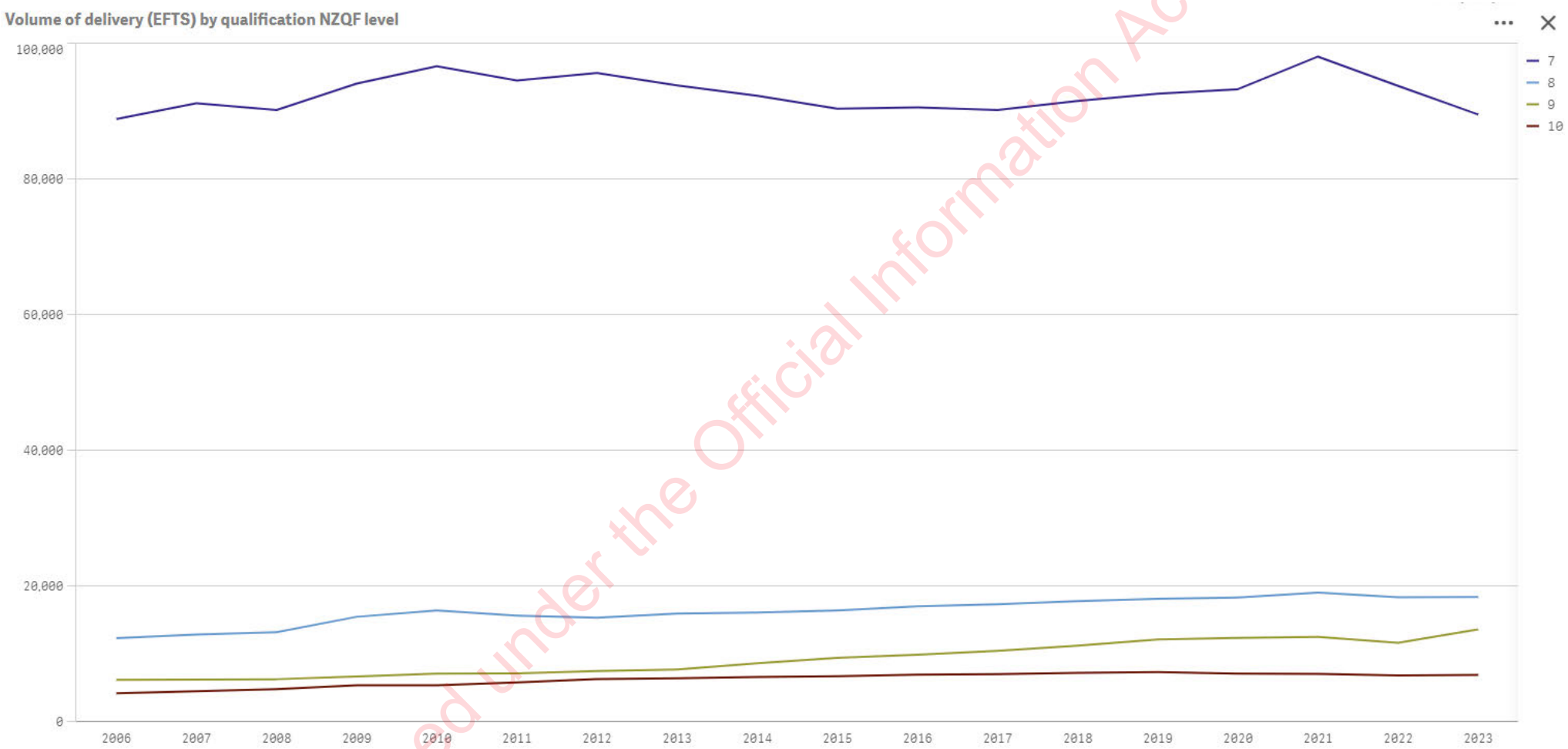
All figures are based on equi alent full-time students (EFTS) rather than student headcounts. Data is based on 2023 enrolments, which are the most recent validated dataset.

Overall enrolments

As conte t for the demographic data that follows, the graph below presents a historic iew of total enrolments in the university system at undergraduate and postgraduate degree levels from 2006 to 2023.

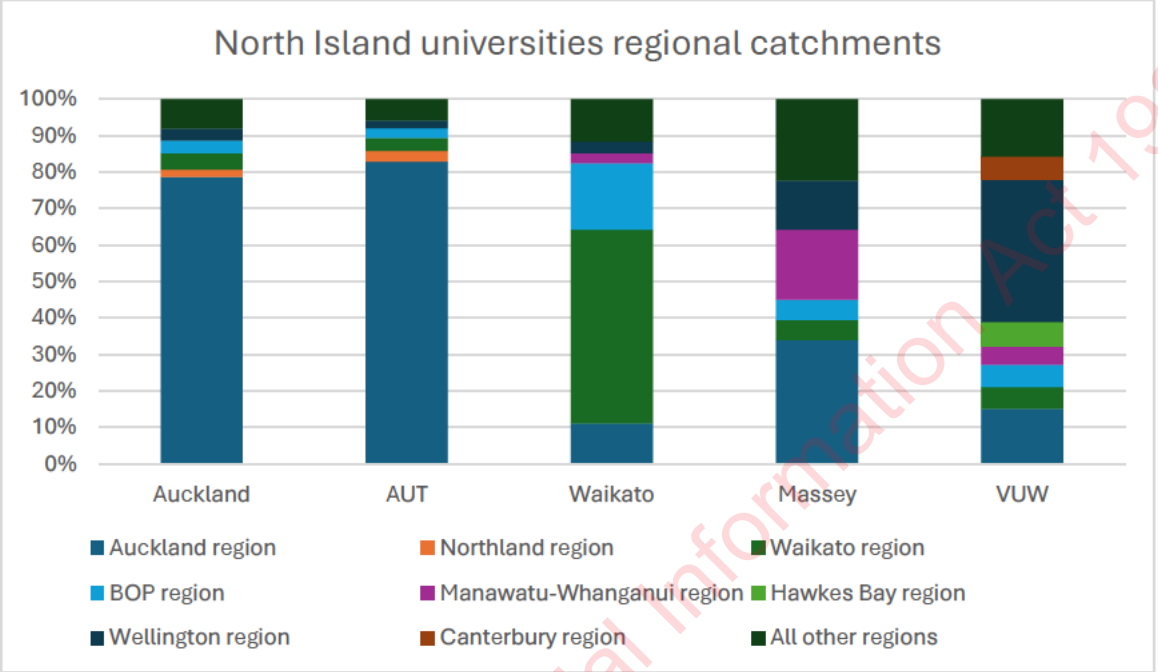
The data show that total enrolments have been relatively stable over time with a recent more noticeable decrease. The effects of the pandemic can be seen in both the drop-off of level 7 enrolments after 2020, and in the uptick in taught aster s Level 9) enrolments in 2022. It is notable that both effects continue to be seen. This perhaps suggests that while the pandemic triggered these shifts, other underlying drivers have contributed to the recent downwards trend. It is also notable that doctoral degree enrolments (Level 10) have remained largely flat for around a decade.

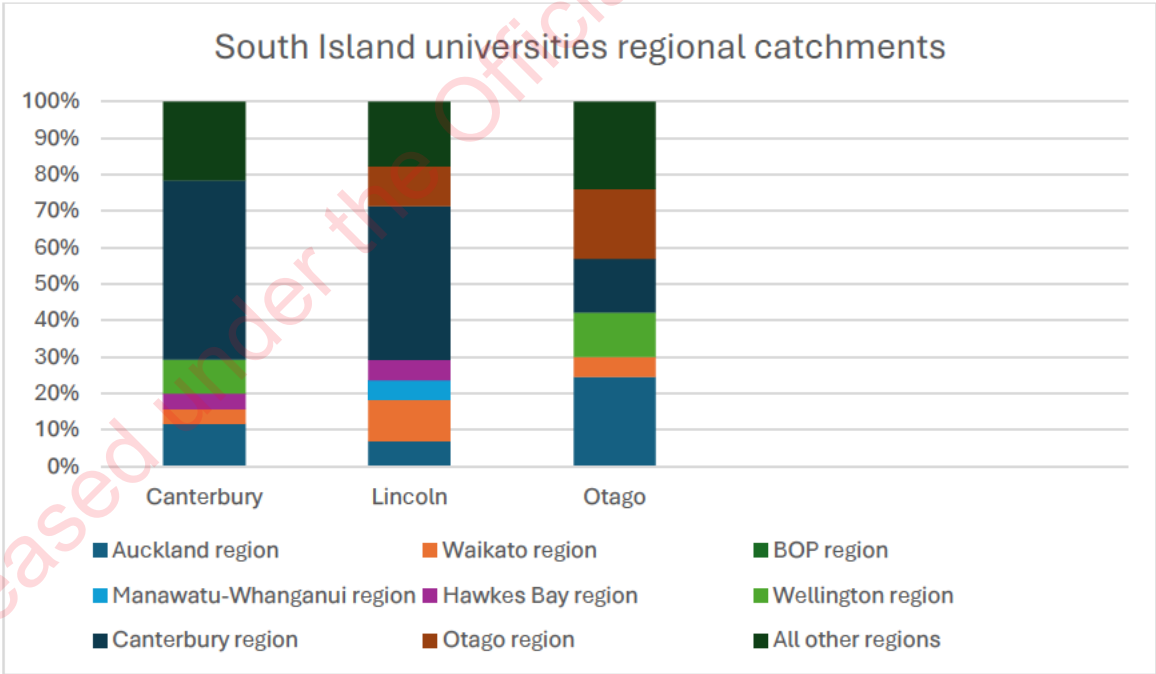
University EFTS 2006-2023 at Level 7-10



Regional origin

The data in the following two graphs is based on the reported secondary school region for first year enrolling students at university in 2023. or each uni ersity, discrete data are shown for all regions pro iding more than 5 of first year enrolments, or the top fi e regions by proportion of enrolments, whichever is greater.





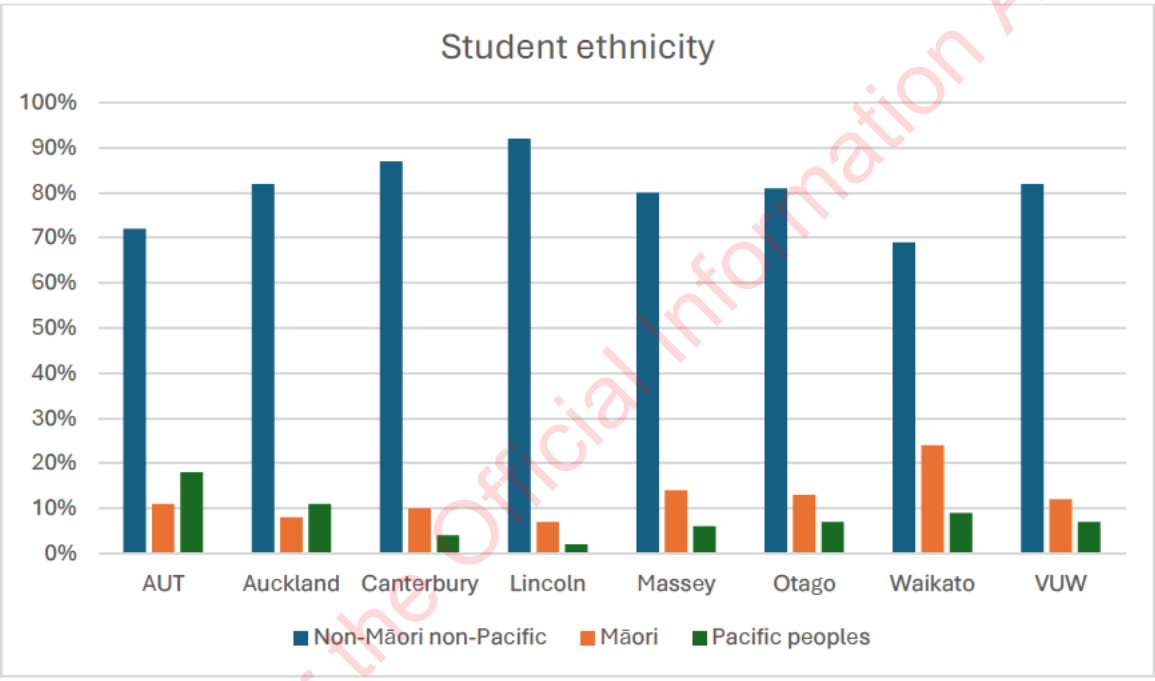
The data show that, with the e ception of tago, all uni ersities recei e the greatest single proportion of first year enrolments from students who attended secondary school in their local region. This regional pull effect is strongest for Auckland and A T, both of which recei e around 80 of their first-year enrolments from the Auckland region. Waikato receives 53.2% of enrolments from the Waikato region and 18 2 from the ay of lenty region, where they also ha e a campus Massey also recei es most enrolments 62 4 from the three regions where it has a campus Auckland, ellington, and anawatu-Wanganui.

, anterbury, and incoln also recei e their highest proportion of enrolments from the ellington and anterbury regions respecti ely, although at less than 50 the pull effect is less strong t is notable that both VUW and Canterbury each also attract more than 10% of their enrolments from the Auckland region.

Otago is the only university to attract a greater proportion of its enrolments from outside its local region than from within it, with 24 coming from the Auckland region, 19 from the tago region, and 12 from ellington This reflects its institutional identity as ew ealand s only destination university.

Student ethnicity

The graph below shows student ethnicity data for all current enrolments at all universities. Note that ethnicity totals for each institution may sum to more than 100% as students can identify as more than one ethnicity.



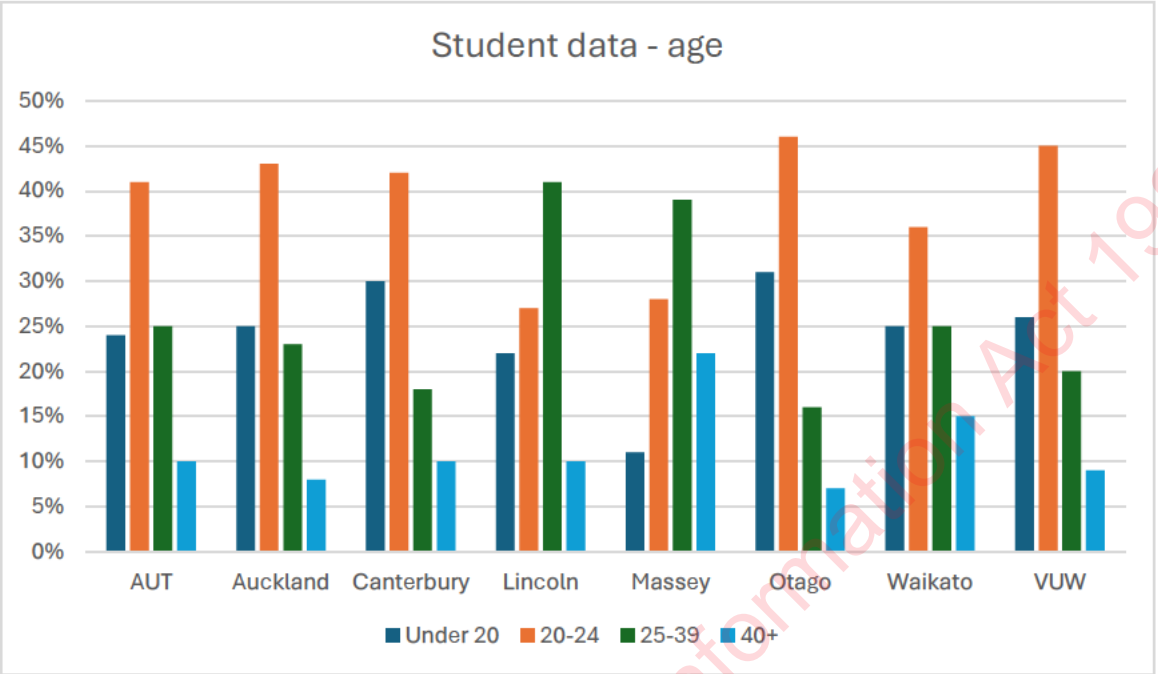
Across the eight uni ersities, an a erage of 12 of students identify as āori, and 8 identify as Pacific. The latest census figures show that 17 8 of the ew ealand population identify as āori, and 8.9% identify as acific āori are therefore under-represented at all universities, with the notable e ception of the ni ersity of aikato, where āori make up 24 of the student body

Pacific students are slightly underrepresented on average, but A T 18 , Auckland 11 , and Waikato (9%) all have higher proportions of Pacific students than the national population.

e note that āori and acific students ha e been underrepresented in the uni ersity study body relative to national demographics since data on student ethnicity has been collected. This is also reflected in the ducation erformance ndicator data for āori and acific students discussed in the next section.

Student age

The graph below shows student age data for all current enrolments at all universities.



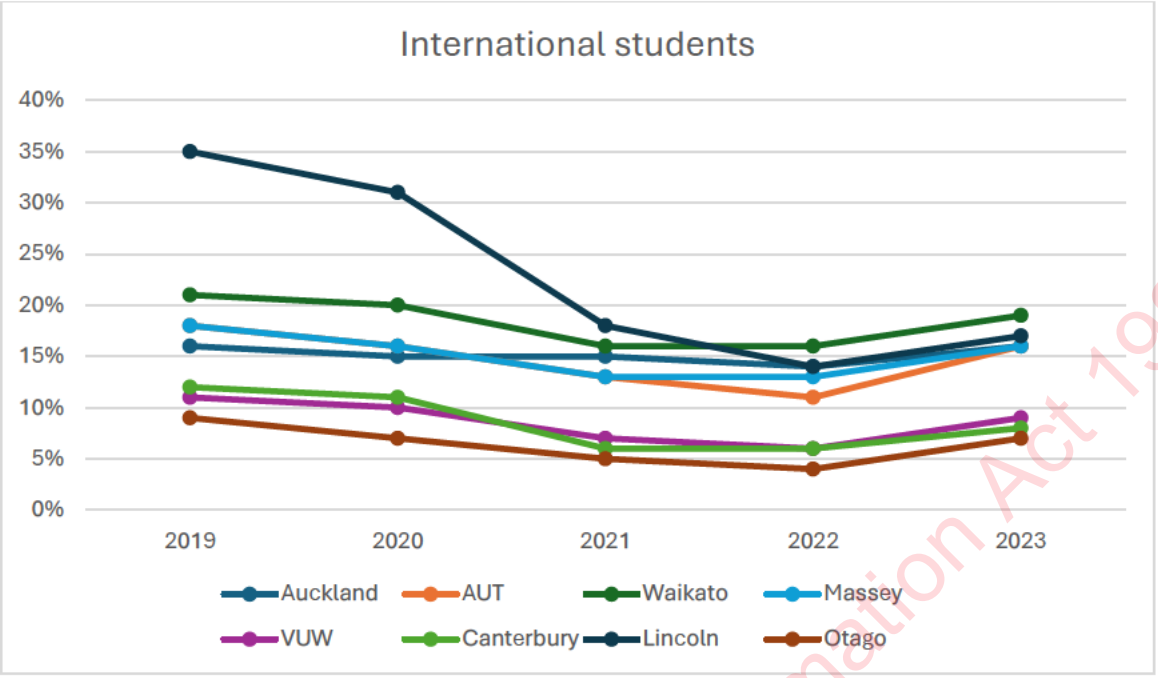
Across the eight universities an average of 24% of students are under 20, 39% are aged between 20 – 24, 26% are aged between 25 – 39, and 11% are over 40. The largest age cohort is the 20 – 24 group at all institutions except Lincoln and Massey, where the largest cohort by age is the 25 – 39 group.

Massey has a notably different student age profile to the other universities with double the average students in the 40+ cohort (22%), and half the a erage students in the under 20 cohort (11%). This is related to their focus on extramural and part-time deli ery, which tends to attract more older people who are already in work.

International students

While a 2023 snapshot approach has been used for the other data presented here, international student numbers are presented as a five year trend in order to reflect the impact of the COVID-19 pandemic rior to 2019, international student numbers had increased steadily o er the pre ious decade after system changes in 2010 following concerns about pro ision quality, and had been stable for at approximately 2019 levels for a couple of years (see the graph on page 110 in the background briefing pack).

The proportion of international students declined at all universities across 2020-2021 as a consequence of the D-19 pandemic, with most commencing a reco ery in 2022 owe er, as of 2023, none of the uni ersities has recorded a return to pre-pandemic numbers with the exception of Auckland, which e perienced the smallest decrease o erall from 16 in 2019 to 14 in 2022 aikato currently has the highest proportion of international students at 19 , down from 21 in 2019.



incoln recorded the sharpest decline but from a significantly higher 2019 proportion of 35 , and has since reco ered to 17 incoln s higher proportion of international students should be considered in the context of a much smaller provision size relative to the other uni ersities, but this is also a reflection of their specific teaching focus, including almost 40 of pro ision at the postgraduate taught level.

3. Teaching areas and learning outcomes

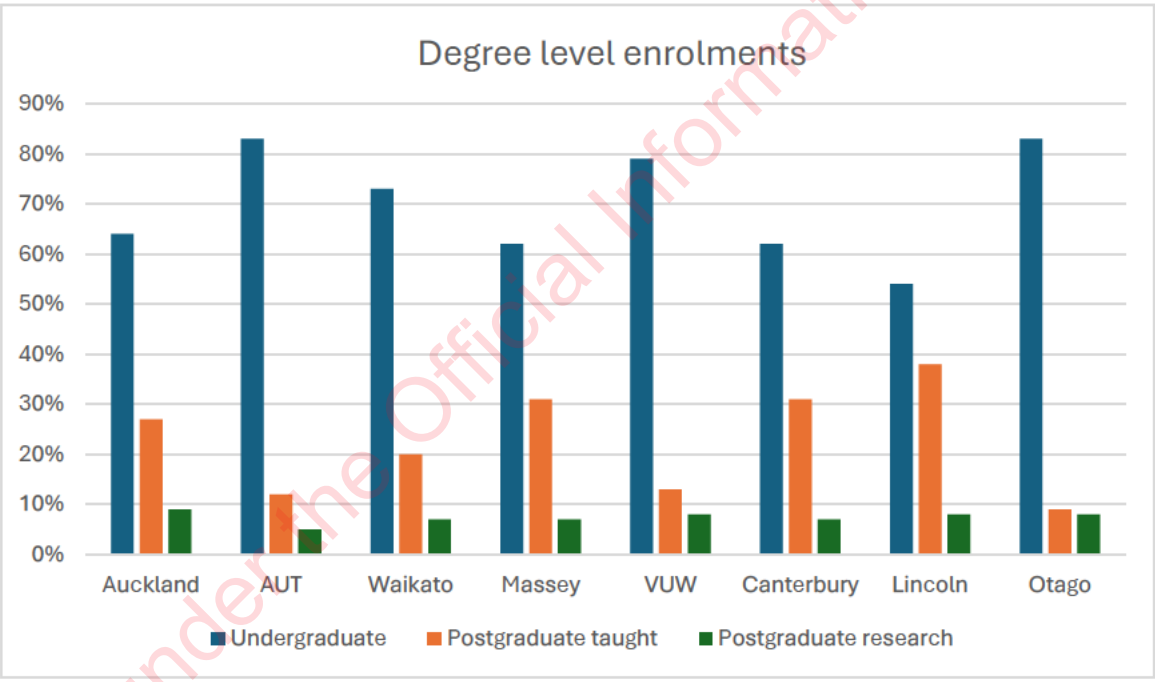
This section provides data on teaching areas and learning outcomes across the eight universities in four areas:

- ndergraduate, postgraduate, and research degree enrolments
- ntramural e tramural pro ision, which can be used to infer full-time/part-time provision
- NZSCED subject area enrolments
- Educational Performance Indicators

All figures are based on 2023 enrolment data.

Degree level enrolments

The graph below shows undergraduate and postgraduate degree-level enrolments at universities in 2023 There is ariation across all eight uni ersities, particularly between undergraduate and postgraduate taught provision with a range from 9% postgraduate taught (Otago) to 38% (Lincoln). Proportions of postgraduate research students are less variable with a range of 5% (AUT) to 9% (Auckland).



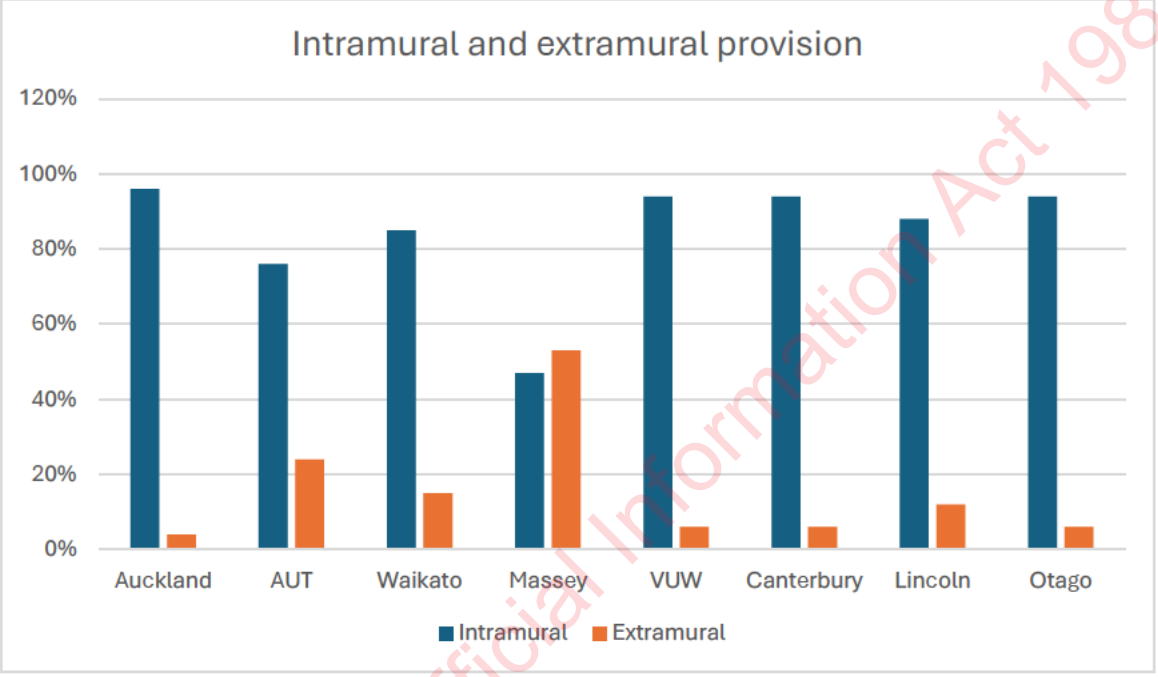
The average proportion of undergraduate-le el students was 71 , the a erage proportion of taught postgraduate students was 21 , and the a erage proportion of research postgraduate students was 8%.

Of particular note is incoln s high level of postgraduate taught students (38%), along with Massey 31 and anterbury 31 anterbury s high le el reflects the fact that the achelor of ngineering ons , their most commonly-awarded degree, is technically a postgraduate degree although almost all learners will enrol as first year undergraduates assey and incoln s high le el of pro ision is related more broadly to a focus on postgraduate delivery.

Otago s relatively low level of taught provision (9%) likely reflects the much larger size of the undergraduate health sciences and medical delivery rather than a reduced postgraduate course offering.

Intramural and extramural provision

Data on part-time study is not collected, but intramural and e tramural pro ision can be used to infer the proportion of learners who are studying part-time since remote study is strongly correlated with part-time learning. We do note however that because this data is collected at the course provision le el, it will include a small number of students who take a mi ture of intra- and extra-mural courses. This is most common at assey, where intramural students can also enrol in extramural courses.



The graph abo e shows that Auckland, , anterbury, and tago all ha e roughly similar low le els of e tramural pro ision, at around 5 on a erage This is consistent with their mission and offering; none of the four universities place a specific priority on extramural provision or part-time learning A T deli ers 24 of its pro ision e tramurally again, this reflects the institutional mission to reach more di erse learner groups assey is unique among the eight universities for delivering more provision extramurally than on campus, reflecting its longstanding focus on part-time and distance learning provision.

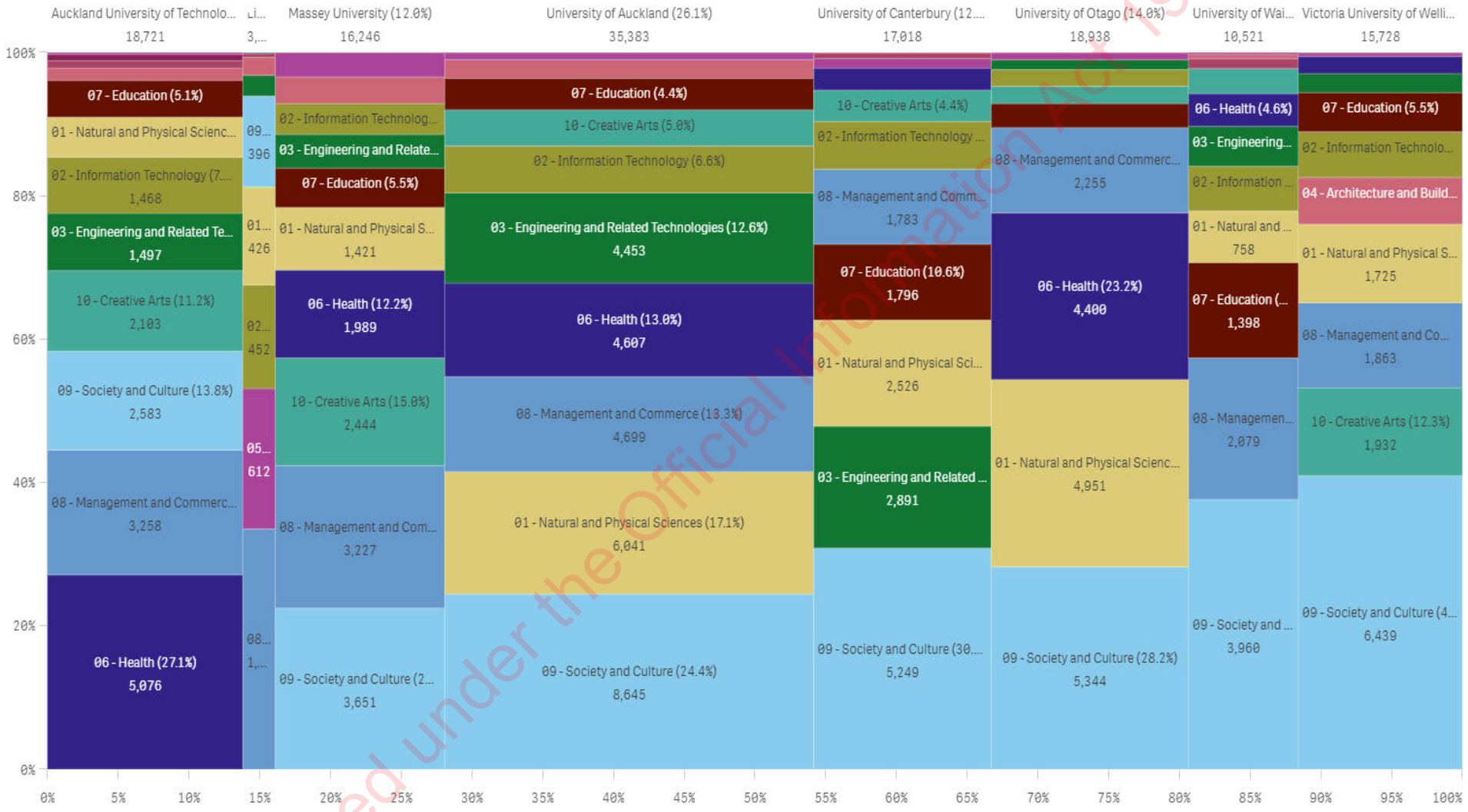
NZSCED subject area delivery

Below we provide 2023 subject area delivery data by broad NZSCED categories as single visual comparing the eight universities. Individual graphs for each university are attached at the end of this paper as an appendi , and pro ide the same data in more granular detail.

n the isualisation below, the width of each column represents the size of each university compared to one another and the volume of provision within different NZSCED areas. The height of the segments in each university column represent the proportion different NZSCED areas within that university s pro ision as a whole Subject areas are arranged ertically in order of olume, with the largest areas at the bottom to smallest areas at the top.

Note that the very slim second column represents incoln ni ersity, with the magenta-coloured segments representing agricultural and related research.

While these Broad S D categories are high le el, when read in conjunction with the R uality aluation panel submission data in the following section, a more fine-toothed picture of subject area differentiation emerges.



These data show that while the majority of the eight universities offer provision across more or less the same spread of high-le el subject areas, the amount and mi of that pro ision aries across institutions.

Waikato and VUW have a significantly greater volume of delivery in the Society and Culture (i.e. humanities and social sciences relati e to their other pro ision, while tago and to a lesser e tent Auckland have a clear sciences and health focus. Auckland and Canterbury have a strong engineering focus, and A T a strong health focus

Lincoln stands out from the other seven universities as having a smaller overall range of teaching provision and a very strong focus on management and commerce and agricultural and related teaching (noting that its commerce provision is specifically related to agricultural subject areas e.g. commercial farm management).

Educational Performance Indicators

ollowing the introduction of n estment lans in 2008, the T worked with the sector to agree a set of four standard educational performance indicators (EPIs) for use from 2010 onwards. These EPIs are used to as part of TEOs own accountability-setting and in engagement between TEC and TEOs over learner achievement.

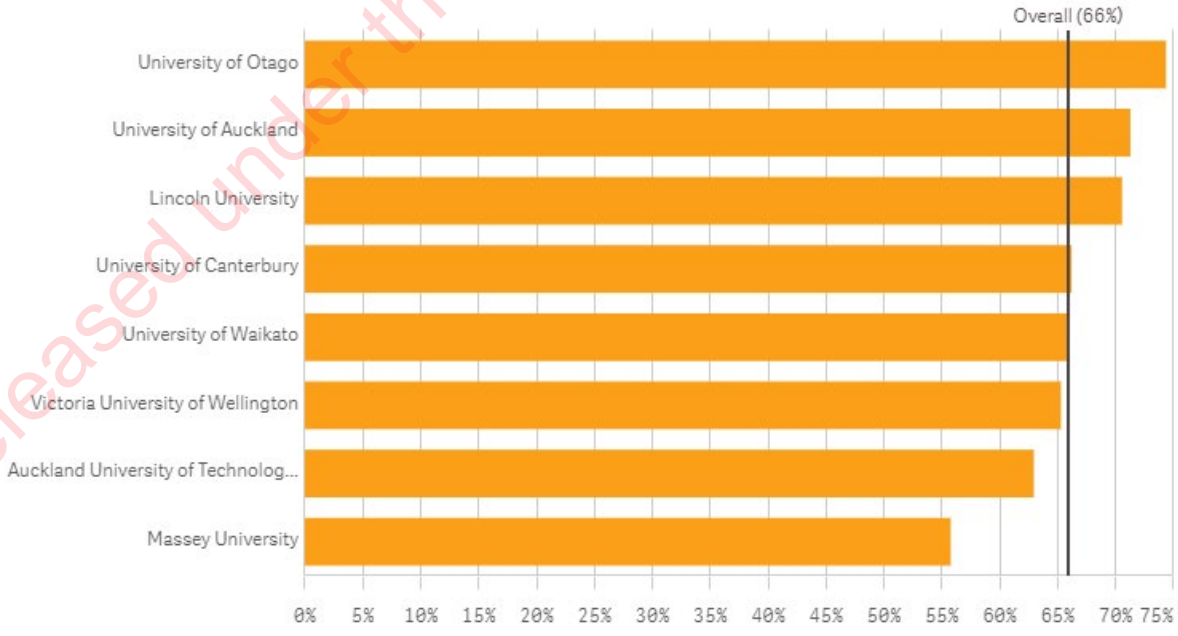
EPIs measure successful completion of study

The current s are qualification completion, first year retention, course completion, and progression (from Levels 1-4).

The EPIs have had their current methodology since 2015. The biggest changes from the 2010 design were the introduction of a learner cohort-based approach for qualification completions and a switch to first year retention. Previous rates were recalculated using the new methodology.

or uni ersities, first year retention and course completion are strong lead indicators, while qualification completion is, o er time, the most meaningful measure rogression is less rele ant to universities as they do not offer much provision at Levels 1-4.

ublished qualification completion rates for all learners in the uni ersity sector in 2022 were as follows:



hile there are differences between uni ersities performance relati e to one another for each indi idual , the top two and bottom two uni ersities here gi e a good general indication of uni ersities o erall performance

These EPIs rates compare reasonably well to international benchmarks and relative to other sub-sectors in Aotearoa ew ealand This is unsurprising gi en ni ersity ntrance requirements, which mean uni ersities largest intake comes from the group that is best prepared for successful study.

Two main issues are considered below. First is the differences between universities in terms of their EPI rates. Second is the parity gap between different learner groups at every university.

Note that 2022 is the most recent year where data has been confirmed for EPIs.

Universities perform reasonably well for non-Māori, non-Pacific learners

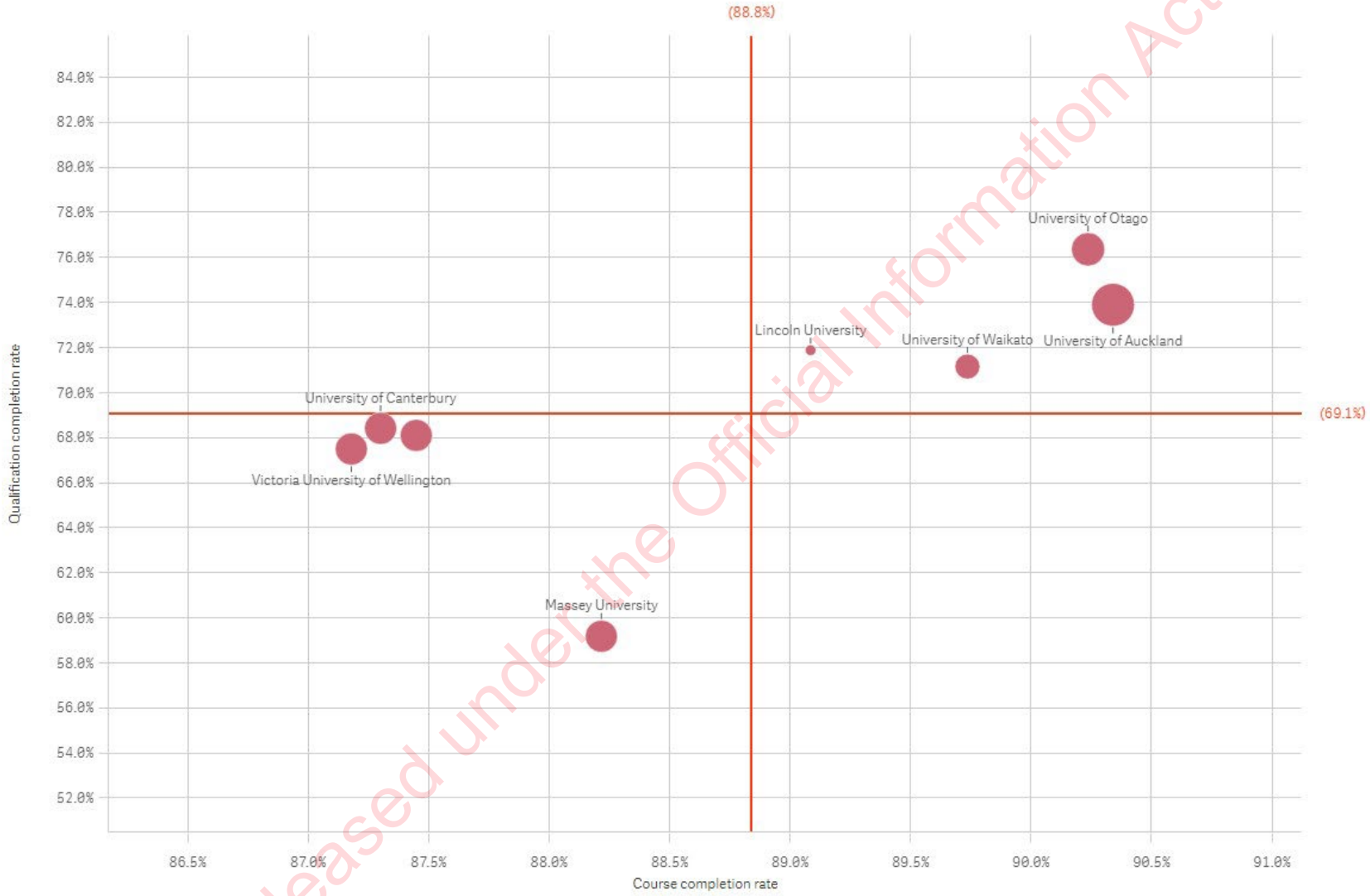
The following chart shows 2022 rates for qualification completion and course completion s by university for non- āori, non- acific learners The si e of the dots indicates the number of equi alent full-time students (EFTS) at the university.

The red lines show non- āori, non-Pacific learners o erall qualification completion and course completion rates at the universities in 2022: an 88.8% course completion rate and a 69.1% qualification completion rate These are good rates o erall compared to other sub-sectors and by international standards.

The distribution of dots on the chart shows that rates at each indi idual uni ersity differ, in some cases significantly from these overall rates. n the hori ontal a is, course completion rate differences span a 3 1 percentage point range, while on the ertical a is, qualification completion rate differences span 17 2 percentage points tago s qualification completion rate for non- āori, non-Pacific learners is 76 4 , while assey s is 59 2

For non- āori, non-Pacific learners at university in 2022, first year retention rates ranged from 75.1% at Massey to 84.1% at Otago.

2022 Qualification completion and course completion: Non-Māori, non-Pacific learners



Universities do not perform as well for Māori learners

ni ersities educational performance for āori learners is lower than for non- āori, non-Pacific learners The chart below shows qualification completion and course completion rates in 2022 for the uni ersities, filtered to only include āori learners

The red lines show the o erall qualification completion and course completion rates in 2022 for āori learners in the uni ersity sector a 79 9 course completion rate and a 53 1 qualification completion rate. These rates are both more than ten percentage points lower than the equi alent rates for non-āori, non-Pacific learners in the previous chart.

It should be noted that the uni ersity subsector āori course completion rate of 79 9 is higher than the all-sector āori course completion rate of 72 5 owe er, the uni ersity sector qualification completion rate of 53.1% is also below the overall sector rate for āori learners of 54 7 . In other words, āori learners at T s, ānanga, and T s were more successful in completing qualifications

The distribution of dots on the chart shows that underlying rates for āori learners at indi idual uni ersities differ, in some cases significantly n the hori ontal a is, course completion rate differences span a 7.2 percentage point range from a 77.5% rate at Waikato to an 84.7% rate at Lincoln. n the ertical a is, qualification completion rate differences between universities span 25.7 percentage points tago s qualification completion rate for āori learners is 64 2 , while assey s is 38.5%.

or āori learners at uni ersity, in 2022, first year retention rates ranged from 64.4% at Massey to 87.3% at Lincoln.

2022 Qualification completion and course completion: Māori learners

University performance for Pacific learners is poor

or acific learners at uni ersity, educational performance is lower than both for non- āori, non- acific learners and for āori learners The chart below shows qualification completion and course completion rates in 2022 for the uni ersities, filtered to only include Pacific learners.

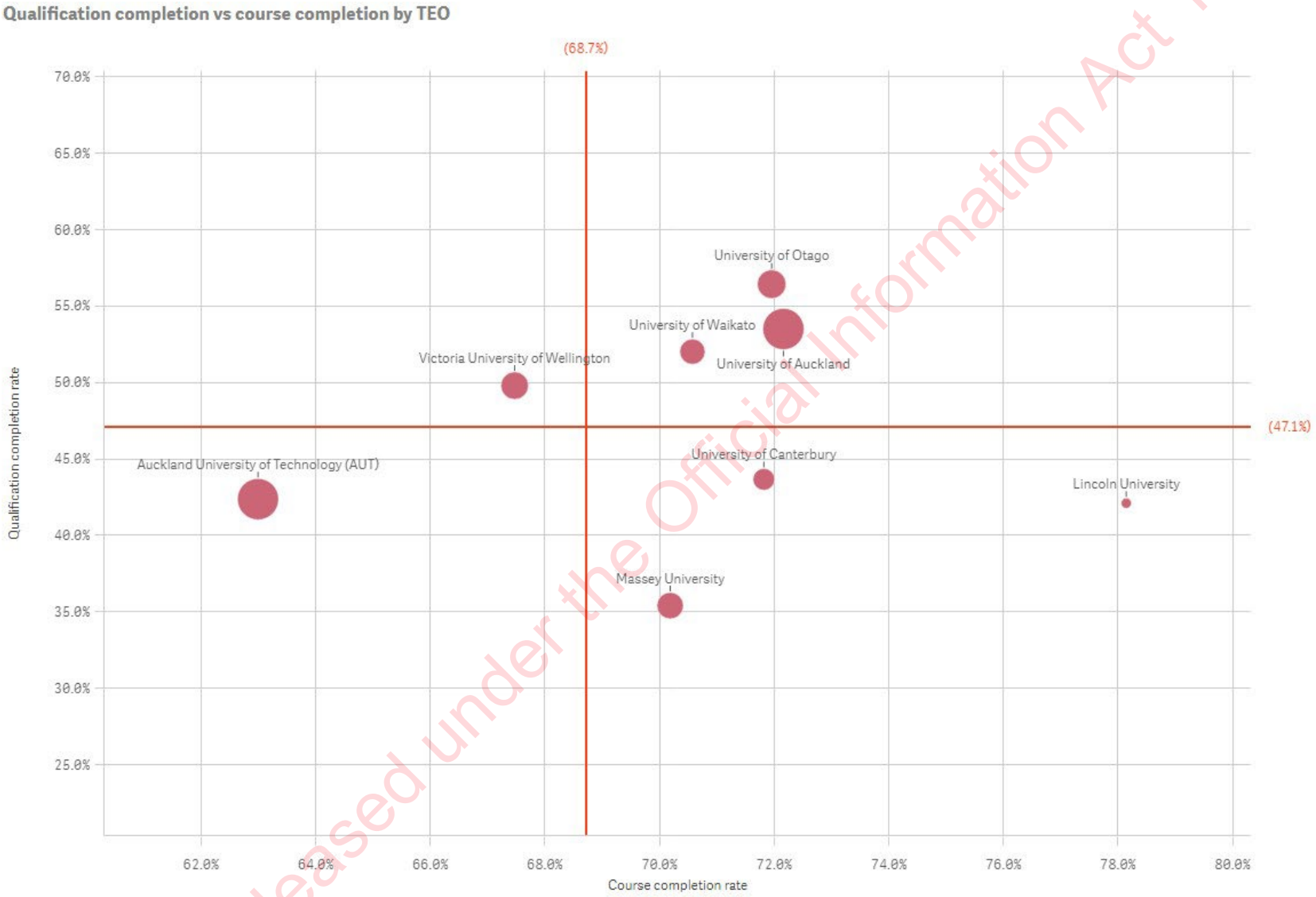
The red lines show the o erall qualification completion and course completion rates in 2022 for acific learners in the uni ersity sector a 68 7 course completion rate and a 47 1 qualification completion rate. These rates are both more than 20 percentage points lower than the equi alent rates for non- āori, non-Pacific learners.

The university subsector course completion rate of 68.7% is lower than the all-sector rate of 69.3%. The uni ersity sector qualification completion rate of 47 1 is also below the all-sector rate for Pacific learners of 52.5%. n other words, acific learners at T s, ānanga, and T s were more successful in completing both courses and qualifications

The distribution of dots on the chart shows that underlying EPI rates for Pacific learners at individual uni ersities differ significantly ourse completion rate differences span 15 0 percentage points, from a 63.0% rate at AUT to an 78.1% rate at Lincoln. Qualification completion rate differences span 23.0 percentage points: assey s qualification completion rate for āori learners is 33 4 , while tago s is 56.4%.

For Pacific learners at university in 2022, first year retention rates ranged from 60.1% at Massey to 81.3% at Lincoln.

2022 Qualification completion and course completion: Pacific learners

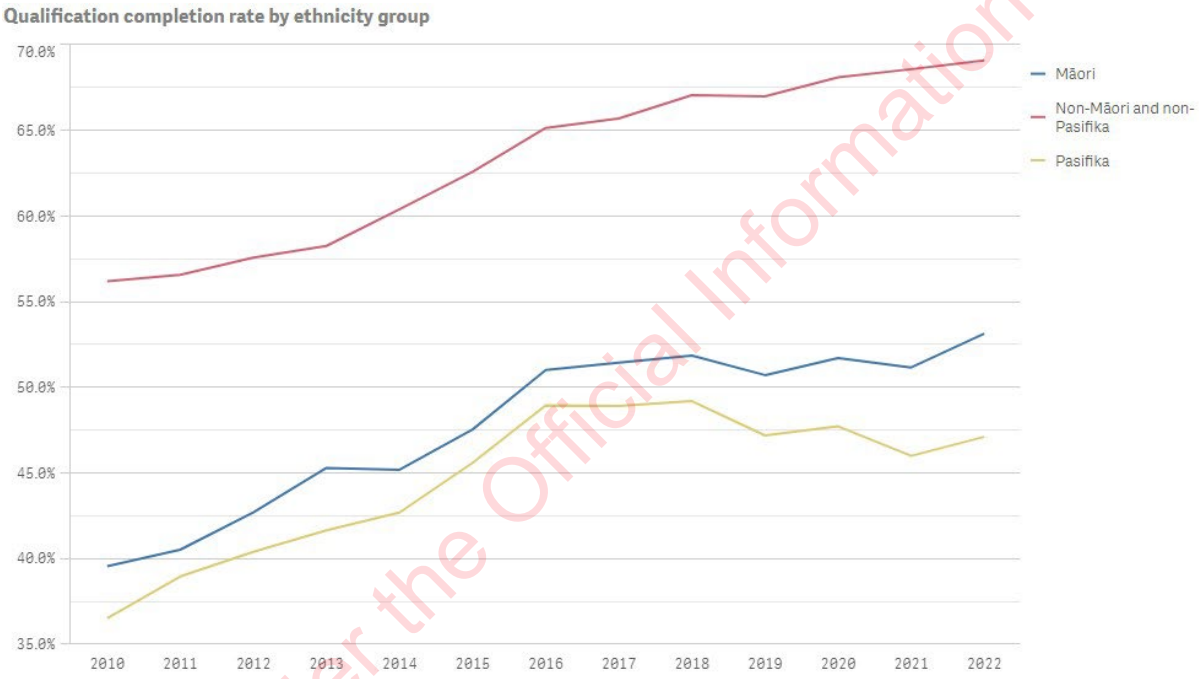


Interventions over time have had mixed results

The educational performance differences by ethnic group shown above have been apparent in the data for several decades onsiderable efforts ha e been made by uni ersities, go ernment, and others to understand and address the issues. This can be seen in the Education and Training Act 2020, the focus of successi e Tertiary ducation Strategies, and the T s n estment lan Guidance.

As part of the system response, T s are required to set targets for their future performance through their Investment Plan and to report on their achievement against these targets in their Annual Reports lease note the material on the n estment Round in the panel induction pack, pp. 75-77.)

 onitoring and impro ing rates, and addressing these parity issues, has been a major focus of the T s in estment round for the last 15 years owe er, while success rates ha e increased, parity issues have remained. This is clearly shown by looking at the qualification completion rates o er time, as show below.



 hile qualification completion rates for all groups ha e trended upwards with some re ersals , the gap between groups has remained remarkably constant. We see a similar pattern when looking at course completion rates and first year retention rates.

4. Post-Study Outcomes

The Ministry of Education and TEC are part of a data-sharing exercise with Statistics NZ and Inland Re enue called the ntegrated Data nfrastructure D , which is used to produce post-study outcomes data The data uses road, arrow, and Detailed ew ealand Standard lassification of Education (NZSCED) classifications to identify the subject areas people studied and includes the level of study completed (Level 1-3, e el 4-7 (non-degree , e el 7 degree , e el 8-10).

This dataset provides information about:

- The number of people in different demographic groups (by age, gender, and ethnicity) completing tertiary study at different levels and subject areas
- Employment and other post-study outcomes such as being in further study, being unemployed, claiming a job-seeker benefit, etc by S D for people who completed tertiary qualifications
- edian incomes by S D for people who completed tertiary qualifications and are in employment
- edian income figures for people who completed tertiary qualifications and are in employment.

This information can be e plored at a national le el, regionally, by T type, and at an indi idual T level.

The PSO dataset confirms earlier research showing that on average employment rates and earnings increase based on the highest le el of qualification achie ed Degree and postgraduate graduate have higher rates of employment and higher median earnings than people with lover level qualifications or no qualifications The data shows clear differences in earnings linked to gender and ethnicity, which reflects the findings of international studies and other e idence

There are also some variations in employment rates and earnings correlated to location and subject choice. These often correspond to common perceptions for e ample, on a erage doctors and lawyers earn more than the median, and graduates in the creati e and performing arts tend to earn less. This data provides clear information about the alue of completing qualifications and the likely outcomes of studying different le els and for some outlier subject areas owe er, while this is important information for learners and for TEOs about labour market outcomes it does not provide information about differences in quality between indi idual programmes or T

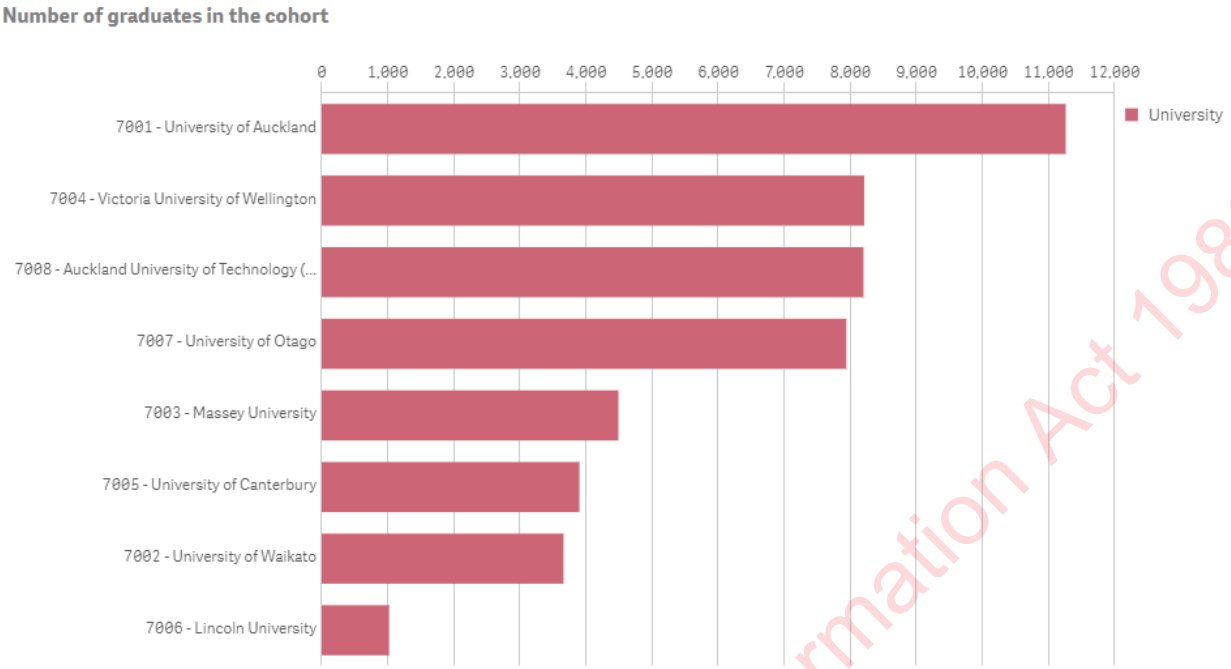
TEC has found that subject areas with poorer outcomes often have fewer learners enrolled in them and that poor earnings outcomes reflect poor working conditions in areas that are essential to the economy or e ample, people studying to become child-careers ha e low earnings, but these roles are essential to ew ealand s high female workforce participation rates Rather than providing e idence about the quality of a T or a particular programme, the data re eal how the social and economic value placed on different activities and occupations plays out in the labour market.

Post-study outcomes for university graduates with Level 7 (degree) qualifications

The charts in this section relate to all university learners, regardless prior A achie ement le els and including all genders and ethnicities, who completed a qualification at e el 7 degree while they were under 25 years-old. The data looks at their outcomes three years after graduation.

Technical note: Rigorous pri acy rules apply to this data, which can limit the ability to drill down ery far into different le els and subject areas as any small alues must be supressed To manage this, and generate more useful sample si es, four-year cohorts of qualification completions are used. This means three-year outcomes data uses completions from a four year period (2016-2019). Outcomes are measured in 2019-2022 calendar years for further tertiary study, and in the 2020-2023 tax years (i.e. 1 April 2019 to 31 arch 2023 for employment, income, days o erseas and days on benefit Outcomes are measured over a 12-month period.

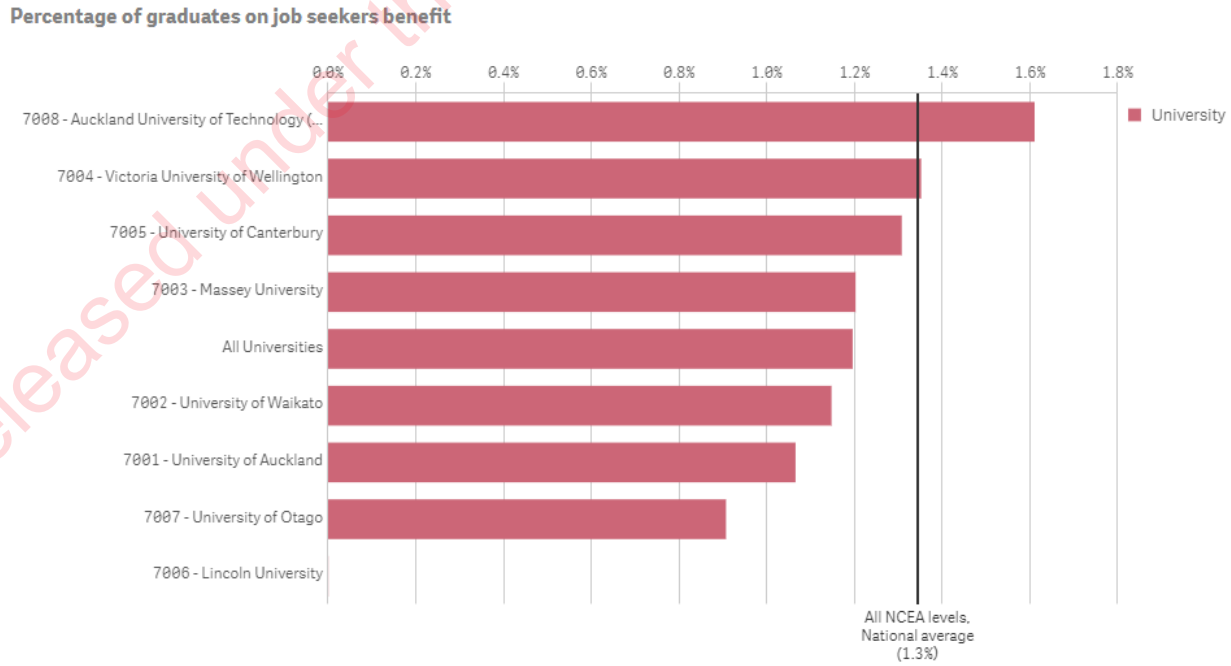
Understanding the size of the cohort



The chart above shows the total number of students graduating with a e el 7 degree qualification that are included in the data set we are looking at below. Note that this is a four-year synthetic cohort so it does not reflect the number of people graduating in a single year.

i en that the typical student at e el 7 degree takes four years to complete their study, this group reflects 2016-2019 graduates who are likely to be from 2012-2015 first-year intakes, which is why has a small cohort of graduates relati e to its current enrolments assey s small cohort of graduates in this data relative to its size partly reflects its lower completion rates for extramural study.

University graduates with Level 7 (Degrees) have very low job seeker benefit rates



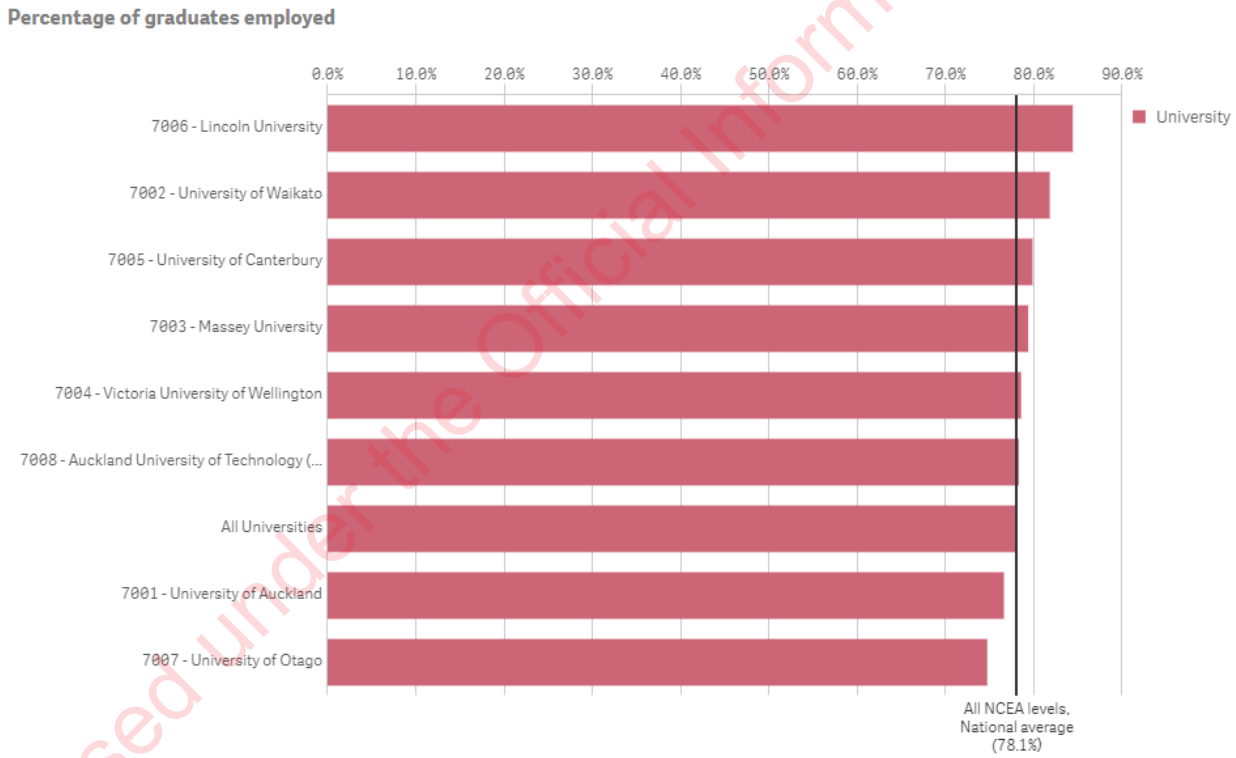
This chart shows the job seeker benefit rate for Level 7 (degree) university graduates three years after graduation The a erage rate is 1 3 , with 6 out of 8 uni ersities below this rate incoln has a 0% rate on this measure. While there is variation between uni ersities, all appear well below the national rate and the rate for lower-le el qualifications or conte t, the job seeker rate for the same cohort of under 25s three years after graduation with a Level 1-3 qualification is 8 5 , while for people achieving a Level 4-7 (non-degree) qualification the job seeker rate is 4.5%.

 hen compared to Te kenga, the ānanga, and T s, the uni ersities ha e the lowest rate of graduates on a job seeker benefit in this cohort (all learners, under 25s, e el 7 degree, 3 years after graduation) or Te kenga the equi alent rate is 1 9 , for T s it is 2 2 , and for the ānanga it is 4.7%.

 ote, All A le els means that the rate is generated for all learners regardless of A achievement.

University graduates with Level 7 (Degrees) have high rates of employment

University graduates have positive employment outcomes compared to people with lower-level qualifications or no qualifications hile graduates from other types of TEOs have higher employment rates, they also ha e higher job-seeker rates, while uni ersities tend to ha e higher rates of further study.



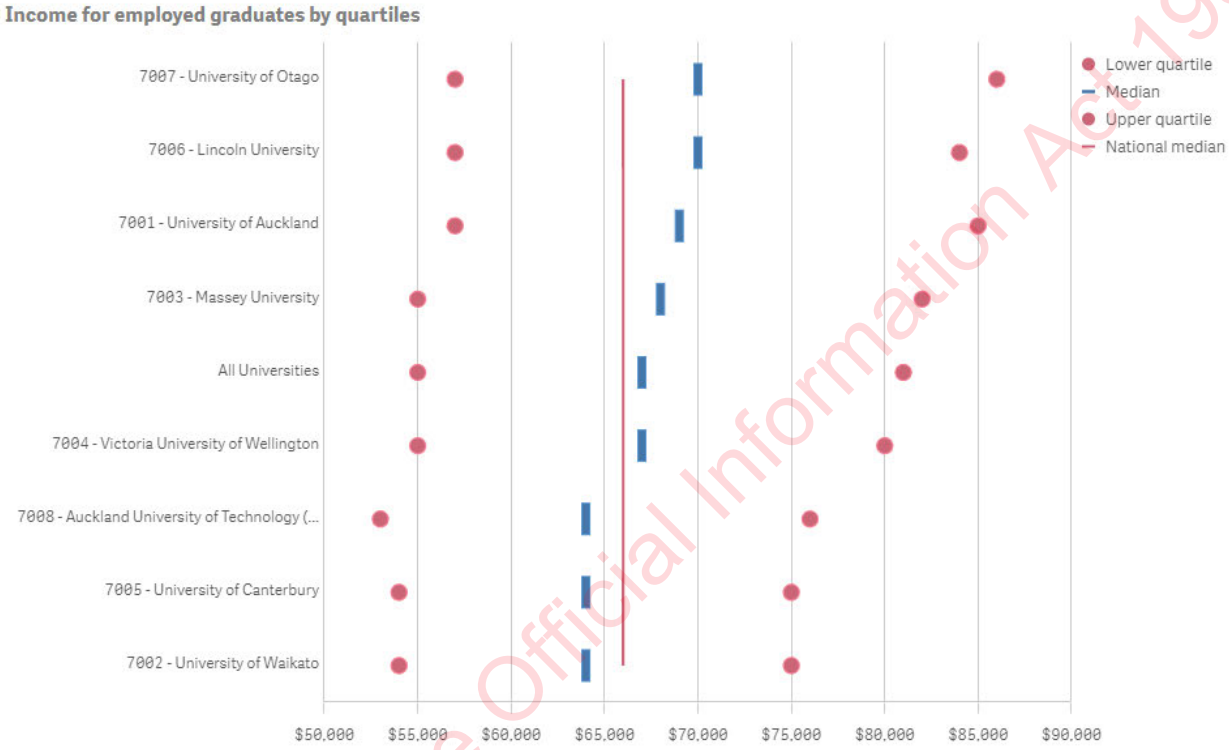
This chart shows employment rates for the cohort. Note that the average does not just include uni ersities but all T types howe er, uni ersities make up a large proportion of the T s with graduates in this cohort and so it is not surprising that they cluster near the average. Lincoln and Waikato graduates are more likely to be employed. Note that Otago graduates in this cohort were far more likely to be in further study – 11.8% compared to an average of 6.2%.

It is notable that university graduates with a Level 7 (degree) as a whole do not do better than graduates with degrees awarded by Te kenga and some T s hen looked at in detail this tends to reflect location and specific labour market factors. The highest employment rates are achieved by some of the T s, and se eral Te kenga subsidiaries ha e higher employment rates than the universities. The Te kenga subsidiary with the highest employment rate of any TEO for this cohort

is the Western Institute of Technology at Taranaki (WITT), which beats all the uni ersities on this metric. This illustrates why employment rate is not necessarily the most illuminating measure.

University graduates with Level 7 (Degrees) earn a high median income

The next chart shows the median income for all graduates in this cohort is 66,000, while for uni ersities it is 67,000 The uni ersities are all close the national median, which is to be e pected gi en their si e within the cohort, with tago doing the best and aikato the worst.



It is notable that several Te kenga subsidiaries and PTEs do just as well as the universities or better, with the Universal College of Learning (UCOL) having a higher ranking on this measure than many uni ersities This data suggests that, at least in some areas, there is no earning ad antage in having a university-awarded degree compared to a degree awarded by Te kenga or another provider.

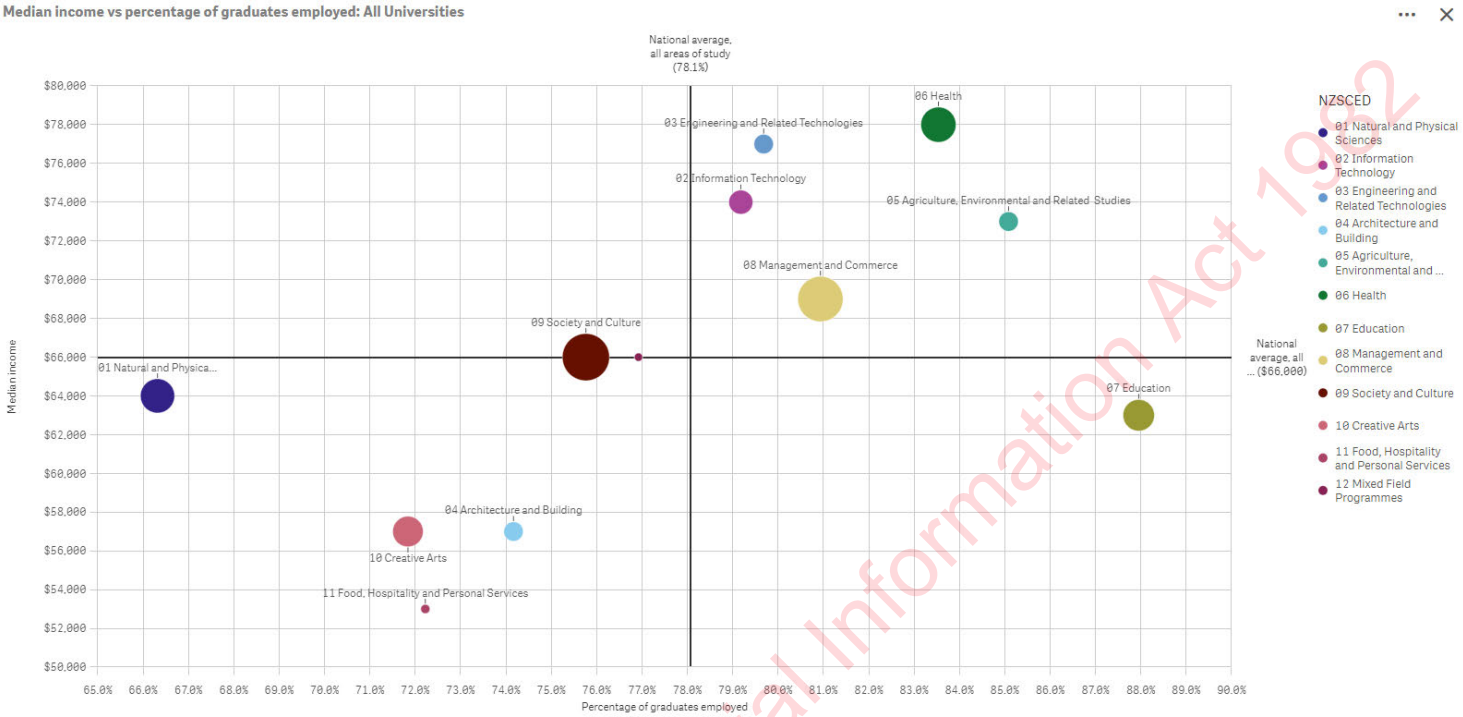
ompared to study at other le els, median earnings for people in the e el 7 degree cohort are significantly higher than for people with lower-le el qualifications for e el 1-3 the median is 53,000, for Level 4-7 (non-degree is it is 52,000,

The data shows clear pay inequalities based on gender emale non- āori, non-Pacific university graduates with e el 7 degree qualifications have a median income that is 94.2% of the median income earned by male non- āori, non-Pacific university graduates. Female āori university graduates have a median income that is 92.8% of the median income earned by male non- āori, non-Pacific university graduates. Female Pacific university graduates have a median income that is 91.3% of the median income earned by male non- āori, non-Pacific university graduates.

By subject area, there are differences in employment rates and earnings for Level 7 (degree) graduates

The next chart shows how earnings map against the subject areas of e el 7 degree qualifications delivered by universities for this cohort. The size of the dots represents the number of graduates.

ields like ngineering, T, usiness, and Agriculture ha e the best outcomes along these a es, along with ealth, which includes medical and nursing training, with high employment rates and earnings. ducation, which includes teacher training shows the highest employment rates



The two areas with below median employment rates and earnings, and a large number of graduates, are Natural Sciences and Creative Arts.

It is notable that the highest earning areas are highly professionalised, with tight controls on workforce entry and size. While there is sometimes concern about under-supply in these areas, there is concern that additional graduates in many of these areas maybe unable to find work in Aotearoa ew ealand, would be recruited o erseas with better working conditions, or could drive down wages within these fields. The data highlights that the role of tertiary education providers in the supply and demand of the labour market is complex and difficult to steer.

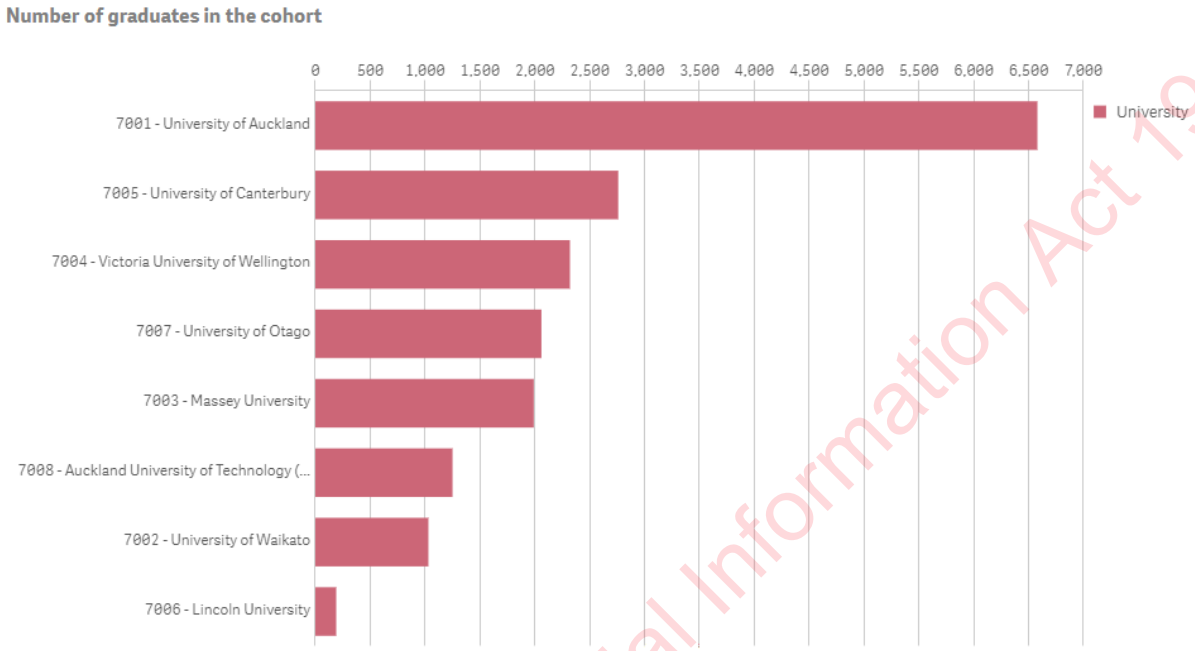
Post-study outcomes for university graduates with Level 8-10 qualifications

The charts in this section relate to all university learners, regardless prior A achie ement le els and including all genders and ethnicities, who completed a qualification at e el 8-10 while they were under 25 years-old. The data looks at their outcomes three years after graduation. Some comments have been added related to the 25 to 39 age group as this makes up about half of the group graduating with these qualifications

Apart from the change in le el of qualification, the approach is the same as the pre ious section on Level 7 (degree). This means three-year outcomes use completions from four years (2016-2019). Outcomes are measured in 2019-2022 calendar years for further tertiary study, and in the 2020-2023 ta years i e 1 April 2019 to 31 arch 2023 for employment, income, days o erseas and days on benefit. Outcomes are measured over a 12-month period.

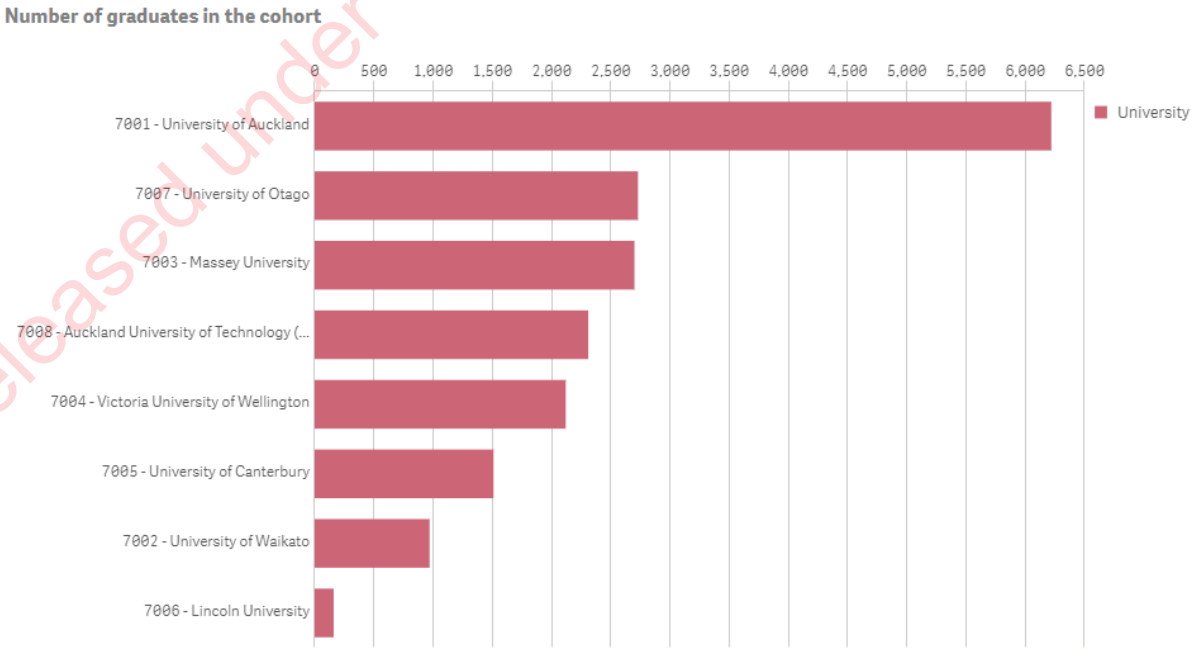
Due to the specialised nature of postgraduate research programmes, which in ol e ery small cohorts, using a multi-year approach becomes even more important as for any single year most of the data would otherwise be suppressed for privacy reasons.

Understanding the size of the cohort



This chart above shows the total number of under-25 students graduating with a Level 8-10 qualification that are included in the data set we are looking at below Note that this is a four-year synthetic cohort so it does not reflect the number of people graduating in a single year

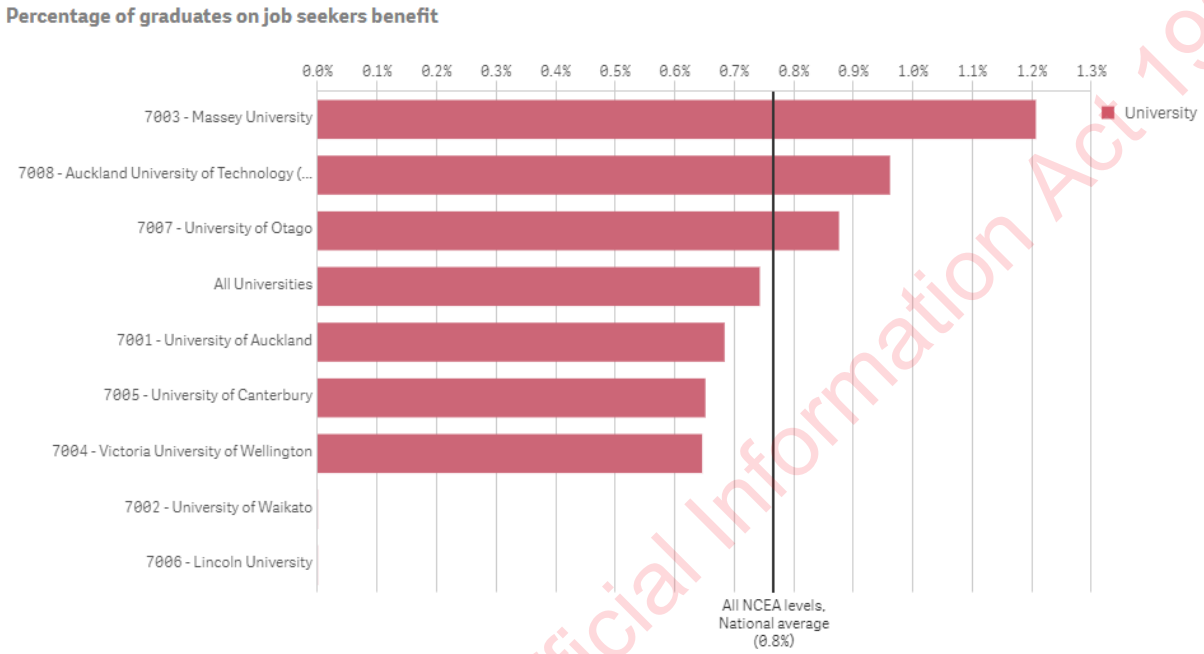
The cohort of 25 to 39 year-olds Level 8-10 graduates by university is shown in the chart below:



Auckland has the most graduates, and aikato and incoln have the least, in a similar distribution to the chart for under-25 year-olds. owe er, tago and assey have more graduates in this age group, while Canterbury and VUW have fewer – effectively swapping places.

University graduates with Level 8-10 degrees have very low job seeker benefit rates

The next chart shows the job seeker benefit rate three years after graduation for under-25 year-olds university graduates with Level 8-10 qualifications The sector a erage rate is 0 8 , while the a erage for all universities is 0.7%. Lincoln and Waikato have a 0% rate on this measure.



 hile there is ariation between uni ersities, all appear well below the national rate and the rate for lower-le el qualifications The job seeker rate three years after graduation for the cohort of under 25s with a Level 1-3 qualification is 8 5 , while for e el 4-7 (non-degree) the job seeker rate is 4.5%. nly Te kenga has enough graduates at e els 8-10 to be compared to the universities on this measure or Te kenga the equi alent rate is higher than for the uni ersities, at 1 7

For 25 to 39 year-olds who have a Level 8-10 qualification from a uni ersity, the job seeker benefit rate three years after graduation is 0 7 , i e the same as for under-25 year olds.

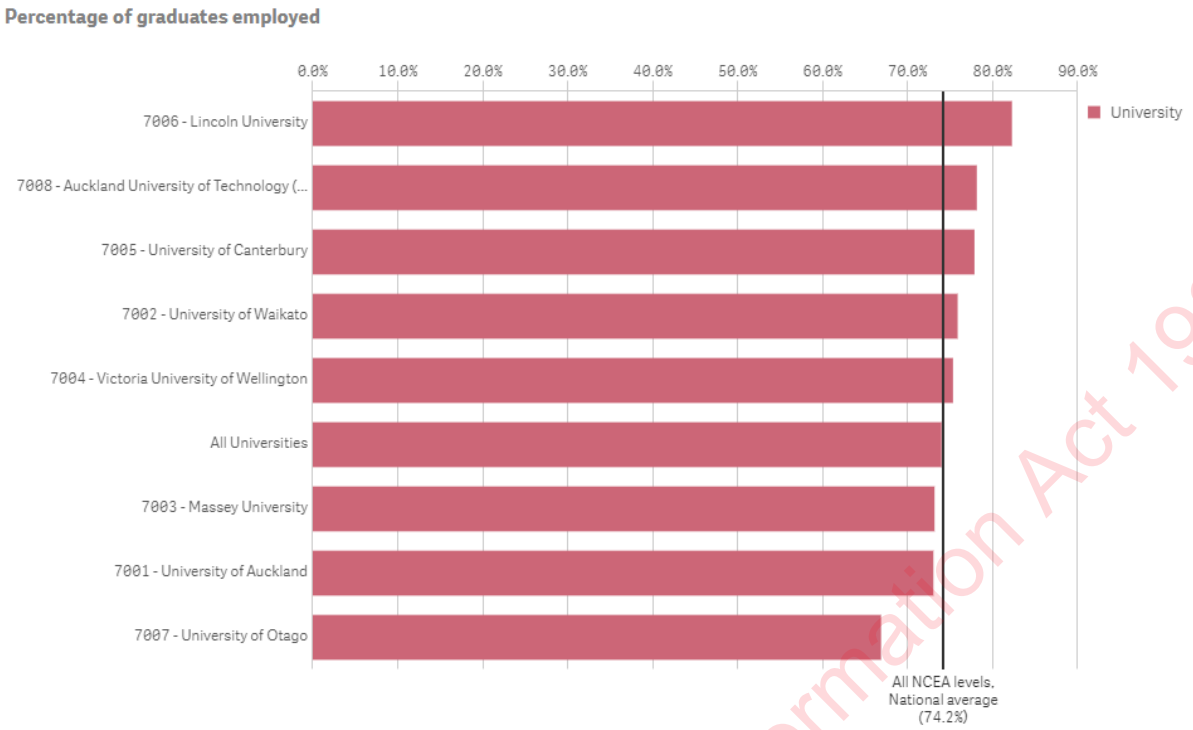
 ote, All A le els means that the rate is generated for all learners regardless of A achievement.

University graduates with Level 8-10 degrees have high rates of employment

University graduates at Level 8-10 have positive employment outcomes compared to people with lower-le el qualifications or no qualifications owe er, the employment rate is slightly lower at 74 2 compared to 78.1% for Level 7 (degree).

The following chart shows the employment rates for the cohort. Note that the average of 74.2% does not just include uni ersities but all T types howe er, uni ersities make up a large proportion of the TEOs with graduates in this cohort and so it is not surprising that they cluster near the a erage, at 74%.

As with e el 7 degree data, incoln and A T graduates are more likely to be employed, while Otago graduates are least likely. Note that Otago graduates in this cohort were more likely to be in further study – 16.9% compared to an average of 8.6%.



Although they make up a small part of the overall Level 8-10 cohort, Te kenga graduates are often employed at higher rates than universities; however, earnings for university graduates in employment tend to be higher An e ception is hitireia, which had the second highest employment rate and the highest median incomes of any TEO in this data owe er, this was for a cohort of only 80 graduates

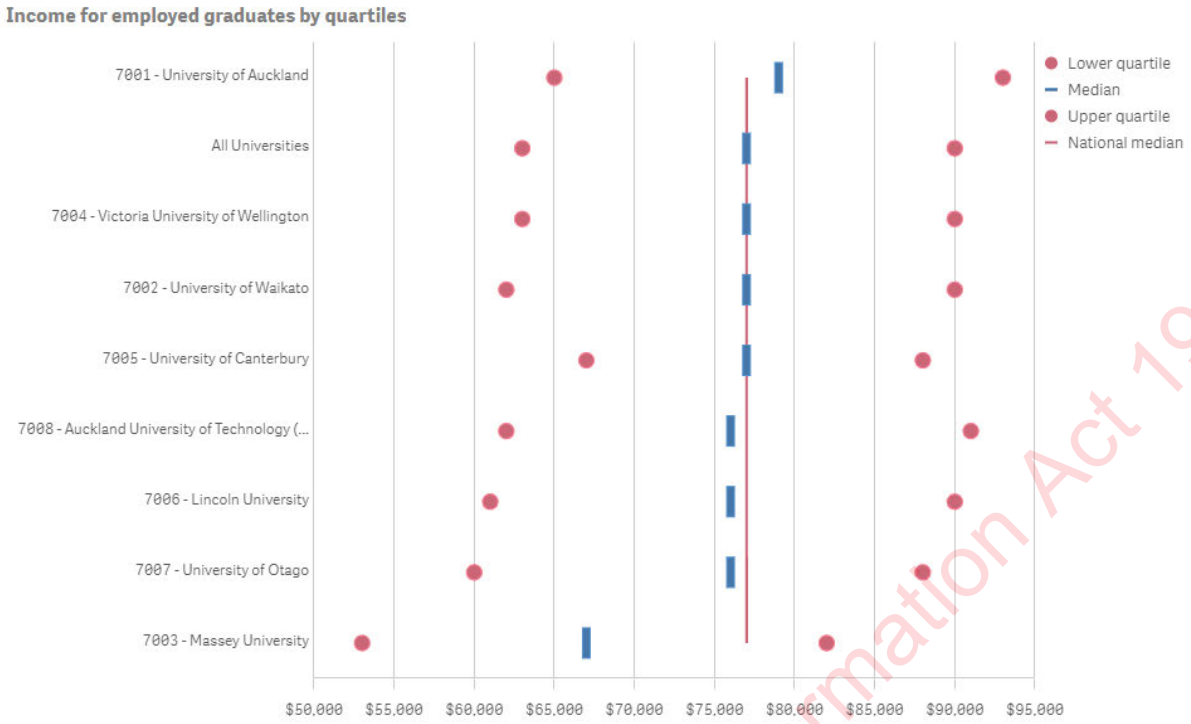
For 25 to 39 year-olds, the a erage employment rate is 75 4 for uni ersity graduates and 76 5 for all graduates This reflects higher employment rates in this group for graduates of ānanga, some T s, and se eral of the Te kenga business units

University graduates with Level 8-10 degrees earn the highest median income

This next chart shows the median income for all graduates in this cohort is 77,000, which is the same as if only university graduates are counted cept for assey, the uni ersities are all within 1,000- 2,000 of the national median, which is to be e pected gi en their si e within the cohort

A notable point in this data is that the median earnings for a graduate with a Level 8-10 qualification from Massey are lower than the median earnings for a graduate with a Level 7 (degree) from Massey. For all the other universities the Level 8-10 earnings are higher.

ompared to study at other le els, median earnings of 77,000 for people in the e el 8-10 cohort are significantly higher than for people with lower-le el qualifications for e el 1-3 the median is 53,000, for Level 4-7 (non-degree is it is 52,000, for e el 7 degree it is 66,000

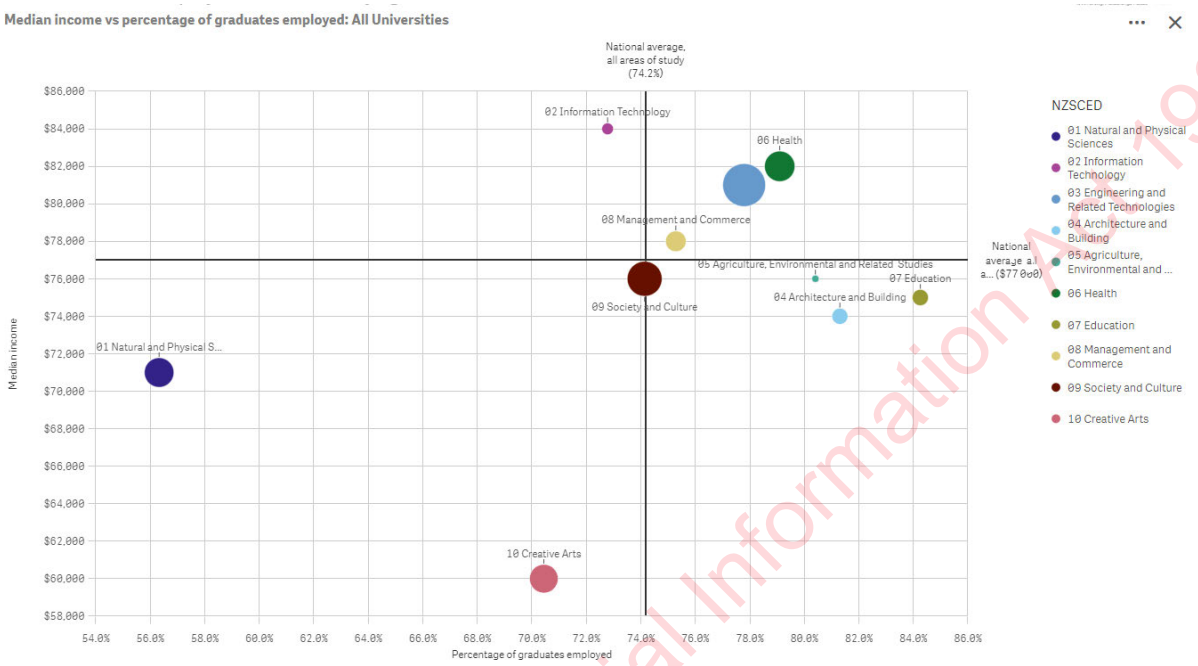


For 25 to 39 year-olds, median earning for uni ersity graduates three years after graduation rise again, to 84,000 These are higher still for Auckland and tago graduates at 92,000 and 97,000 respectively. The national dataset suggests that this is driven in large part by their role in medical training.

The data shows clear pay inequalities based on gender emale non- āori, non-Pacific university graduates with Level 8-10 qualifications ha e a median income that is 94 9 of the median income earned by male non- āori, non-Pacific university graduates. Both female āori uni ersity graduates and female Pacific university graduates have a median income that is 93.7% of the median income earned by male non- āori, non-Pacific university graduates.

By subject area, there are differences in employment rates and earnings for Level 8-10 degree graduates

The next chart shows how earnings map against the subject area of Level 8-10 qualifications delivered by universities for this cohort. The size of the dots represents number of graduates.



ealth, ngineering, and usiness continue to ha e strong outcomes along these a es with high employment rates and earnings, while the two areas with below median employment rates and earnings and a large number of graduates continue to be Science and Creative Arts.

Some shifts are noticeable compared to the same view for graduates with Level 7 (degree) qualifications The percentage of T graduate employed has mo ed to the below median quadrant, reflecting high median earnings but lower than median employment rates, while and Architecture and Agriculture ha e joined ducation in the bottom left quadrant This reflects high employment rates but lower than median earnings.

5. Research intensity, quality, and specialisation

This section provides data on research intensity, quality, and specialisation across the eight uni ersities These data are drawn from the results of the most recent R uality aluation, which took place in 2018.

Research intensity (staff submitted to PBRF as proportion of academic staff)

The proportion of a uni ersity s academic staff i e staff who carry out teaching and or research who are submitted to the PBRF Quality Evaluation provides a measure of research intensity. It indicates the proportion of academic staff who are actively engaged in the production research outputs that the uni ersity considers of sufficiently high quality that it is likely to be awarded a funded uality ategory

The table below draws on PBRF Quality Evaluation 2018 submissions data and academic staff numbers as reported in uni ersities 2018 annual reports – note that the TEC does not collect data on academic staff who are not submitted to the Quality Evaluation.

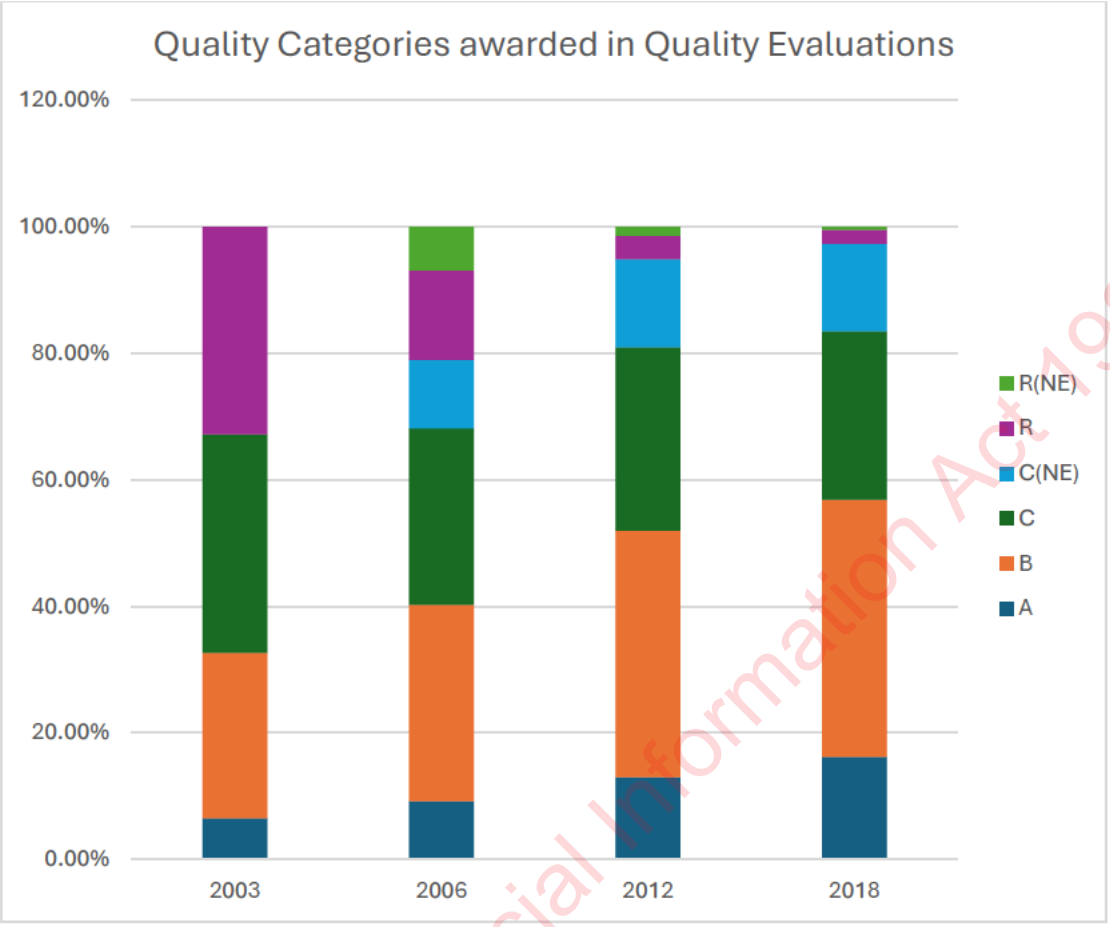
University	Reported academic staff (FTE) 2018	% of academic staff submitted in QE 2018
University of Auckland	1,775	75.6%
Auckland University of Technology	741	63.1%
University of Waikato	434	72.6%
Massey University	1,042	73.4%
Victoria University of Wellington	883	81%
University of Canterbury	606	77.9%
Lincoln University	182	96.8%
University of Otago	1,392	87.2%

Research quality

Research quality as measured by the R uality aluation has doubled over the past four exercises 2003, 2006, 2012, and 2018 . The graph below shows the percentage of the research submitted to the Quality Evaluation which was assessed as having achieved each of the six possible Quality Categories A, , , ew and merging , R, and R ew and merging

uality ategories are benchmarked against accepted international standards of research quality, reach, and significance uality ategory A represents world-leading research, uality ategory represents internationally or equi alent e cellent research, and uality ategory represents research that meets the minimum accepted international or equi alent quality standard for the field

The C(NE) category was introduced in 2006 and is a category which can only be awarded to new and emerging researchers. These four categories attract funding. The R and R(NE) categories represent research that does not meet the minimum accepted quality standard for the field. These categories do not attract funding.



The data show that from the first uality aluation in 2003, the proportion of research achie ing an A Quality Category has more than doubled from 6.52% to 16.22 in the 2018 Quality aluation, while the proportion of research assessed as not meeting minimum quality standards has decreased from almost 33 of all submissions in 2003 to less than 3 in 2018 n 2018, 56 9 of submissions recei ed either an A or a uality ategory, as compared against 32.7% in 2003.

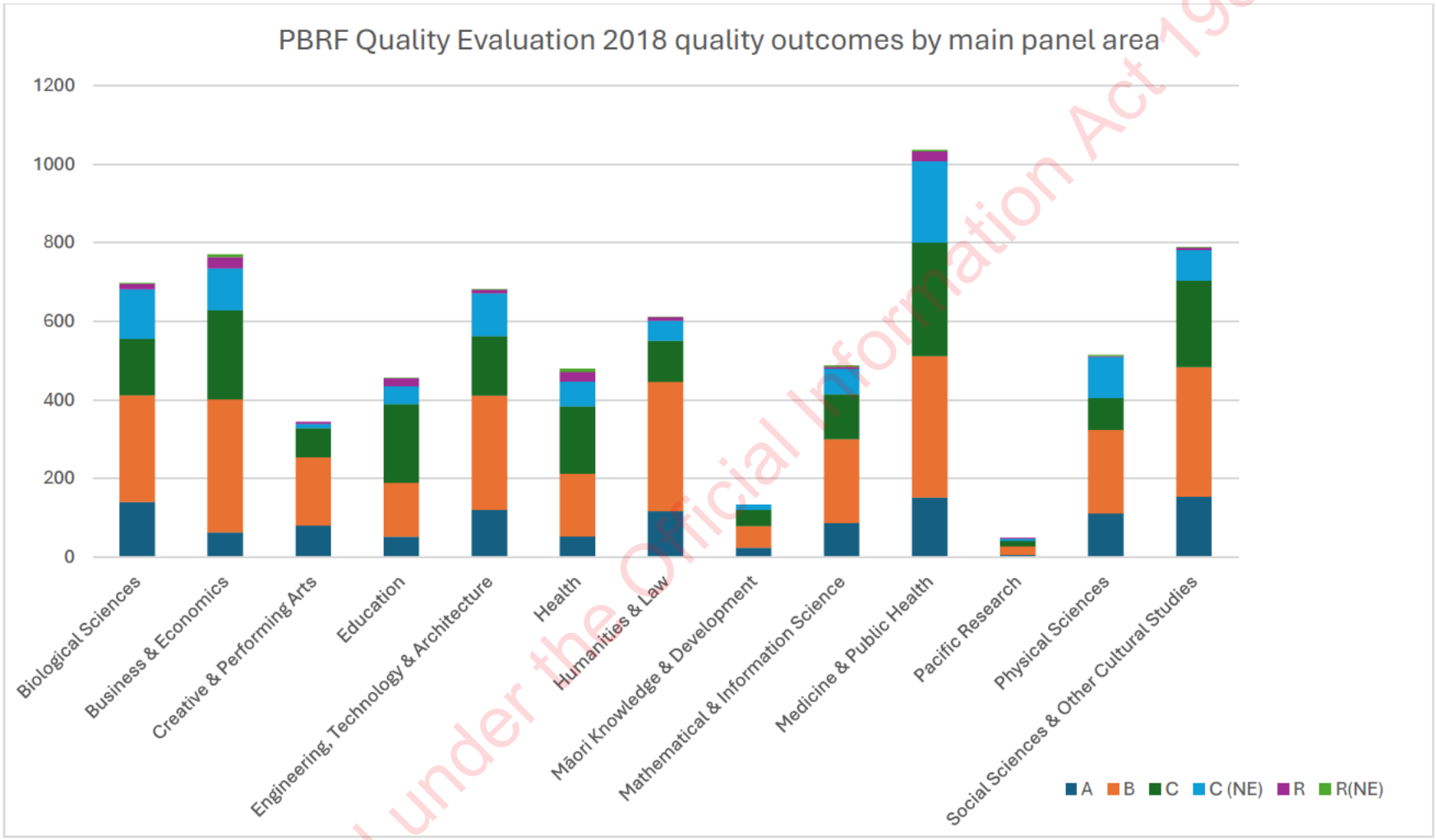
Research quality by subject area

ocussing on the results of the most recent uality aluation in 2018, shown in the chart below, the data show that world-leading (Quality Category A) and internationally-excellent (Quality Category B) research activity can be found across the full breadth of subjects that are taught in the eight universities.

There is some variation in both the amount of research submitted to each of the 13 subject-based main panels, and the quality of that research but, with the e ception of education research, at least 50% of research submitted in all main panels was awarded A or B Quality Categories.

Medicine and public health subject areas are by some distance the largest areas of research in the uni ersities collecti ely, with o er a thousand T of staff submitting research to that panel owe er, in general these areas underperformed the a erage, with 14.6% of those submissions receiving an A uality ategory, and 49 4 of submissions recei ing an A or a uality ategory ur largest area of research by olume is therefore not, by this measure, a high-performing area of research owe er, it is also notable that the medicine and public health panel had the highest number and proportion of

quality categories, indicati e of a strong early career researcher workforce being de eloped



The social sciences subject areas panel (which also includes cultural and communication studies) was the second largest in 2018, with 790 13 T of staff submitting Research submitted to this panel is abo e a erage o erall, with 19 5 of submissions recei ing an A uality ategory, and 61 2 of submissions receiving an A or a B Quality Category. Humanities and law research also has a high o erall quality profile, with 72 0 of submissions recei ing either an A or a uality ategory These results reflect the broad teaching focus on Society and Culture subject areas.

Creative and performing arts subject areas research is the third smallest panel with 344.4 FTE of staff submitting owe er, it has the highest proportion of submissions receiving an A Quality Category at 23 5 , and has the highest o erall quality profile, with 73 9 0 of submissions recei ing either an A or a B Quality Category.

At the other end of the spectrum, business and economics research comprises the third largest submission, with 770 8 T of staff submitting research to this panel owe er, research in these areas was least likely of all main panels to achie e the top standard, with 8 2 recei ing an A uality Category.

ducation had the lowest o erall quality profile, with 41 6 of submissions recei ing either an A or a B Quality Category. Education was also the only panel in which the proportion of C Quality Categories (43.9%) exceeded the proportion of B Quality Categories (30.3%). It is worth noting that the results of successive Research Excellence Framework exercises in the United Kingdom show very similar quality profiles in education research, and defining what counts as research in this area has been a longstanding matter of concern for the field internationally.

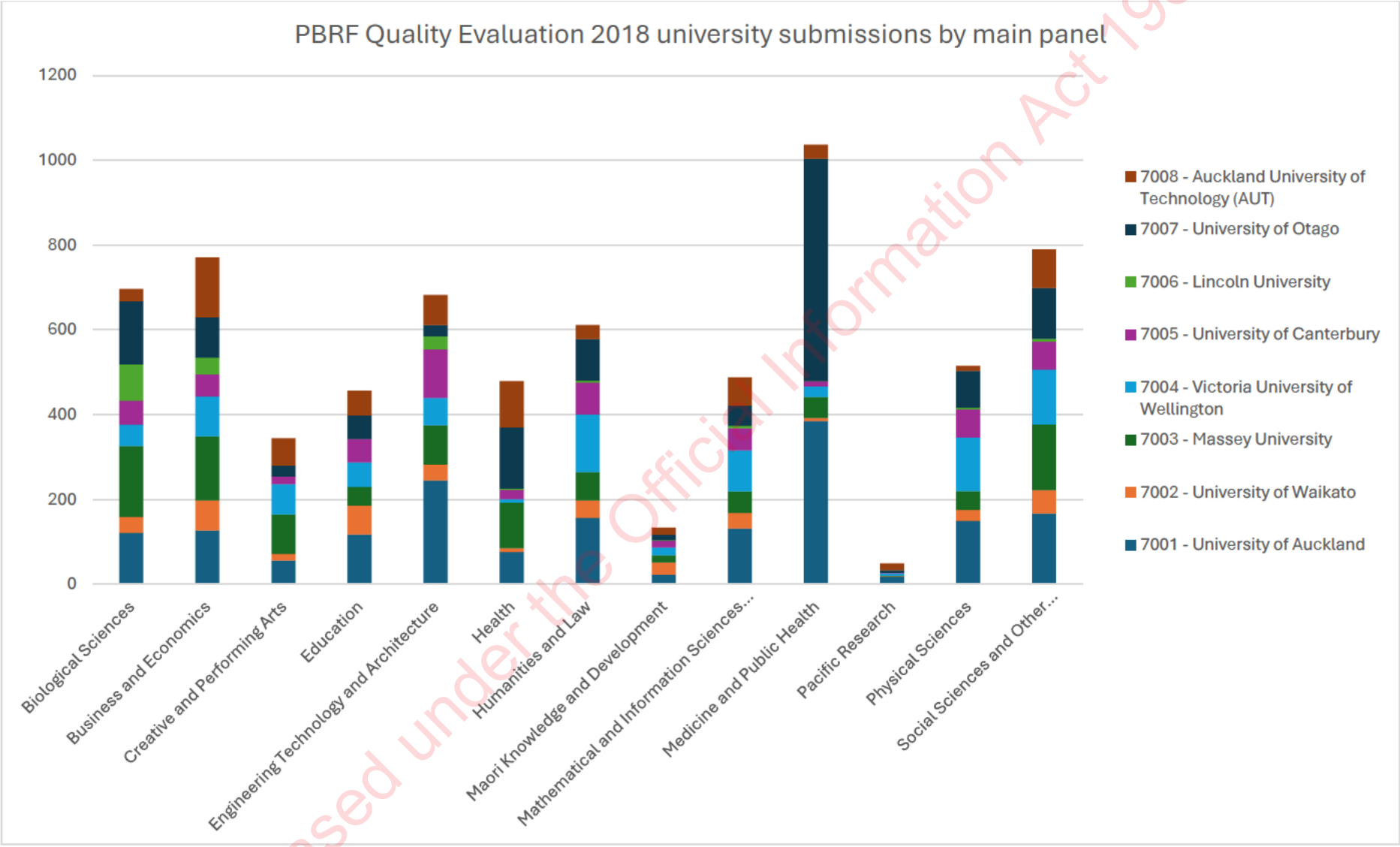
Research specialisation by university

The same data show that there is significant variation across some of the sciences and medical research main panel submissions when broken down by submitting university, but that distribution is more even across most panels. We also note that submission sizes are not strongly correlated to university size with the exception of Lincoln, which does ha e significantly smaller submissions than the other universities across most of the panels it submits to.

As the graph below shows, medicine and public health research is dominated by the ni ersity of Auckland, with just o er 50 of submissions, and the ni ersity of tago with just o er 37 i en the ni ersity of Auckland s si e relati e to the other se en uni ersities both in terms of students and also academic staff , it is perhaps unsurprising that it also represents the largest proportion of submissions to the education, engineering, humanities and law, mathematics, acific research, physical sciences, and social sciences panels owe er, the si e of its submissions in those panels is not proportionate to its o erall relati e si e, suggesting that the medicine and public health areas represent a significant proportion of Auckland s additional academic staff.

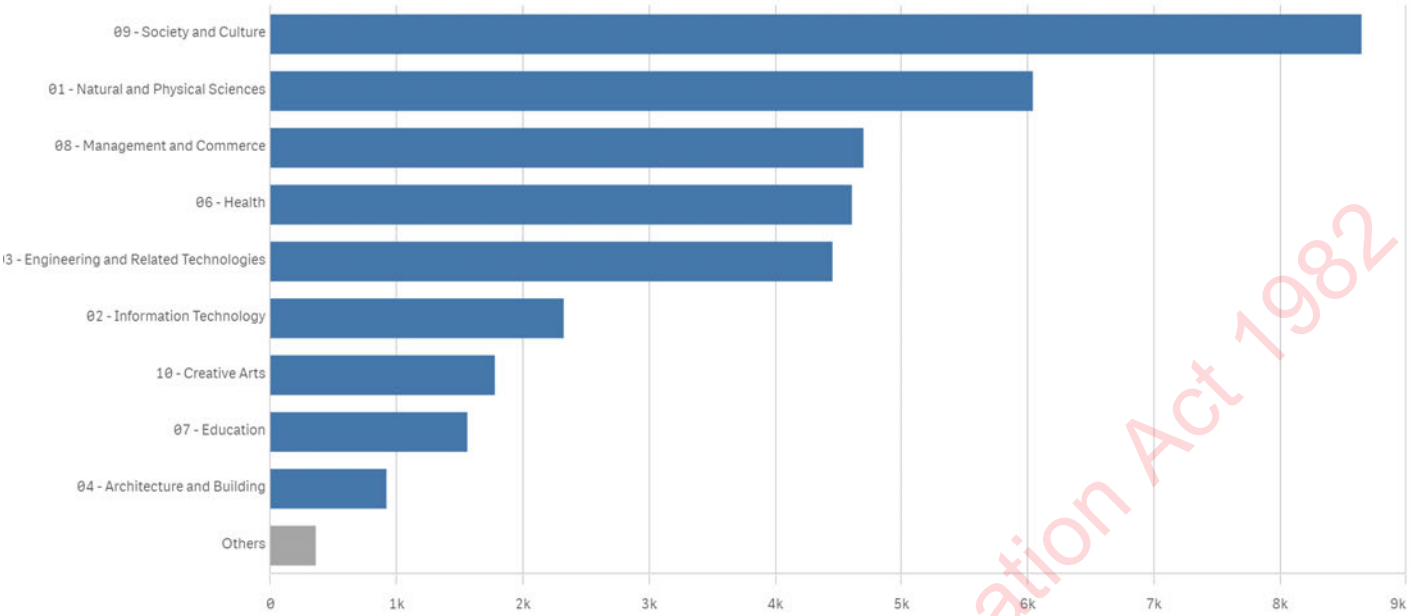
tago also makes up a significant proportion of health research 30 , alongside A T 22 8 and assey 22 4 ther standout submissions include assey s 24 of biological sciences submissions and 27 2 of creati e arts research, and s 25 of physical sciences research.

owe er, in general we obser e that submission si es across the panels, as with research quality outcomes, do not demonstrate significant ariation

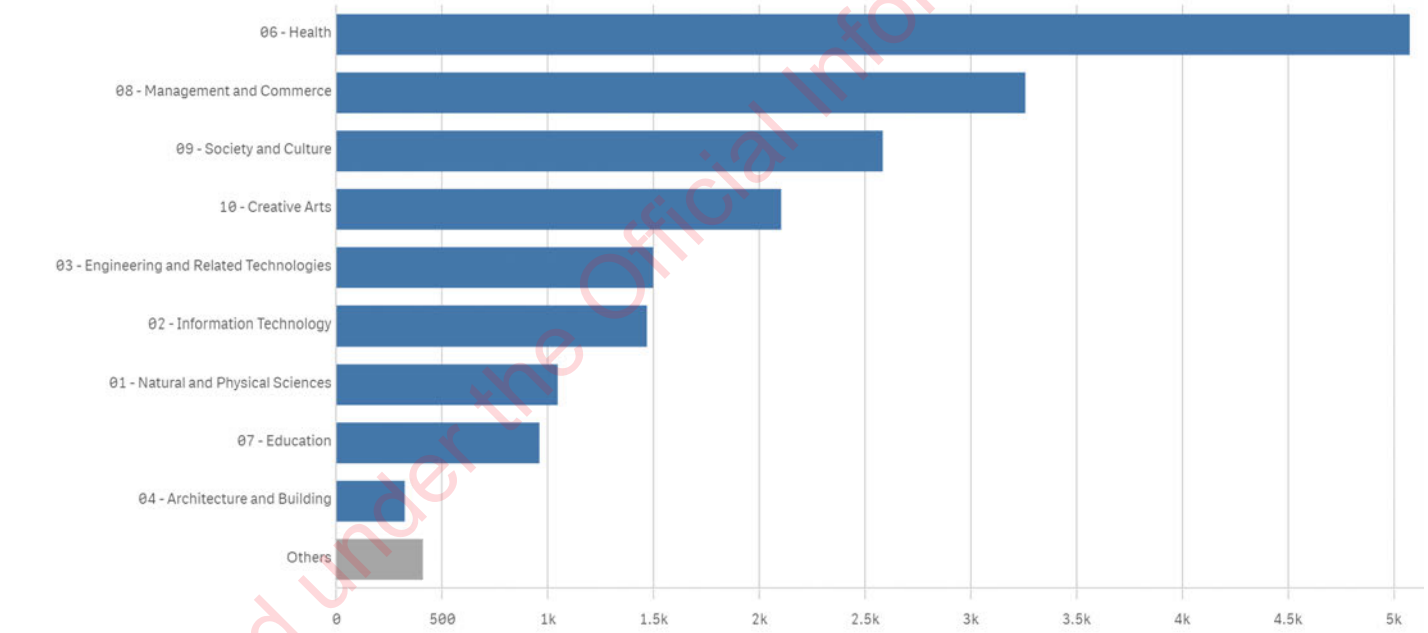


Appendix 1: University provision by subject area using Broad NZSCED fields

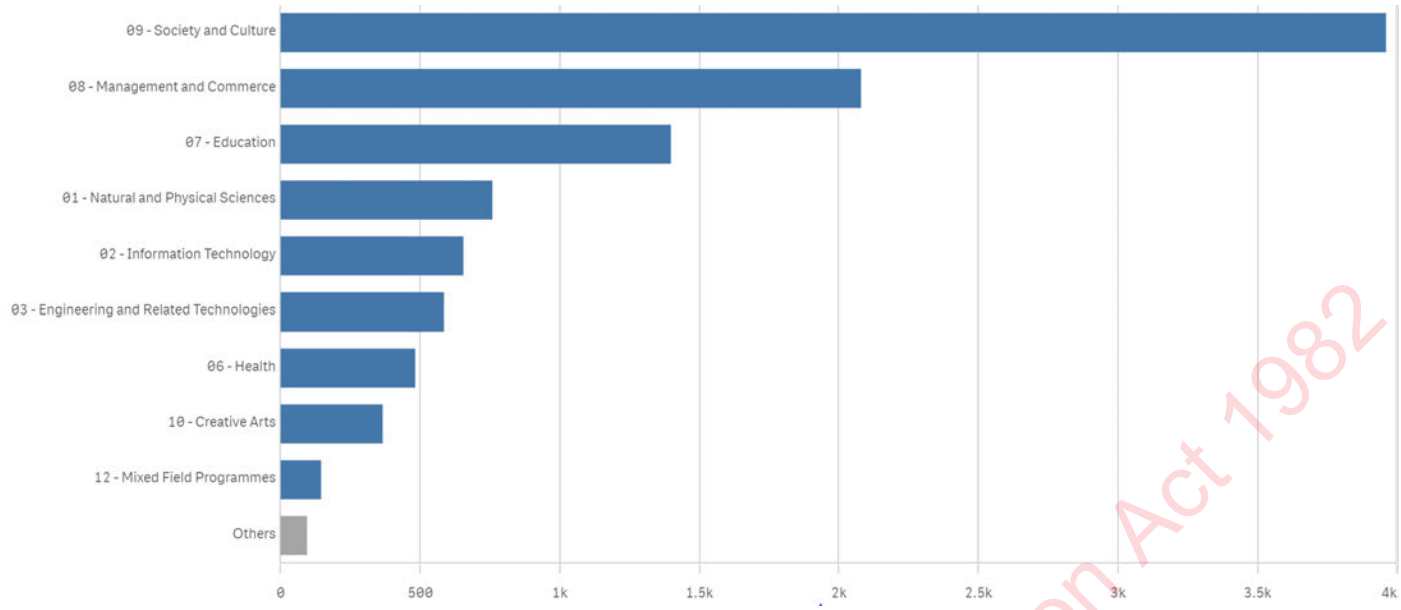
University of Auckland



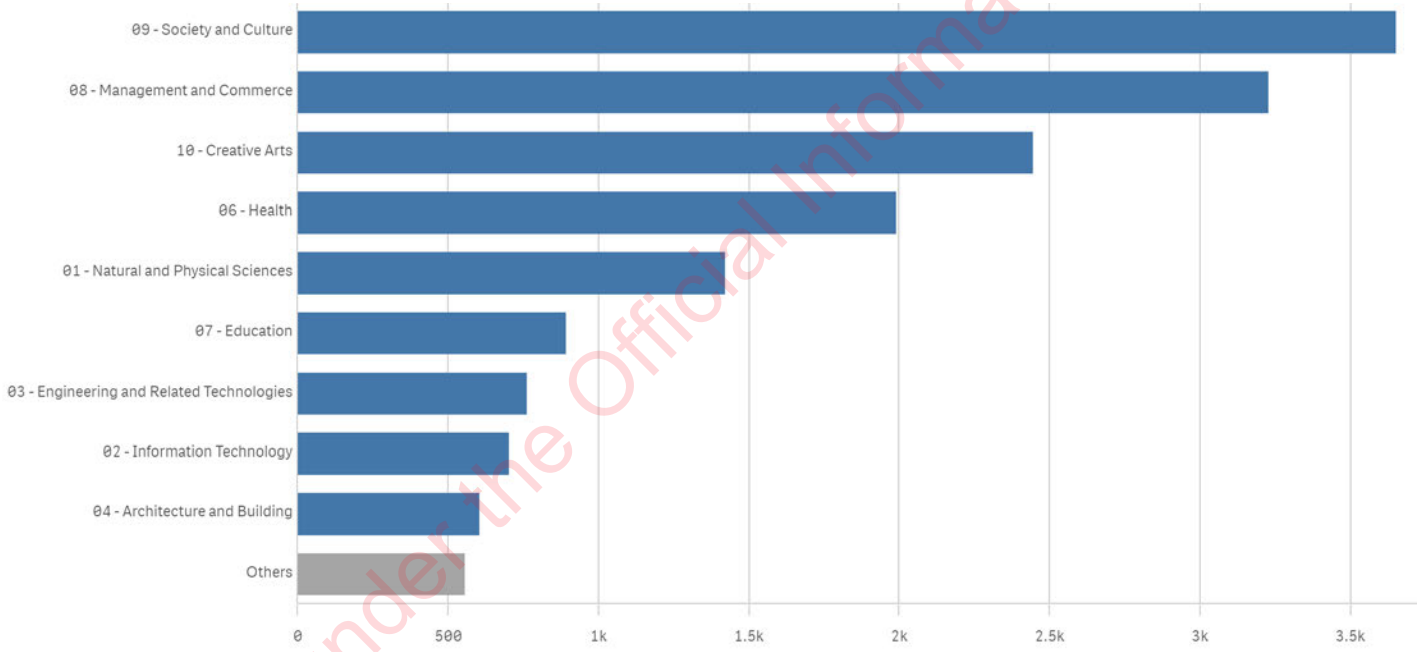
Auckland University of Technology



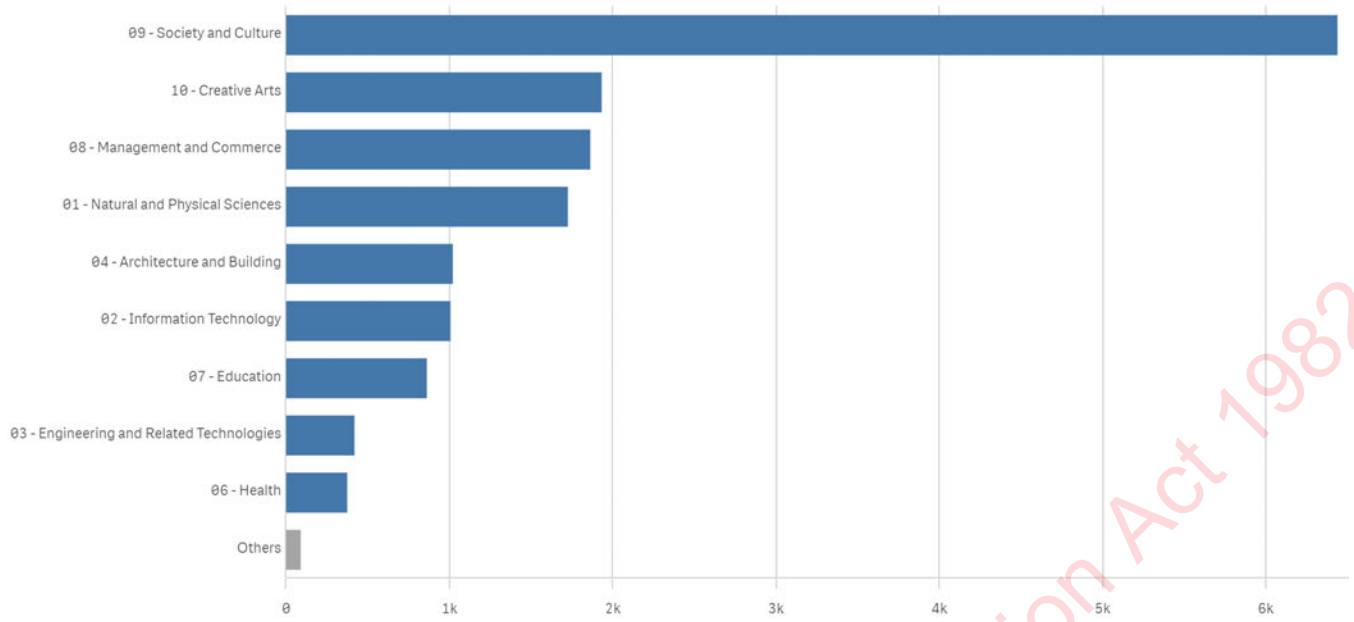
University of Waikato



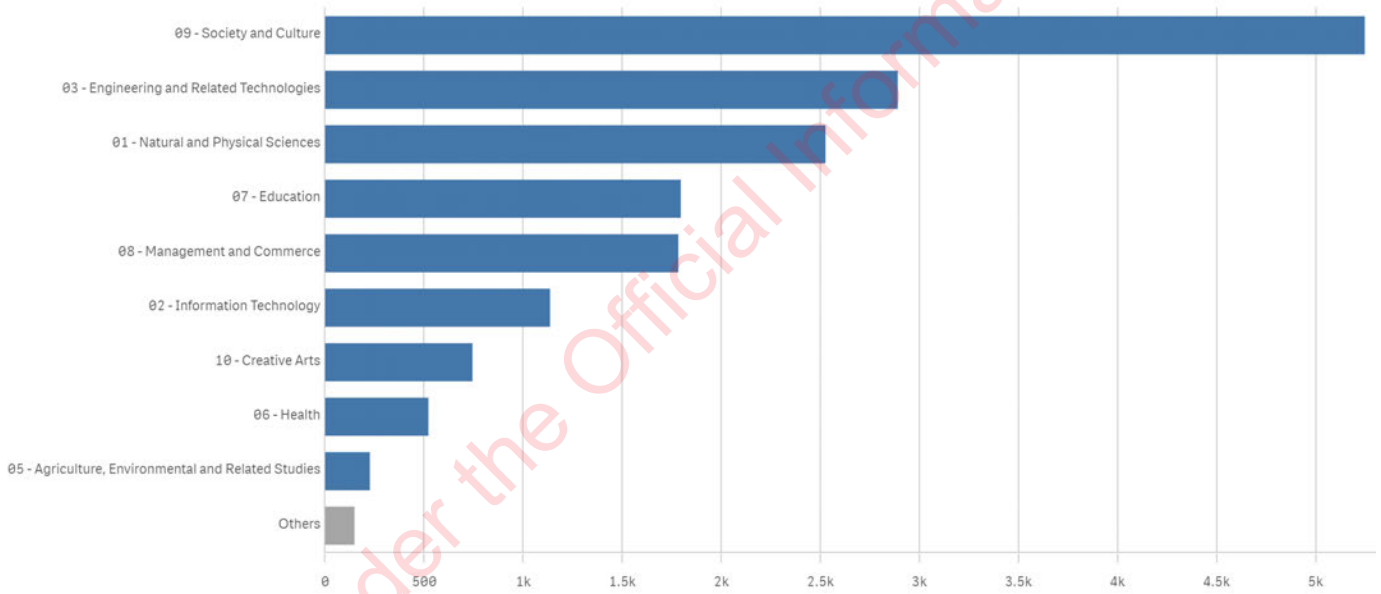
Massey University



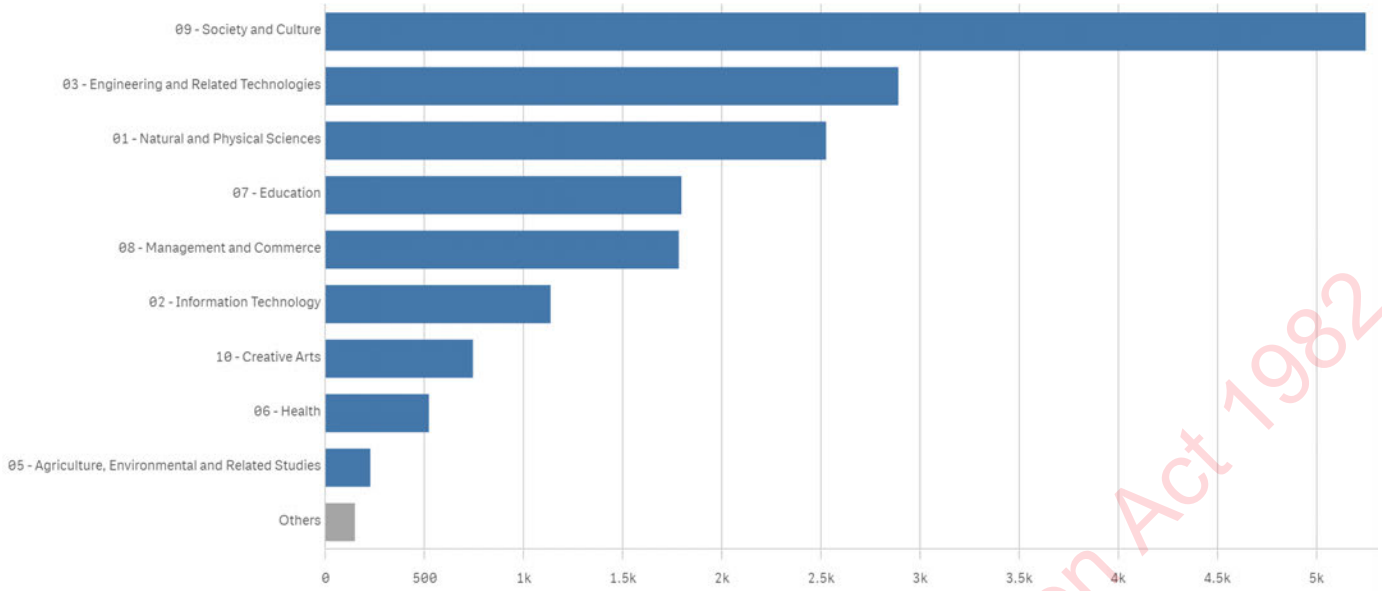
Victoria University of Wellington



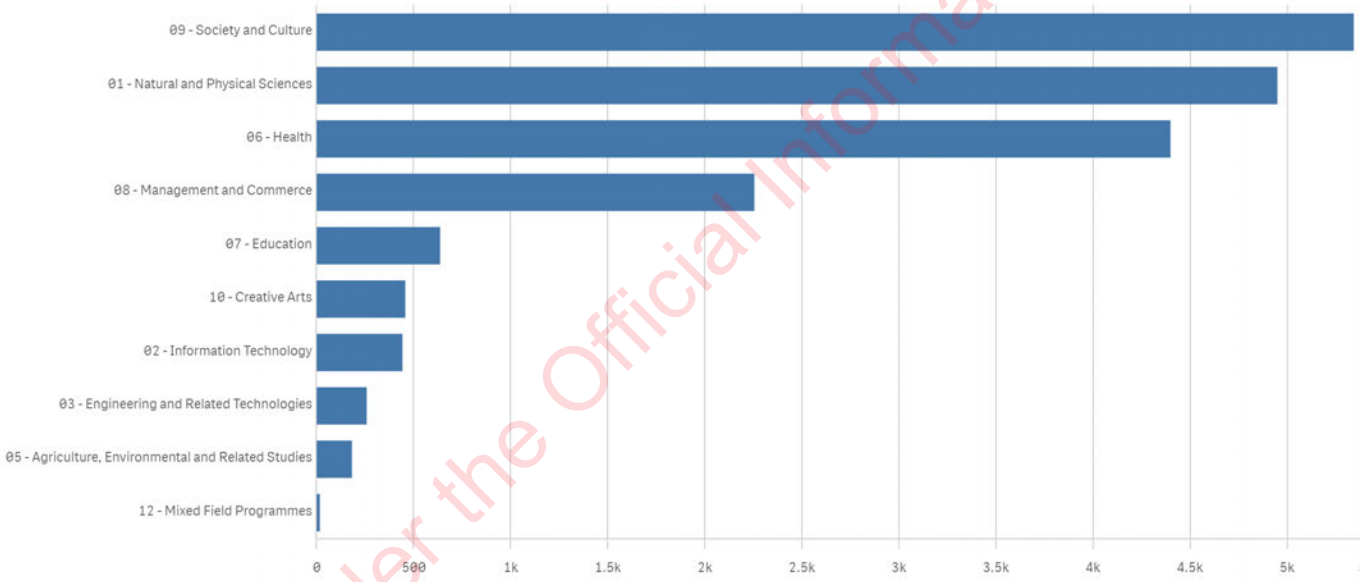
University of Canterbury



Lincoln University



University of Otago



Document 20

Vladka Smith

From: James Campbell
Sent: Monday, 10 June 2024 2:24 pm
To: Peter Gluckman; Hema Sridhar
Cc: Alastair MacCormick; 9(2)(a) @tec.govt.nz; TEC - 9(2)(a) ; Jill Rolston; 9(2)(a) @tec.govt.nz
Subject: RE: Proposed reference material for 13 June
Attachments: UAG Briefing -Differentiation in the Aotearoa New Zealand university sector final.docx; UAG international university systems comparison June 2024.docx
20a,20b

Kia ora

Attached are updated versions of the two documents, which are now final (pending any feedback from you) and ready to be circulated to UAG members with the agenda and any other content for 13 June. Hema please let me know if you'd like us to send this all out when it is ready – we have had a couple of members asking about when papers will be circulated. Just a couple of other queries:

- Did you need me to liaise with the Minister's office on whether she can do a different time on Thursday, noting the comment below about a conflict?
- Is there anyone else that you would want to attend the meeting remotely? I understand that Phil O'Reilly isn't available, but we could send him a link if he could dial into part of the day. Would you also like Hamish Spenser or Tracey McIntosh to dial into any of the discussion?

We will have someone available throughout the day to take notes and the session will be recorded as requested. We are also working on the summary of submissions, with the aim of having done an initial summary ahead of Thursday.

Otherwise look forward to discussing at our catch up tomorrow.

Ngā mihi
James

James Campbell | Senior Policy Manager, Tertiary Education
Te Pou Kaupapahere | Policy
Mobile 9(2)(a)

From: Peter Gluckman <pd.gluckman@auckland.ac.nz>
Sent: Friday, June 7, 2024 5:40 PM
To: Hema Sridhar <hema.sridhar@auckland.ac.nz>
Cc: James Campbell <James.Campbell@education.govt.nz>; Alastair MacCormick 9(2)(a) >; 9(2)(a) @tec.govt.nz; TEC -9(2)(a) @tec.govt.nz>; Jill Rolston <jill.rolston@auckland.ac.nz>
Subject: Re: Proposed reference material for 13 June

Hema
On Monday we will have to sort - the PM wants me at 1130 and I cannot push that - hopefully we can shift the minister forward.

Sent from my iPhone

On 7 Jun 2024, at 17:35, Hema Sridhar <hema.sridhar@auckland.ac.nz> wrote:

Thanks James,
I'll include that into the agenda and have a final version for Monday.
Cheers
Hema

Hema Sridhar
Strategic Advisor - Technological Futures
Koi Tū: The Centre for Informed Futures
D +64 (9) 923 6442 | ext +85764 | **M** 9(2)(a)
E hema.sridhar@auckland.ac.nz **W** https://informedfutures.org
A The University of Auckland, Building 804-705, Level 7, 18 Waterloo Quadrant, Auckland Central 1010.

From: James Campbell <James.Campbell@education.govt.nz>
Sent: Friday, June 7, 2024 1:16:25 PM
To: Peter Gluckman <pd.gluckmxx@xxxxxxxx.xx.xx >; Alastair MacCormick 9(2)(a) >
Cc: 9(2)(a) @tec.govt.nz 9(2)(a) @tec.govt.nz>; TEC - 9(2)(a) I 9(2)(a) @tec.govt.nz>; Hema Sridhar <hema.sridhar@auckland.ac.nz>; Jill Rolston <xxxx.xxxxxxx@xxxxxxxx.xx.xx>
Subject: Proposed reference material for 13 June

Kia ora Sir Peter, Alastair

As previously discussed, we have been working with the TEC on reference papers (attached in draft) for the UAG's full day meeting on 13 June:

- Analysis on differentiation in New Zealand's universities, information on the profiles, specialisations, and outcomes of study at each of the universities.
    - This could sit alongside the piece of analysis that MBIE has done on the role of the universities in the research system.
- An international comparison of the higher education systems of other key jurisdictions, including how they define a university and how they manage their university systems (with a particular focus on how they promote coordination and differentiation).

Both of these products still need final proofing/formatting etc, but I wanted to share them with you now in case you have any feedback, ahead of providing finalised to versions to share with the UAG on Monday alongside the agenda etc. The documents are relatively long, but are hopefully helpful as reference material for your intended discussion. While we would have limited capacity to add significant additional content, we would certainly look to make any adjustments we could, and could also look to have any supplementary information you're looking for ready in time for the meeting on 13 June.

Otherwise I think we are all looking good for the session on 13 June. I've just finally heard back from the Minister's office that she will be available to attend remotely from 11-11.30am – Hema are you okay to build this into the final agenda?

We have commenced work on submissions analysis, and are still aiming to have some initial summary material ready by 13 June in case it is useful for the discussions.

Please feel free to give me a call if you have any questions or would like to discuss.

Ngā mihi
James

James Campbell | Senior Policy Manager, Tertiary Education
Te Pou Kaupapahere | Policy

Mobile 9(2)(a)

University systems – international comparison

Contents

Purpose

To provide a brief overview of higher education systems in other jurisdictions, with an emphasis on how those systems are governed and on any mechanisms for promoting differentiation or cooperation. We have defined 'higher education' as provision at bachelor's degree level and above, and have focussed primarily on those institutions described as universities (noting that the use of this term differs between jurisdictions). The information is necessarily high level but is intended to be sufficient to inform discussions about different approaches that New Zealand could explore.

Key points and comments

- The proportion of adults aged 25-64 with a bachelor's degree or above tends to be similar or slightly higher in the comparator countries than New Zealand (the overall OECD average is 35%). These figures are affected by migration so do not solely reflect domestic study patterns.
    - A much smaller proportion of New Zealanders complete post-graduate study (6% of adults have a master's degree or doctorate, compared to the OECD average of 15%).
- The role and scope of universities differ significantly between jurisdictions. In some jurisdictions there is a clear demarcation between vocational education and higher education, with different types of institutions playing different roles within higher education. Accreditation of a provider as a particular type of university or other institution is a common way of promoting differentiation.
    - While the TEC works with TEOs to try to minimise unhelpful duplication, New Zealand has generally sought to avoid placing hard divisions between different levels and types of tertiary education, noting that there is value in maintaining flexibility and a variety of delivery models. Previous reforms which have sought to 'steer' the system more explicitly have not been successful, with some previous Government's preferring to strengthen market forces, relying on competitive pressures to send the right signals to providers.
- In most jurisdictions, universities are authorised to undertake their own quality assurance, usually subject to oversight by an external accrediting body. Some types of universities or other higher education providers with a more limited scope may be subject to external quality assurance of programmes.
    - New Zealand's quality assurance system for the universities (approval of programmes by a committee of UNZ, with external audit by a subsidiary of UNZ) is unusual internationally, although UNZ strongly argues that it has been very successful at maintaining standards and is a mechanism for avoiding duplication of provision.
- Funding systems are often a key mechanism in incentivising universities and other providers to coordinate and differentiate and to otherwise support the Government's objectives for the system. While there are significant differences between funding systems, the two main models are formulaic volume-based funding or some form of negotiated base grants (many systems incorporate a mixture of the two).
    - We can provide more detailed advice on New Zealand's funding system and opportunities for reform at the relevant phase of the UAG's work.
- National strategies or similar are often used to set out the government's expectations of universities and other higher education providers, including setting out the priorities.
    - While New Zealand's Tertiary Education Strategy (TES) is intended to drive the TEC's decision making and provider investment plans, it is not clear that it does so effectively. The TES is comparatively very high level and focussed on setting out high level shared goals for the sector. It does not provide a clear sense of the Government's specific aspirations for the tertiary sector (e.g. a vision for what the sector will look like in the future) or any detailed direction on the priorities that it expects the TEC or providers to pursue.

New Zealand

System snapshot

Higher education institutions	Number of domestic students (2023)	Number of international students (2023)	Percentage residents aged 25-64 with bachelor's degree or above
8 universities	147,915	29,300	36%
Te P kenga	112,440 (24,490 at bachelor's level or above)	7,640 (5,390 at bachelor's level or above)	
3 Wānanga	34,895 (1,875 at bachelor's level or above)	25 (20 at bachelor's level or above)	
Private training establishments	56,565 (8,020 at bachelor's level or above)	5,915 (2,615 at bachelor's level or above)	

Overview of higher education system

Unlike some other jurisdictions, New Zealand does not draw a hard divide between higher education (defined as bachelor's degree level and above) and other forms of tertiary education. While universities have a key role in the system (as outlined in the accompanying note on differentiation in the New Zealand university sector), other providers play important roles in specific areas of the tertiary education system:

- While Te P kenga is focussed on vocation education, it delivers a significant number of degree level programmes, although this differs significantly between regions and campuses. Delivery has a strong applied focus, and while it provides a broad range of degree-level delivery, enrolments are concentrated in nursing (~30%), business and management (~18%), information technology (~11%), and social work (~9%). Has around 2,400 students at a master's level (primarily in commerce subjects) and a very small number of doctorate students.

- The three Wānanga are kaupapa Māori tertiary institutions, with a distinctive role in the tertiary system, including as kaitiaki of mātauranga Māori, te reo Māori, and tikanga Māori within the tertiary education sector. The Education and Training Act was amended in 2023 to update the characteristics and institutional forms of the Wānanga to better reflect the role they play in the system (see in particular s398D of the Act). Each of the Wānanga have their own distinctive roles and aspirations, which is reflected in the scope and focus of their provision. Wānanga delivery integrates mātauranga Māori and at a degree level is focussed on te reo Māori, creative arts, health and teacher education. All three of the Wānanga offer Master's degrees and Te Whare Wānanga o Awanuiārangi offers doctorate level study.

- Private training establishments (PTEs) that offer higher education tend to specialise in particular niche areas, in particular in education, health, and information technology.

Definition of a university

The Education and Training Act 2020 [s268] defines a university as a publicly owned institution characterised by a wide diversity of teaching and research, especially at a higher level, that maintains, advances, disseminates, and assists the application of knowledge, develops intellectual independence, and promotes community learning. Universities are also expected to:

- be primarily concerned with more advanced learning, the principal aim being to develop intellectual independence
- have research and teaching that is closely interdependent and most of their teaching done by people who are active in advancing knowledge
- meet international standards of research and teaching
- be a repository of knowledge and expertise
- accept a role as critic and conscience of society.

The legislation states Parliament's intention to preserve and enhance academic freedom and the institutional autonomy of universities (and Wānanga) and requires government agencies and Ministers to give effect to this intent [s267].

Each of the universities (other than the Auckland University of Technology) also have their own establishing legislation, although most of the substantive provisions of this legislation have been repealed.

Funding system

New Zealand's tertiary education system is funded by a combination of tuition subsidies and regulated fees in relation to domestic students, the Performance Based Research Fund (PBRF), Centres of Research Excellence, international student fee revenue and external revenue sources.

The Minister sets funding rules (e.g. funding rates, monitoring requirements), while the TEC invests most funding based on an assessment of providers' investment plans against the objectives of the Tertiary Education Strategy, past delivery and performance, and information about what provision is needed regionally and by employers. PBRF funding is allocated based on a six-yearly quality evaluation process, research degree completions and external research funding. The Minister has cancelled the upcoming 2026 PBRF quality evaluation process, pending advice from the UAG on the future of the PBRF.

Student loans and allowances aim to reduce barriers to participation and are administered through MSD and Inland Revenue.

Quality assurance system

Outside of the university sector, the New Zealand Qualifications Authority (NZQA) accredits and quality assures tertiary providers, qualifications, programmes, and micro-credentials, and operates the New Zealand Qualifications and Credentials Framework (NZQCF).

Quality assurance within New Zealand universities is delegated in legislation to the Vice Chancellor's Committee (operating as Universities New Zealand). The Committee on University Academic Programmes (CUAP), a committee of Universities New Zealand, oversees the approval and accreditation of new academic programmes and reviews existing ones to ensure they meet national standards. The Academic Quality Agency (AQA) conducts audits of universities' academic quality assurance systems, focusing on continuous improvement and adherence to established practices. AQA is an operationally independent unit established by the Vice Chancellor's Committee.

Australia

System snapshot

Higher education institutions	Number of domestic students (2022)	Number of international students (2022)	Percentage residents aged 25-64 with bachelor's degree or above
37 public Australian universities	1,024,142	379,712	39%
3 private Australian universities and 3 international universities	78,615	68,930	

Overview of higher education system

There are 198 registered institutions offering higher education in Australia, 42 of which are universities. Of the remaining HEIs, 149 are "institutes of higher education" and six are "university colleges" and are collectively known as NUHEPs (non-university higher education providers). Higher education in Australia consists of awards spanning levels 5 to 10 of the Australian Qualifications Framework and range from diplomas to higher doctoral degrees. However, some public sector vocational education providers (known as TAFEs) also deliver high education qualifications and some universities offer vocational qualifications.

Universities are distinguished by their research activity. The eight universities known as the "Group of Eight" (Go8) comprises Australia's leading research-intensive universities – University of Melbourne, the Australian National University, the University of Sydney, the University of Queensland, the University of Western Australian, the University of Adelaide, Monash University and UNSW Sydney.

Definition of a university

The Higher Education Support Act 2003 is the main piece of legislation governing higher education in Australia. It defines the distinctive purposes of universities as:

- the education of persons, enabling them to take a leadership role in the intellectual, cultural, economic and social development of their communities; and
- the creation and advancement of knowledge; and
- the application of knowledge and discoveries to the betterment of communities in Australia and internationally; and
- the engagement with industry and the local community to enable graduates to thrive in the workforce

Most universities have their own legislation, usually enacted by a state government. The term 'university' is also regulated.

Funding system

The Higher Education, Research and International Division of the Department of Education is responsible for all HE policy and funding and administers the Commonwealth Grant Scheme which provides tuition subsidies to higher education providers. The amount providers receive depends on the field of education offered. There are eight different levels or funding clusters.

Between 2012 and 2017 universities received funding based on student enrolment numbers, allowing them to admit an unlimited number of undergraduate students who met entry requirements. This led to increased university participation rates, particularly among underrepresented groups. However, in 2017, the government

announced a freeze on the demand-driven system, capping funding at 2017 levels and later implementing performance-based funding linked to measures such as student outcomes and employment rates. This shift aimed to control public expenditure, improve educational quality, and better align higher education outputs with labour market needs.

Research funding

Research Block Grant (RGB) funding is allocated each calendar year and calculated using a program-specific formulae by the Department of Education. Funding is awarded on the basis on the relative performance of each higher education provider in attracting research income and research degree completions. This funding supports research degree teaching through the Research Training Program and the indirect costs of research through the Research Support Program. National Competitive Research Grants are awarded and administered by the Australian Research Council and the National Health and Medical Research Council.

Quality assurance system

Quality assurance is primarily overseen by the Tertiary Education Quality and Standards Agency (TEQSA), which ensures compliance with the Higher Education Standards Framework. TEQSA conducts regular assessments and accreditation processes, evaluating institutions on governance, financial viability, academic standards, student outcomes, and the quality of education. Some universities, particularly those with established records of high-quality education and robust internal quality assurance systems, are granted self-accrediting authority. These self-accrediting universities can independently approve and accredit their own courses without needing TEQSA's prior approval for each program. However, they are still subject to periodic external reviews by TEQSA to ensure ongoing compliance with national standards. Internal quality assurance mechanisms within these universities, such as comprehensive reviews and audits, support continuous improvement and uphold accountability in delivering high-quality higher education.

Approach to system coordination/specialisation

At present specialisation is more often driven by individual universities responding to market demands, industry needs, and their own strategic priorities. Government funding and research grants do encourage development in certain areas, but the direction is generally broad and allows universities considerable autonomy in how they choose to specialise. Collaborative bodies like Universities Australia promote sharing of best practices and resources, but do not enforce a centralized strategy for specialization.

Commentary – recent reviews and policy developments

Review of the Australian Research Council

In August 2022, the Minister for Education announced an independent review of the Australian Research Council Act 2001 (Cth) (ARC Review) to consider the role and purpose of the Australian Research Council (ARC). The ARC Review made 10 recommendations to improve the governance of the ARC and to enhance its role, its purpose and its budgetary arrangements. The key recommendation is the establishment of an ARC Board to provide independence and oversight of the peer review process for research grants.

Universities Accord

In November 2022, the Australian Universities Accord Panel was commissioned by the Australian Government to conduct a review of the higher education system and to create a long-term plan for reform. Its recommendations included:

- A new objective for a national tertiary education system
- Targets to drive improvements to national workforce participation and productivity including a tertiary education attainment target of at least 80% of the working age population

- Expanding opportunity to all including participation targets for students from population groups most under-represented in HE
- A leadership role for First Nations people in the HE system and establishment of a Ministerial advisory group
- A focus on student experience and outcomes including higher and more accessible income support for students who need it most
- A strengthened international education system with higher quality courses that better align with Australia's skill and migration needs
- A stronger research system building on quality research in universities including setting targets for Australia's overall national spending on R&D as a percentage of GDP, a new strategic research fund and a pathway to fully funding university research
- Establishing an Australian Tertiary Education Commission (TEC). TEQSA and ARC to form part of the Commission as independent statutory bodies under its umbrella but retaining their legislated roles.
- A better funding model to be managed by the new Australian TEC.

Ireland

System snapshot

Number of universities	Number of domestic students (2022/2023)	Number of international students (2022/2023)	Percentage residents aged 25-64 with bachelor's degree or above
7 universities	120,735	24,490	45%
5 technological universities	84,635	6,895	

Summary of higher education system

The Irish tertiary education system contains universities, technological universities, institutes of technology (which deliver technical and applied tertiary education), colleges of education, national institutions (such as the national military college or ambulance service college) and other institutions such as private education colleges. The Irish higher education system was characterised by a relatively binary distinction between the university sector and vocational training until the introduction of technological universities in 2018.

Ireland is a member of the European Higher Education Area (Bologna process) – see **Annex 1**.

Definition of a university

The Irish Universities Act 1977 (the Act) sets out the objects of a university, which include the advancement of knowledge and promotion of learning, contribution to economic and social development, and the training of high-level professional, technical and managerial personnel. The Act also requires universities to promote the languages of the State with special regard to Irish language and culture. Universities have a right to academic freedom.

The functions of technological universities are aligned with vocational training-focused institutes of technology, with an emphasis on degree-level education and industry-focused research. They are also expected to facilitate access and progression particularly through relationships with the further education and training sector.

Funding system

The Irish public funding for higher education has three core elements: a block grant including research support, funding ring-fenced for specific purposes (e.g. institutional restructuring arising from the national strategy or growing specific programmes) and performance funding. Performance funding allows for the withholding of up to 10% of the allocated block grant based on verified performance against agreed targets for the preceding year. Funding is allocated by the Irish Higher Education Authority.

Quality assurance system

Universities have primary responsibility for their own quality assurance (QA). Under the Act, universities are required to establish QA procedures that include regular evaluation of departments and faculties, and assessment of teaching, research and other services of the university (assessment must include feedback from students).

Quality and Qualifications Ireland is that state agency responsible for approval of qualifications. They also ensure that providers have appropriate QA procedures in place, and that these are implemented and effective.

Approach to system coordination/specialisation

The Higher Education Authority (HEA) is the key intermediary between the Irish government and the tertiary sector. The HEA monitors system performance by developing performance agreements with universities, which set out universities' contribution toward their institutional strategy and the National Strategy for Higher Education. The national strategy focuses on improving system flexibility, student experience, and connections between higher education, society and business. As part of an annual dialogue on performance, universities also submit an impact assessment case study to the HEA which informs the distribution of performance funding (see the funding section above).

While the HEA also has oversight over university governance, this is mainly through gaining assurance from universities that they are complying with relevant legislation and regulations.

Denmark

System snapshot

Number of universities	Number of students (2023) (combined domestic and international)	Percentage residents aged 25-64 with bachelor's degree or above
Universities	144,654	38%
University colleges	71,690	

Summary of higher education system

The Danish higher education system is made up of business academies (offering short, diploma-style programmes), special training institutions, university colleges, universities and higher education institutions.

Separate to the vocational education sector, university colleges offer professionally-oriented bachelor's programmes. Universities offer undergraduate and postgraduate degree programmes, with "university-level institutions" offering programmes at the same level within distinctive subject fields such as architecture, design, music and fine arts.

Denmark is a member of the European Higher Education Area (Bologna process) – see **Annex 1**.

Definition of a university

The Danish Act on Universities states that the purpose of the university is to conduct research "ensure equal interaction between research and education, perform ongoing strategic selection, prioritisation and development of its academic research and educational fields and disseminate knowledge of the methods and results of science." Universities must also contribute to social development and the "development of international collaboration". Academic freedom is enshrined in the Act.

Funding system

In Denmark, public funding for higher education institutions has four main components:

- A basic grant that is independent of the development in full-time equivalent number of students.
- An activity grant that depends on the full-time equivalent number of students.
- A result grant that depends on the graduates' average time of study and the graduates' average employment rate after completion of their education programme.
- A quality grant that consists of the funding that was not implemented as result grants.

Funding is officially administered by the Minister for Science, Technology and Innovation and received in a lump sum – higher education institutions have autonomy over spending. Student fees (aside from tuition fees for international students) are fully subsidised by the government.

Quality assurance system

University programmes must be approved and quality assured by the Danish Accreditation Institution. Additionally, as part of the Bologna Process, Denmark has implemented the European Standards and Guidelines for Quality Assurance in the European Higher Education Area, and all public higher education study programmes must meet these international standards of quality and relevance.

Approach to system coordination/specialisation

Compared to New Zealand, the Danish Act on Universities provides the Minister for Science, Technology and Innovation with some significant powers over university activity (e.g. the Minister can lay down general rules regarding tests, examinations and grading). Notably, the Minister can approve exemptions to legislation or lay down special rules for governing collaboration activities between universities and other education or research institutions (or other universities).

Norway

System snapshot

Number of universities	Number of students (2023) (combined domestic and international)	Percentage residents aged 25-64 with bachelor's degree or above
10 universities (public) 9 specialized universities (6 public, 3 private)	227,548	36%
14 university colleges (7 public, 7 private)	71,514	

Description of higher education system

Norway has the following categories of higher education providers:

- Public universities, which offer the broadest range of academic programmes (from bachelor's through to doctoral degrees) and are a broad range of research and research training
- Specialised universities (both public and private) which offer bachelor's through to doctoral study in a particular field and are responsible for research and research training in these fields
- University colleges have a stronger emphasis on teaching than research and largely offer bachelor programmes in particular professional fields.

Definition of a university

The purposes of universities and university colleges are to:

- offer higher education at a high international level
- carry out research and professional and artistic development work at a high international level.
- disseminate knowledge about the activities and spread understanding of the principle of professional freedom and the application of scientific and artistic methods and results, both in the teaching of students, in their own work in general and in public administration, cultural life and enterprises.
- contribute to environmentally, socially and economically sustainable development.

Funding system

The Norwegian university system is primarily publicly funded, with domestic and EU students able to study at public institutions without tuition fees. Private institutions receive less public funding but are permitted to charge tuition fees.

Funding is allocated by the Ministry of Education and Research based on a combination of factors, including student enrolment numbers, research output, and institutional performance. Universities receive block grants that cover operational costs, salaries, and infrastructure, with specific allocations for research and development projects. This public funding model aims to promote equal access to quality education, support academic and research excellence, and ensure that institutions can operate without relying on tuition revenue.

Quality assurance system

The Norwegian Agency for Quality Assurance in Education (NOKUT) is responsible for accrediting higher education institutions as universities, specialised universities or university colleges to ensure they meet national standards of quality and relevance.

Full universities are permitted to self-accredit their programmes, as can some more established university colleges. Institutions permitted to self-accredit are subject to periodic reviews by NOKUT. Other institutions are required to seek NOKUT's approval for new programmes.

Approach to system coordination/specialisation

The Norwegian university system is coordinated primarily through the Ministry of Education and Research, which sets overarching policies, allocates funding, and ensures compliance with national educational goals, *as set out in the Long-Term Plan for Research and Higher Education 2023-2032*. The Ministry of Education and Research can also set regulations in a number of areas, for example instructing universities to coordinate on admissions policies and on recognition of prior learning.

The Norwegian Universities and Colleges Admission Service (NUCAS) runs a centralised admission process for all domestic students. Students submit their applications via NUCAS, including information such as school grades and prior study, and list their preferred programmes/providers. Universities set their specific admission requirements for programmes and the number of enrolments available in each programme, and NUCAS assesses students and makes offers based on these criteria.

Universities Norway (UHR) represents all of the universities and university colleges and provides a forum for coordination between institutions. While it does not appear to have a legislative role, it has strategic units for different disciplines and national strategic units (for functions such as research and education), which develop guidelines etc for members.

The Research Council of Norway funds specialized research projects. Centres of Excellence in Higher Education promote specialized teaching and research initiatives.

Finland

System snapshot

Number of universities	Number of university students (2023) (combined domestic and international)	Percentage residents aged 25-64 with bachelor's degree or above
13 universities	174,748	35%
22 universities of Applied Sciences	174,587	

Description of higher education system

Finland, as a member of the European-wide Bologna process (see **Annex 1**), has a binary system of higher education consisting of 13 public universities and 22 universities of applied sciences. Vocational education is a separate part of the education system.

University consortiums supplement the Finnish university network in regions that do not have their own universities and they coordinate academic activities in their respective areas. The universities of applied sciences, the municipalities and the regional council of the region often also take part in this cooperation. For example, the University of the Arctic, established in 2001, is a network of universities, colleges, research institutes and other organisations concerned with education and research in and about the North.

The Ministry of Education and Culture (MEC) is responsible for higher education and science policy, legislation and funding. It sets the overall objectives of Finland's higher education policy and are based on the Government programme:

- to promote Finnish competitiveness, well-being, education and learning as well as sustainable development,
- to anticipate and help regenerate society, culture and working life and make sure the required highly educated workforce is available,
- to develop higher education institutions as an internationally competitive entities where each institution also responds to regional needs.

In 2017, the MEC published *Vision for higher education and research in 2030*. The aim was to formulate a future scenario to enable the development of a high-quality, effective and internationally competitive higher education system in Finland by the year 2030[1].

Definition of a university

Finnish higher education institutions are autonomous. Universities of applied sciences are public limited companies whereas universities are independent legal entities.

Section 2 of The Universities Act 2009[2] states that:

The mission of the universities is to promote independent academic research as well as academic and artistic education, to provide research-based higher education and to educate students to serve their country and humanity at large. In carrying out their mission, the universities shall promote lifelong learning, interact with the surrounding society and promote the social impact of university research findings and artistic activities.

[1] Vision 2030 - OKM - Ministry of Education and Culture, Finland
[2] en20090558_20160644.pdf (finlex.fi)

The universities shall arrange their activities so as to ensure a high international standard in research, artistic activities, education and tuition in conformity with research integrity.

The Universities Act also sets out the duration of the academic year and academic terms as well as the "normative duration" of degrees upon which targets are based.

The mission of the universities of applied sciences (UASs) is defined in Section 4 of the Universities of Applied Sciences Act[3] as:

> *The mission of universities of applied sciences is to provide higher education for professional expert tasks and duties based on the requirements of the world of work and its development and on the premises of academic research and academic and artistic education and to support the professional growth of students.*
>
> *The mission of universities of applied sciences is also to carry out applied research, development and innovation activities and artistic activities that serve education in universities of applied sciences, promote industry, business and regional development and regenerate the industrial structure of the region. In carrying out their mission, universities of applied sciences shall provide opportunities for continuous learning.*

Funding system

In Finland, education is free at all levels except for adult education. In higher education, private funding is about 4% of total expenditure. Higher education students must buy their learning materials or use public library services. Meals, health, and welfare services are subsidised by the state.

Total expenditure on education as a percentage of GDP was 5.2% in 2021 (EUR 13 billion). The university education and research share amounted to nearly EUR 2.5 billion (19%). Vocational education accounted for EUR 2 billion (14%).

Core funding for higher education institutions is appropriated annually through the Budget process. Higher education institutions also receive financing from other sources such as the Research Council of Finland, Business Finland, foundations, enterprises, the European Union, and other international sources. In 2023, central government funding for universities of applied sciences was EUR 954 million and for universities EUR 1,999 million.

Quality assurance system

Since 2005, the Finnish Higher Education Evaluation Council (FINHEEC) has conducted audits of the quality assurance (QA) systems of higher education institutes (HEIs). FINHEEC is an independent authority responsible for the national evaluation of education in its entirety, It is listed in the European Quality Assurance Register for Higher Education (EQAR) and a member of the European Association for Quality Assurance in Higher Education (ENQA).

FINEC assesses the comprehensiveness, performance and effectiveness of the QA system and focuses on two levels: the higher education institution's QA system as a whole and the quality assurance related to the institution's basic mission (education, research/R&D, interaction with and impact on society and regional development).

[3] en20140932_20200516.pdf (finlex.fi)

Approach to system coordination/specialisation

Every four years, higher education institutions and the MEC agree on performance measures covering the following: common objectives for the higher education system, key measures for each higher education institution, the tasks, profile, core areas and newly emerging scientific fields in each higher education institution, degree objectives as well as the appropriations allocated based on these. The agreement also specifies how the outcomes of the objectives will be reported on.

The MEC reports that other steering measures it uses (such as information sharing) "…aim to encourage and engage higher education institutions in other action that require mutual interaction. Ministry representatives visit each higher education institution during each agreement period and organise regional events for actors and key stakeholders in the field to strengthen mutual interaction".

Singapore

Number of universities	Number of students (2022) (combined domestic and international)	Percentage residents aged 25-64 with bachelor's degree or above
6	122,809	37%

Description of higher education system

Within the Singaporean higher education system there are six publicly funded autonomous universities, which are relatively specialised in terms of subject focus and research intensity. Specifically, the universities can be distinguished as either research-intensive or applied-degree pathway universities.

The post-secondary education sector also includes five polytechnics (which focus on professional technical and economic fields resulting in an advanced diploma), ten branch campuses of foreign higher education institutions, two private post-secondary institutions focussing on the arts, a newly-established publicly funded private university, and other government-affiliated education institutions offering specific diploma and degree programs.

Definition of a university

There is no single definition of a university within Singaporean legislation – each university is established under its own Act.

For the large, research-intensive National University of Singapore, functions within legislation include the provision of education facilities, the advancement and dissemination of knowledge and research, the conferring and awarding of degrees, diplomas and certificates. The Singapore Institute of Technology, which focuses on applied education and science and technology, has a more simplified function within legislation to "to pursue, within the limits of the financial resources available to it, the objects provided by its constituent documents and, in particular, to confer and award degrees, diplomas and certificates..."

Funding system

Singapore's Ministry of Education provides an annual recurrent block budget to the universities based on their actual enrolment each year and their respective capitation rates. Universities are allowed to retain operating surpluses.

The Academic Research Division within the Singaporean Ministry of Education manages research funding for higher education providers. The Singaporean government has a strong commitment to research investment with multiple funds available for academics and public research institutions.

Quality assurance system

Each university is required to develop a Policy Agreement and a Performance Agreement with the Ministry, which set out the margins of universities autonomy in their activities and the targets in the areas of teaching, research, service and organisational development over a five-year period, respectively. Universities are required to submit annual reports on their progress on the targets within their Performance Agreement to the Ministry. The Ministry also oversees general quality assurance policy.

Approach to system coordination/specialisation

Universities have the ability to determine their own strategies and directions, in line with their Policy and Performance agreements. As mentioned, the university sector in Singapore is relatively specialised, with

universities varying in research intensity and subject focus (e.g., Nanyang Technological University is a comprehensive and research-intensive university with a strong focus on STEM, while Singapore University of Social Sciences provides an applied education that targets both fresh school leavers and adult learners, in the domain of the social sciences, and disciplines that have a strong impact on human and community development).

The government provides targeted funding and grants to develop strengths in strategic areas, aligning with national economic priorities. Autonomous universities have the flexibility to design specialized programs and research centers, while industry collaborations ensure that offerings remain relevant to market needs. The SkillsFuture initiative encourages lifelong learning and the development of specialized courses aligned with emerging skills. Additionally, Research Centres of Excellence (RCEs) in specific fields drive advanced research and attract top talent. These mechanisms collectively ensure that universities in Singapore remain responsive to economic and technological advancements.

California (USA)

System snapshot

Number of universities	Number of students (2023) (combined domestic and international)	Percentage residents aged 25-64 with bachelor's degree or above
University of California (ten campuses)	295,573	37%
California State University (23 campuses)	454,640	
116 California Community Colleges	~2 million	
~310 private colleges (nonprofit and for profit)		

Summary of higher education system

The California Master Plan for Higher Education was originally adopted by the Californian legislature in 1960, and has subsequently been periodically updated. The outlines the missions of the public higher education providers:

- The University of California (UC): Offers Bachelor, Master, professional degrees and the Ph.D., primary research and public service function, minor responsibility for Teacher Credential
- The California State University (CSU): Offers Bachelor and Masters degrees, primary responsibility for Teacher Credentials, minor research and public service functions.
- Californian Community Colleges: Offer two-year academic degrees as preparation for UC and CSU, vocational and adult education, and non-credit education.

The Master plan also sets out principles for learning support, funding and quality assurance, as well as admission rules for each subsector:

- The top one-eighth of high school graduates are eligible to attend the University of California.
- The top one-third of high school graduates are eligible to attend California State University
- Community colleges are open to all high school graduates and adults who can benefit from tertiary education.

Private colleges are also part of the broader higher education system – these include both nonprofit and for-profit institutions, with non-profits ranging from large research institutions (e.g. Stanford) to small liberal arts colleges, and for-profit institutions awarding a large share of sub-degree qualifications.

Funding system

The funding system for Californian universities, particularly the University of California (UC) and California State University (CSU) systems, is a combination of state appropriations, tuition and fees, federal funding, grants, and private donations. State funding, allocated by the California State Legislature, is a significant component but has fluctuated over the years, impacting tuition rates. Both the University of California and California State University systems enter into multi-year compacts with the state government that set out funding increases in exchange for commitments to make progress on shared goals for increasing student access and success.

Tuition and fees paid by students provide a substantial portion of revenue, with in-state and out-of-state students paying different rates. Federal funding supports research initiatives and financial aid, while grants and contracts from various agencies and private donations also contribute to the financial stability and development of the universities.

Quality assurance system

UC campuses are accredited to approve programmes by the Western Association of Schools and Colleges (WASC), which evaluates the quality of higher education institutions through a peer review process. Graduate programmes require approval by the University of California.

Approach to system coordination/specialisation

The California Master Plan sets out specific roles for the different categories of institution. While there is limited coordination between UC, CSU and the community colleges, there are mechanisms within the two universities. Within the University of California (UC) system, several mechanisms promote specialization. The UC system fosters research excellence, interdisciplinary collaboration, and partnerships to cultivate expertise in various fields. This is facilitated by specialized institutes and centres, professional schools, and colleges offering tailored programs, and collaborative initiatives with industry and government.

The Office of the President of the University plays a central role in coordinating system-wide efforts, setting strategic priorities, and facilitating collaboration among the UC campuses. Through strategic planning, resource allocation, and policy guidance, the Office of the President supports the development of specialized programs, research initiatives, and partnerships that advance the UC system's mission of education, research, and public service while addressing the evolving needs of California and society at large.

Annex 1: Policy arrangements in Europe

The European Union and the Bologna process

Binary systems in Europe began to emerge in the 1960s and 1970s as an explicit policy response to increasing participation in higher education. It was believed that the creation of new vocational institutions would answer the need for professional qualifications and provide specialised occupational skills and relieve the pressure on universities.

Although vocationally focussed higher education institutions in many European countries do not have the right to grant PhDs, over time the distinction between academic and vocational curricula has become blurred. The distinction has become even more so as non-university institutions develop their research capability and capacity in order to compete with universities.

The Bologna process was initiated with the Bologna Declaration in 1994. The aim was to introduce a more comparable, compatible and coherent system for European higher education. The process is an inter-governmental voluntary undertaking by each signing country to reform its own education system by:

- creating a system of academic degrees that are easily recognisable and comparable
- promoting the mobility of students, teachers and researchers; and
- ensuring high-quality learning and teaching.

Key focus areas of the process include lifelong learning, employability, funding, degree structures, international openness, data collection, and quality assurance. The process is currently implemented in 48 member countries (the European Commission is also a member). The Bologna process has created a binary system of university (primarily research-focused) and non-university (primarily vocationally focused) sectors.

European quality assurance processes

In most European countries, higher education institutions or study programmes are subject to regular external review by a quality assurance agency. The European Quality Assurance Register for Higher Education (EQAR) is an independent register of quality assurance agencies which have demonstrated compliance with a common set of principles for quality assurance in Europe – the European Standards and Guidelines (ESG). Although membership is not compulsory, most European Higher Education Area (EHEA) countries eligible to apply for governmental membership are members of EQAR.

Control through quality assurance agencies is usual in Europe. Most agencies are registered associations, foundations or consortia and hence not-for-profit private entities. Some agencies include universities, but many exclude universities in the name of independent evaluation although individual academics as well as students are often members of the QA agencies. Some have argued that as European higher education reforms have loosened the ties between the state and universities, QA agencies have become intermediary bodies between the state and universities. Along with this change, has been an increased influence of the business world – employers' associations, chambers of commerce and trade and professions are often members of QA agencies, sometimes providing programme accreditation.

[4] http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=LEGISSUM%3Ac11088 and http://www.ehea.info/

Differentiation in the Aotearoa New Zealand university sector

Contents

Purpose

The purpose of this briefing is to provide the University Advisory Group with some relatively high-level data and analysis of differentiation in the Aotearoa New Zealand university sector. The briefing gives a general overview of each of the eight universities, including a summary of each institution's self-perception of their distinctive mission and offer. It then focusses on four key areas of differentiation for which data are available:

- Student population
- Teaching areas and learning outcomes
- Post-study outcomes
- Research quality, intensity, and specialisation.

Key Points

There is some differentiation by volume in teaching subject areas, but in general our universities all offer a similar range

Analysis of New Zealand Standard Classification of Education (NZSCED) subject area provision data shows that, with the exception of Lincoln University, which is a small specialist university focussing on land-based research and teaching, all of our universities offer broadly the same mix of subject area teaching. This broad subject base is reflected in the universities' own sense of their mission and offering: with the exception of Lincoln, none of them focus on subject-specific provision, instead presenting themselves as providers of research-led teaching across the range of subjects in a classical university model. However, the size and proportion of delivery varies considerably across universities, and clear areas of focus emerge when looking at volume of delivery: sciences and medical subjects are more concentrated at Otago and Auckland, engineering is more concentrated at Auckland and Canterbury, humanities and social sciences are more concentrated at Waikato and VUW.

There is more differentiation in teaching mode and learner demographics

The universities have a stronger sense of their unique offering in terms of how they teach, and the learners they aim to deliver for, and this is supported by enrolment data. Massey, AUT, Waikato and Lincoln for example, have distinctly different learner demographics to Auckland, VUW, Canterbury, and Otago, with more older learners and more postgraduate students at Massey and Lincoln, more international students at incoln and aikato, and more āori and acific learners at AUT and Waikato. Massey is also distinctive in terms of its high proportion of extra-mural provision. Another clear feature in enrolment data is a strong regional pull: the largest proportion of domestic first-year enrolments for all universities apart from Otago comes from their local regional catchment/s. This matches what the universities tell us about their connection to their local region and its workforce.

Educational performance varies significantly across the system, but is universally lower for Māori and Pacific learners

Educational performance indicator (EPI) data shows that there is an approximately 20 percentage point variation in qualification completion rates across the universities for all learners from the highest rate (Otago, at nearly 75%) to the lowest (Massey, at just o er 55 or āori learners this ariation remains roughly the same, with the highest rate (Otago, at 66%) around 17 percentage points higher than the lowest rate (Massey, at 39%). The same variation exists for Pacific learners: the highest rate (Otago, at 57%) is 21 percentage points higher than the lowest (Massey, at 36%). While there is variation between the universities, however, it is notable that they all have significantly lower qualification completion rates for their āori and acific learners compared to their non- āori, non-Pacific learners.

Post-study outcomes are good for university graduates

University graduates at Level 7 (Degree) and Levels 8-10 (Postgraduate qualification) have lower job seeker rates, higher employment rates, and higher median earnings compared to people with lower or no qualifications. The data shows that graduates at these levels from non-universities also experience these benefits.

There are clear differences on these metrics based on subject areas of qualification. However, these differences do not provide any clear indication of the quality of a university programme, due to the complex external drivers affecting employment rates and earnings.

Some differences appear to be related to the social and economic value placed on different occupations, as well as to other factors affecting earnings in labour markets such as gender, ethnicity, and location. The data shows clear differences in earnings linked to gender and ethnicity, which reflects the findings of international studies and other evidence.

High quality research is found across the university system, in all subject areas, but excellence is not always linked to the scale of research and teaching

Analysis of PBRF Quality Evaluation 2018 results shows that world-leading, internationally excellent research is found across all subject areas and in all universities and has doubled overall since the PBRF was introduced in 2003. They show some notable areas of strong performance, for example in creative and performing arts, humanities and law, and the biological and physical sciences. They also show that our university system is research intensive, with around 75% of all academic staff being research active.

However, the PBRF Quality Evaluation 2018 results also suggests that research quality is not always strongly correlated with research or teaching quantity. For example, medicine and public health research is the largest area of research in the Quality Evaluation by some distance – around a third larger by volume than the second-largest area, social sciences and cultural studies – and is also one of the larger teaching subject areas, particularly at Auckland and Otago, yet research in this area is below the overall quality average. Mathematics and information technology research has a high overall quality profile and an average-sized submission, yet is one of the smallest teaching provision subject areas overall. This means that research activity, research outcomes, and teaching provision are not necessarily aligned.

1. Overview of the universities

There are eight universities in Aotearoa New Zealand. This section compares high-level information about the self-reported mission and unique offering, size, and overall characteristics of the eight universities. This information is drawn from the most recent available annual reports and from each institution's most recent Investment Plan.

Name	Students (2023 EFTS)	Academic staff (FTE)	Mission statement and offer
University of Auckland Waipapa Taumata Rau *Auckland* *Inner city-based campus with three main sites (City, Newmarket, Grafton).* *Satellite campuses in South Auckland and Whangarei.*	35,383 84% domestic 16% international	2,449	The university mission is to be 'a research-led, international university, recognised for excellence in teaching, learning, research, creative work, and administration, for the significance of its contributions to the advancement of knowledge and its commitment to serve its local, national and international communities.' • Largest research institution and largest provider of degree-level+ education • Undertakes teaching and research across comprehensive range of disciplines • Highest ranked university in NZ overall by main rankings systems • One of two medical schools in NZ
Auckland University of Technology *Auckland* *City-based campus with three sites (City, Manukau, North Shore)*	18,721 84% domestic 16% international	1,193	'AUT's vision is that everyone with academic potential can flourish through our commitment to equity and excellence. This vision is aligned with, and motivated by, our commitments to Te Tiriti o Waitangi and our collective dri e to achie e ritetanga • Most diverse student body in , including āori, acific, Asian, and mature learners • Focus on equity and increasing access to education for learners from communities and backgrounds with historically lower levels of access • Aims to consolidate position as 'NZ's university of technology'
University of Waikato *Hamilton (main campus), Tauranga* *Hamilton and Tauranga are city-*	10,521 81% domestic 19% international	623	'The mission of the University of Waikato is to combine the creation of new knowledge through research, scholarship and creative works with the dissemination of knowledge through teaching, publication and performance, for the benefit of society. The University of Waikato is committed to meaningful

Name	Students (2023 EFTS)	Academic staff (FTE)	Mission statement and offer
based campuses. Campus provision overlap; Tauranga campus has marine and environmental science focus *Partnership with Hangzhou City University allows co-delivery of finance and design degrees in Hangzhou.*			partnerships under the Treaty of Waitangi, and to providing leadership in research, scholarship and education relevant to the needs and aspirations of iwi and āori communities • Comprehensive university offering teaching across arts, humanities, social sciences and sciences, including āori and Indigenous Studies • Embedded in Waikato region with strong links to industry and employers • In-person and extra-mural study options • Active efforts to become an anti-racist institution following Parata Gardiner Report findings
Massey University *Manawatu (main campus), Auckland, Wellington* *Manawatu campus is self-contained site on edge of Palmerston North. Ag-research focus.* *Auckland and Wellington are city-based campuses. Wellington hosts College of Arts.* *Some campus provision overlap although looking to reduce this.*	16,246 84% domestic 16% international	1,255	'Massey University is a research-intensive, multi-campus university. Based in Aotearoa New Zealand and with extensive global reach, Massey University has long been a distance, and now a blended and online education provider, prioritising access and equity alongside excellence to ensure that high quality tertiary education is available to school-leavers and mature age, part-time learners alike.' • Started as an agricultural college. Food, ag-research, land and animal-based sectors remain important • Complemented by research strengths in applied sciences, arts, design and social sciences • Diverse student body relative to other NZ universities, with particularly high numbers of mature and distance learners
Victoria University of Wellington Te Herenga Waka *Wellington* *City-based campus with three main sites in Kelburn (main campus-humanities, social*	15,728 91% domestic 9% international	1,110 (note this figure predates the restructure process in 2023 - current FTE is likely lower)	'Te Herenga Waka—Victoria University of Wellington is a global–civic university with our marae at our heart. This iho draws off our heritage and is further defined by our t rangawaewae—in particular, Wellington, Aotearoa, and the Asia–Pacific—all of which are expressed in our position as Aotearoa New Zealand's globally ranked capital city university. We are further differentiated by aspects of the way we

Name	Students (2023 EFTS)	Academic staff (FTE)	Mission statement and offer
sciences and sciences), Pipitea (government and business), Te Aro (design and architecture) *Additional sites at Wellington Hospital, Miramar, south coast, and Lower Hutt.*			work, including our commitment to being a values-based, research-intensive university that works in partnership with its students.' • NZ's top-ranked university for research intensity • Ranked within top 1% globally • A civic university that engages closely with Wellington & the region • Capital presence affords staff and students access to political, public sector, legal, & diplomatic organisations
University of Canterbury *Christchurch* *Self-contained campus in city suburb Ilam, along with UC Arts site in city centre and Dovedale digital screen site.* *Satellite campuses for teaching degrees in Nelson and Rotorua*	17,018 92% domestic 8% international	1,009	'The University affirms its identity as a medium-sized, research-intensive, comprehensive university. It strives to deliver excellent, research-informed education, and creative and innovative research.' The University has a special connection with Christchurch and wider Canterbury through shared response to and recovery from the earthquakes, and regional success and growth is a key goal. • Engineering is the largest area of teaching • Spread of subject areas is otherwise broad • Specific areas of specialist training including speech & language pathology, forestry, & water management • Research concentrations generally in sciences and engineering, along with social sciences and education
Lincoln University *Lincoln* *Self-contained campus on edge of town*	3,123 83% domestic 17% international	184	'Lincoln University exists to provide excellent research and education to grow the knowledge of our students and help shape a world that benefits from a greater understanding of the relationships between land, food and ecosystems.' • A distinctive, specialised university with a land-based focus

Name	Students (2023 EFTS)	Academic staff (FTE)	Mission statement and offer
			• Aims to become a globally-ranked top-five land-based university • Key role in providing graduates and research capability and solutions for the food and fibre sector
University of Otago *Dunedin* *Self-contained central city-based campus.* *Satellite campuses in Auckland (distance learning & the Children's Issues Centre), Wellington (health sciences, research & distance), Christchurch (health sciences, research & distance), Invercargill (health sciences & education)*	18,938 93% domestic 7% international	1,610	'The University of Otago exists to create, advance, share, promote, preserve and apply knowledge. Committed to partnership with mana whenua and upholding Te Tiriti o Waitangi, we undertake outstanding research and research-informed teaching, enable transformative learning and student experience, and engage in meaningful service to society with a dedication to excellence, innovation and positive impact.' • NZ's first university • Unique status in Australasia as a residential, destination university in a university town • Consistently ranks in top 1% globally • Research and teaching across a comprehensive curriculum • Strong relationship with mana whenua and local region • Particular strengths in health sciences, sciences, and humanities, professional programmes, and business education

2. Student population

This section provides data on the university student population across the eight universities, in five relevant areas:

- Overall enrolments
- Regional origin (domestic students only)
- Ethnic identity
- Age
- International students

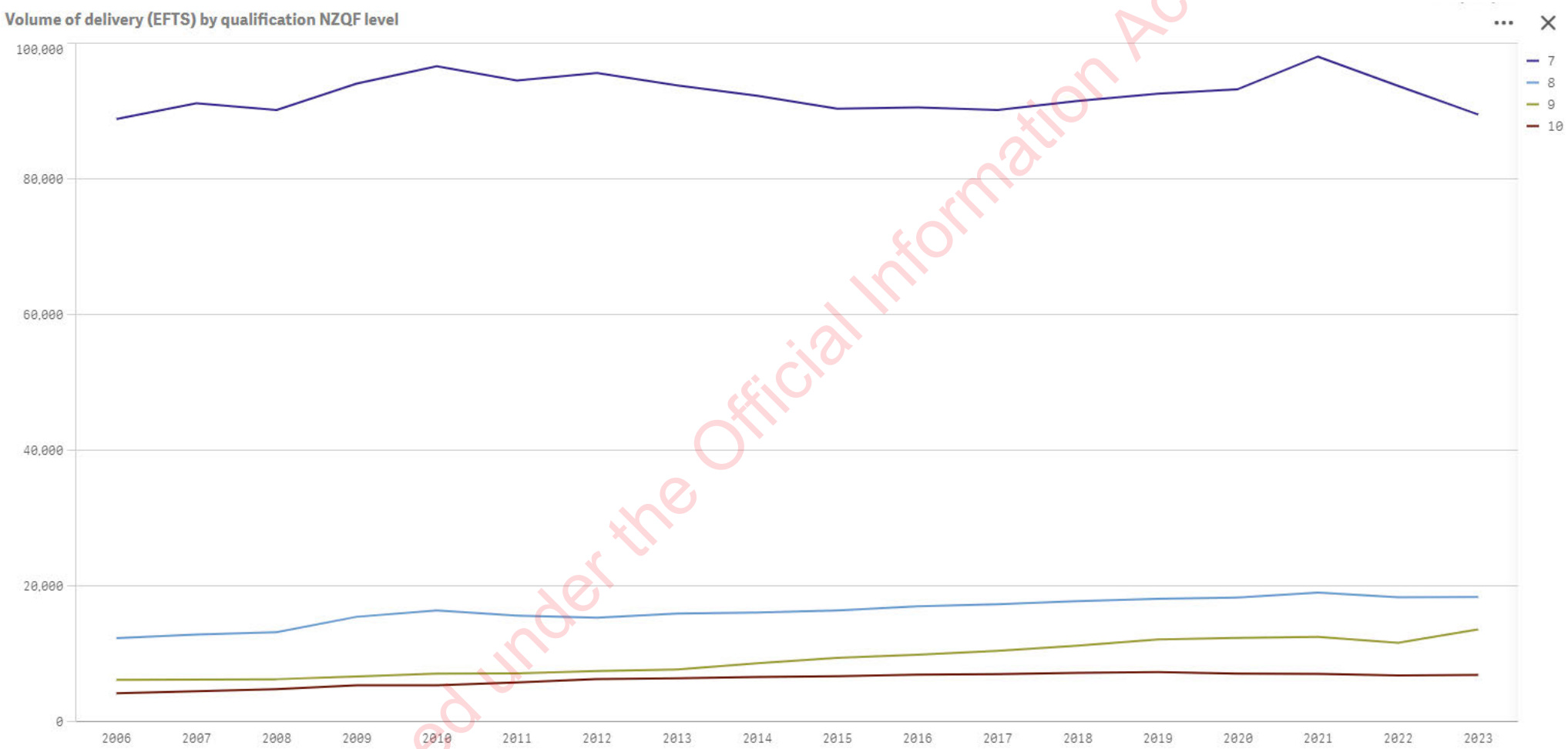
All figures are based on equivalent full-time students (EFTS) rather than student headcounts. Data is based on 2023 enrolments, which are the most recent validated dataset.

Overall enrolments

As context for the demographic data that follows, the graph below presents a historic view of total enrolments in the university system at undergraduate and postgraduate degree levels from 2006 to 2023.

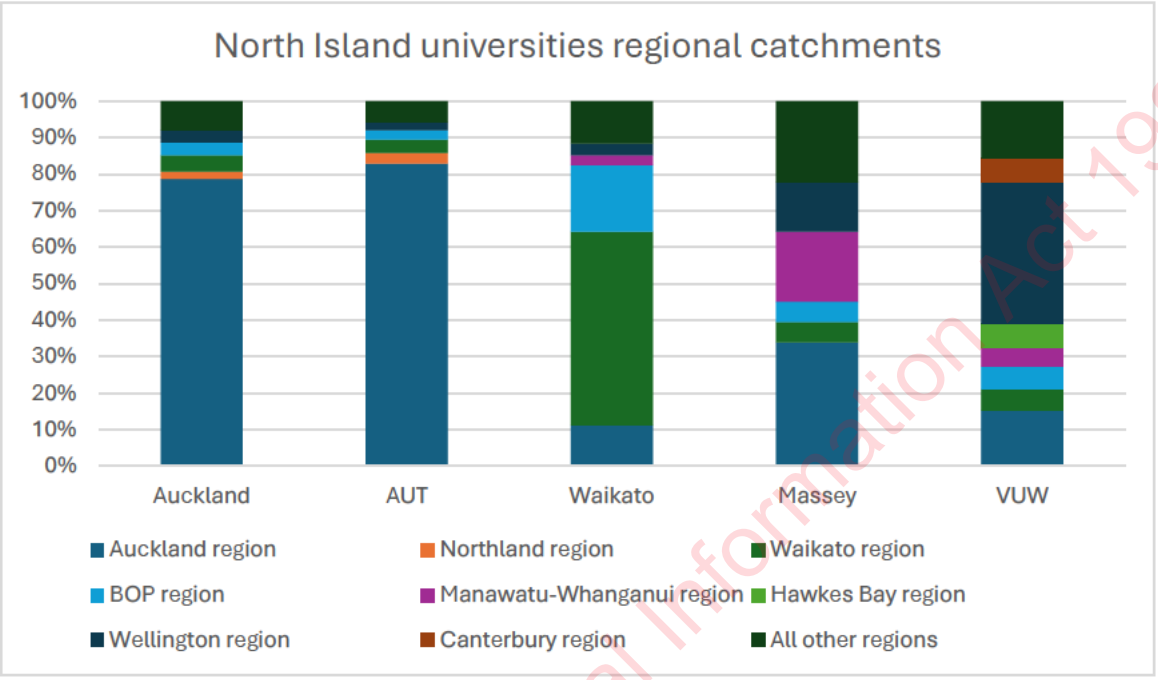
The data show that total enrolments have been relatively stable over time with a recent more noticeable decrease. The effects of the pandemic can be seen in both the drop-off of level 7 enrolments after 2020, and in the uptick in taught Master's (Level 9) enrolments in 2022. It is notable that both effects continue to be seen. This perhaps suggests that while the pandemic triggered these shifts, other underlying drivers have contributed to the recent downwards trend. It is also notable that doctoral degree enrolments (Level 10) have remained largely flat for around a decade.

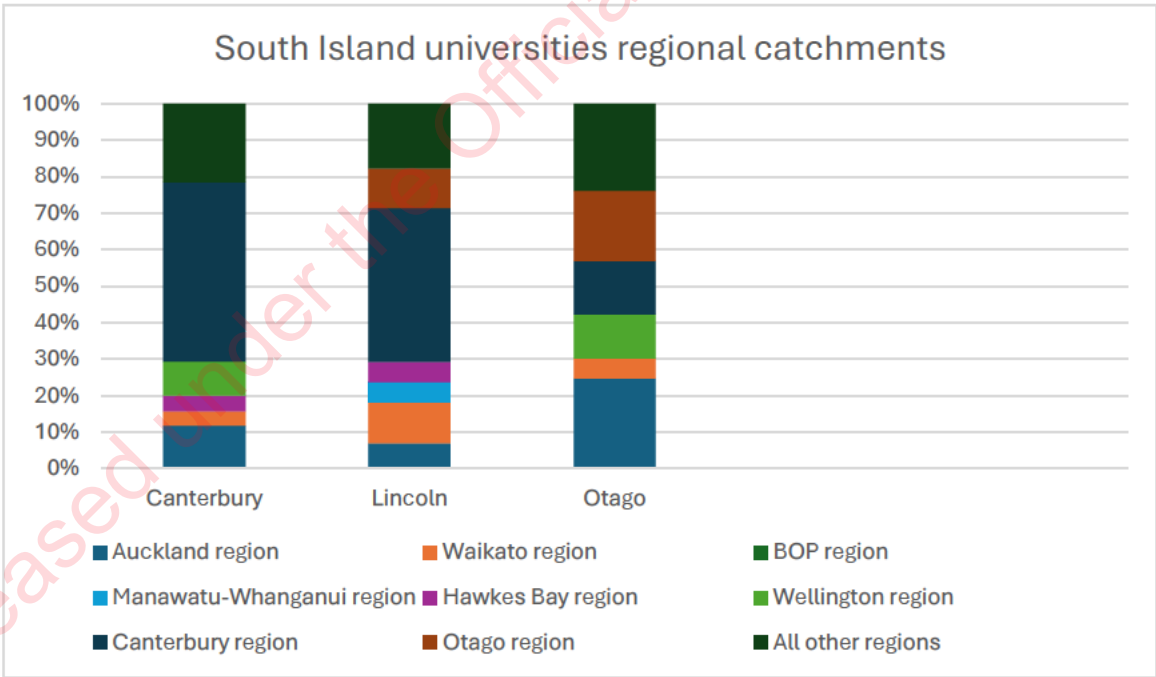
University EFTS 2006-2023 at Level 7-10



Regional origin

The data in the following two graphs is based on the reported secondary school region for first year enrolling students at university in 2023. For each university, discrete data are shown for all regions providing more than 5% of first year enrolments, or the top five regions by proportion of enrolments, whichever is greater.





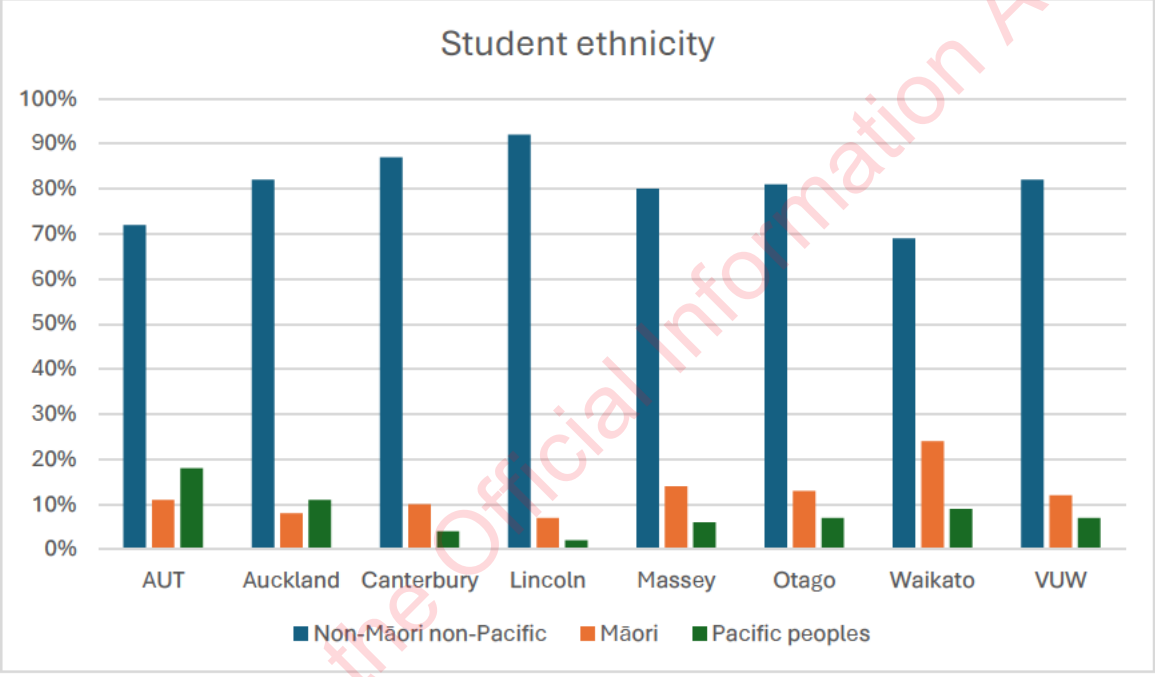
The data show that, with the exception of Otago, all universities receive the greatest single proportion of first year enrolments from students who attended secondary school in their local region. This regional pull effect is strongest for Auckland and AUT, both of which receive around 80% of their first-year enrolments from the Auckland region. Waikato receives 71.4% of enrolments from regions where it has a campus: 53.2% from the Waikato region and 18.2% from the Bay of Plenty region, where they also have a campus. Massey also receives most enrolments (62.4%) from the three regions where it has a campus: Auckland, Wellington, and Manawatu-Wanganui.

VUW, Canterbury, and Lincoln also receive their highest proportion of enrolments from the Wellington and Canterbury regions respectively, although at less than 50% the pull effect is less strong. It is notable that both VUW and Canterbury each also attract more than 10% of their enrolments from the Auckland region.

Otago is the only university to attract a greater proportion of its enrolments from outside its local region than from within it, with 24% coming from the Auckland region, 19% from the Otago region, and 12% from Wellington. This reflects its institutional identity as New Zealand's only 'destination' university.

Student ethnicity

The graph below shows student ethnicity data for all current enrolments at all universities. Note that ethnicity totals for each institution may sum to more than 100% as students can identify as more than one ethnicity.



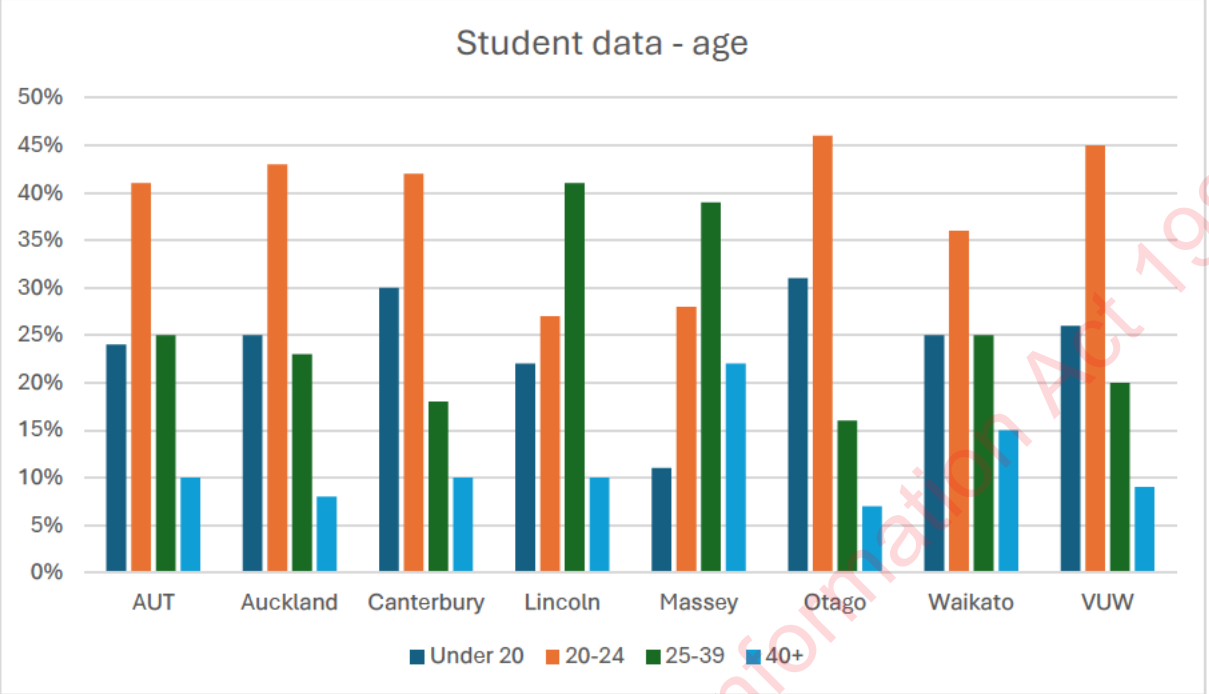
Across the eight universities, an a erage of 12 of students identify as āori, and 8% identify as Pacific. The latest census figures show that 17 8 of the ew ealand population identify as āori, and 8.9% identify as acific āori are therefore under-represented at all universities, with the notable e ception of the ni ersity of aikato, where āori make up 24 of the student body

Pacific students are slightly underrepresented on average, but AUT (18%), Auckland (11%), and Waikato (9%) all have higher proportions of Pacific students than the national population.

e note that āori and acific students ha e been underrepresented in the uni ersity study body relative to national demographics since data on student ethnicity has been collected. This is also reflected in the ducation erformance ndicator data for āori and Pacific students discussed in the next section.

Student age

The graph below shows student age data for all current enrolments at all universities.



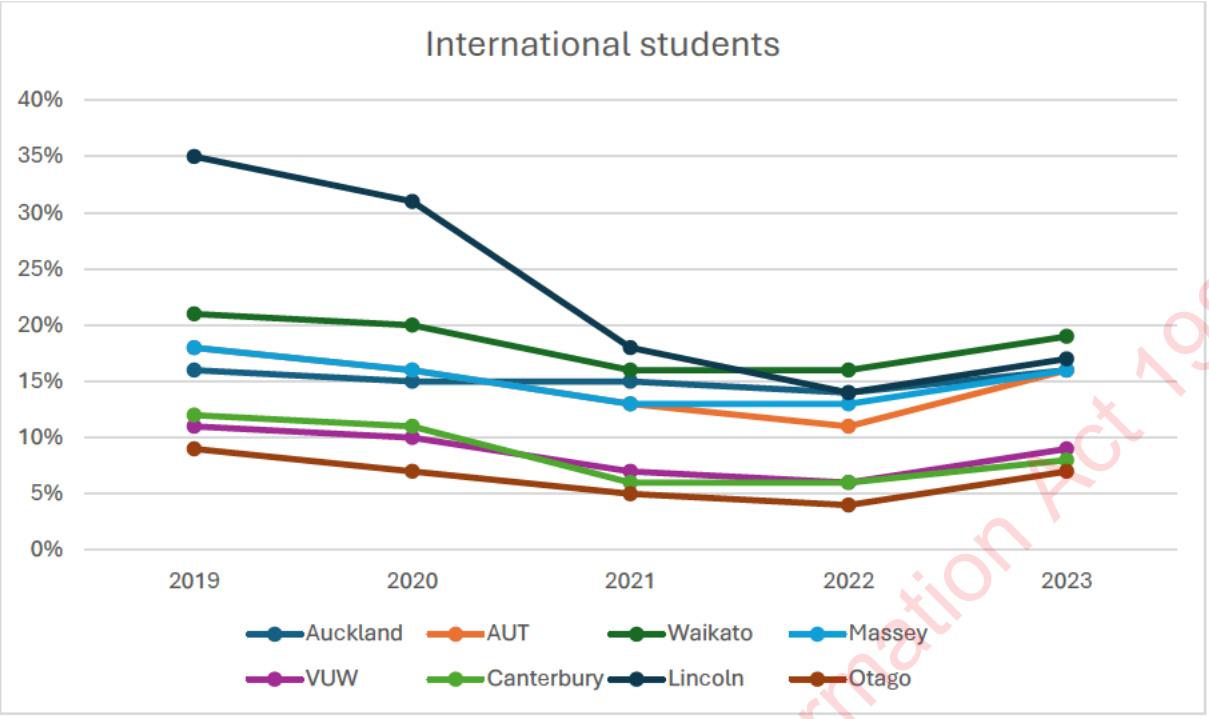
Across the eight universities an average of 24% of students are under 20, 39% are aged between 20 – 24, 26% are aged between 25 – 39, and 11% are over 40. The largest age cohort is the 20 – 24 group at all institutions except Lincoln and Massey, where the largest cohort by age is the 25 – 39 group. At Lincoln, this is likely related to the greater proportion of postgraduate provision relative to other institutions.

Massey has a notably different student age profile to the other universities with double the average students in the 40+ cohort (22%), and half the average students in the under 20 cohort (11%). In addition to a higher proportion of postgraduate provision, this is likely related to their focus on extramural and part-time delivery, which also tend to attract older learners who are already in work.

International students

While a 2023 snapshot approach has been used for the other data presented here, international student numbers are presented as a five year trend in order to reflect the impact of the COVID-19 pandemic. Prior to 2019, international student numbers had increased steadily over the previous decade after system changes in 2010 following concerns about provision quality, and had been stable for at approximately 2019 levels for a couple of years (see the graph on page 110 in the background briefing pack).

The proportion of international students declined at all universities across 2020-2021 as a consequence of the COVID-19 pandemic, with most commencing a recovery in 2022. However, as of 2023, none of the universities has recorded a return to pre-pandemic numbers with the exception of Auckland, which experienced the smallest decrease overall from 16% in 2019 to 14% in 2022. Waikato currently has the highest proportion of international students at 19%, down from 21% in 2019.



Lincoln recorded the sharpest decline but from a significantly higher 2019 proportion of 35%, and has since recovered to 17%. Lincoln's higher proportion of international students should be considered in the context of a much smaller provision size relative to the other universities, but this is also a reflection of their specific teaching focus, including almost 40% of provision at the postgraduate taught level.

We note that pre-pandemic there was a wider and more even distribution of international student numbers, albeit with Lincoln as the clear outlier. Post-pandemic, two distinct groups are evident. The cluster with higher proportions of international students (again with the exception of Lincoln) are all based in the upper North Island, possibly indicating that proximity to Auckland is an increasingly relevant factor in international student choices.

3. Teaching areas and learning outcomes

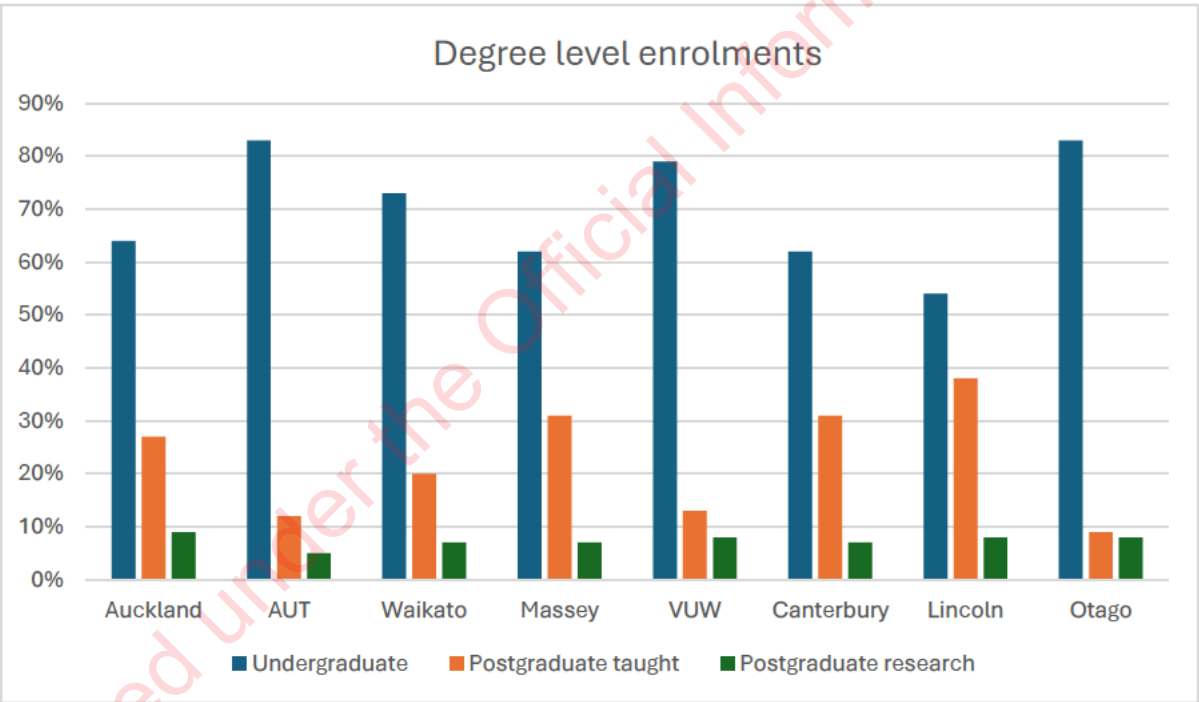
This section provides data on teaching areas and learning outcomes across the eight universities in four areas:

- Undergraduate, postgraduate, and research degree enrolments
- Intramural/extramural provision, which can be used to infer full-time/part-time provision
- NZSCED subject area enrolments
- Educational Performance Indicators

All figures are based on 2023 enrolment data and 2022 education performance data, as the most recent available validated datasets.

Degree level enrolments

The graph below shows undergraduate and postgraduate degree-level enrolments at universities in 2023. There is variation across all eight universities, particularly between undergraduate and postgraduate taught provision with a range from 9% postgraduate taught (Otago) to 38% (Lincoln). Proportions of postgraduate research students are less variable with a range of 5% (AUT) to 9% (Auckland).



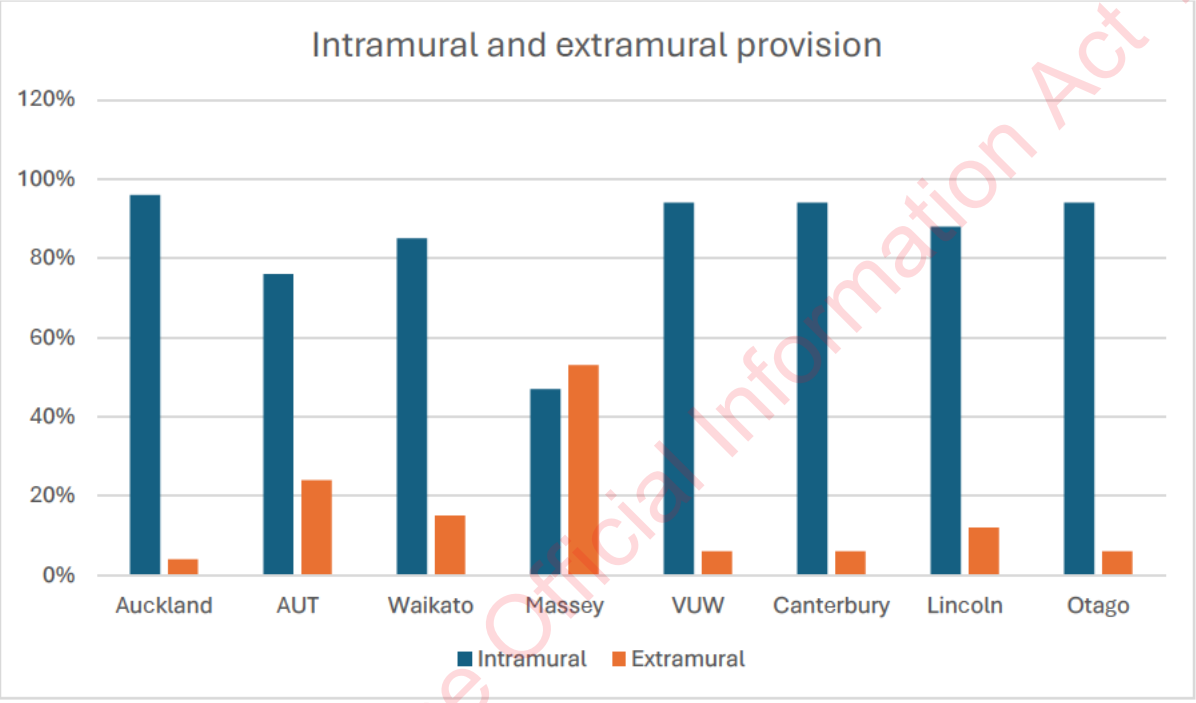
The average proportion of undergraduate-level students was 71%, the average proportion of taught postgraduate students was 21%, and the average proportion of research postgraduate students was 8%.

Of particular note is Lincoln's high level of postgraduate taught students (38%), along with Massey (31%) and Canterbury (31%). Canterbury's high level reflects the fact that the Bachelor of Engineering (Hons), their most commonly-awarded degree, is technically a postgraduate degree although almost all learners will enrol as first year undergraduates. Massey and Lincoln's high level of provision is related more broadly to a focus on postgraduate delivery.

Otago's relatively low level of taught provision (9%) likely reflects the much larger size of the undergraduate health sciences and medical delivery rather than a reduced postgraduate course offering.

Intramural and extramural provision

Data on part-time study is not collected, but intramural and extramural provision can be used to infer the proportion of learners who are studying part-time since remote study is strongly correlated with part-time learning. We do note however that because this data is collected at the course provision level, it will include a small number of students who take a mixture of intra- and extra-mural courses. This is most common at Massey, where intramural students can also enrol in extramural courses.



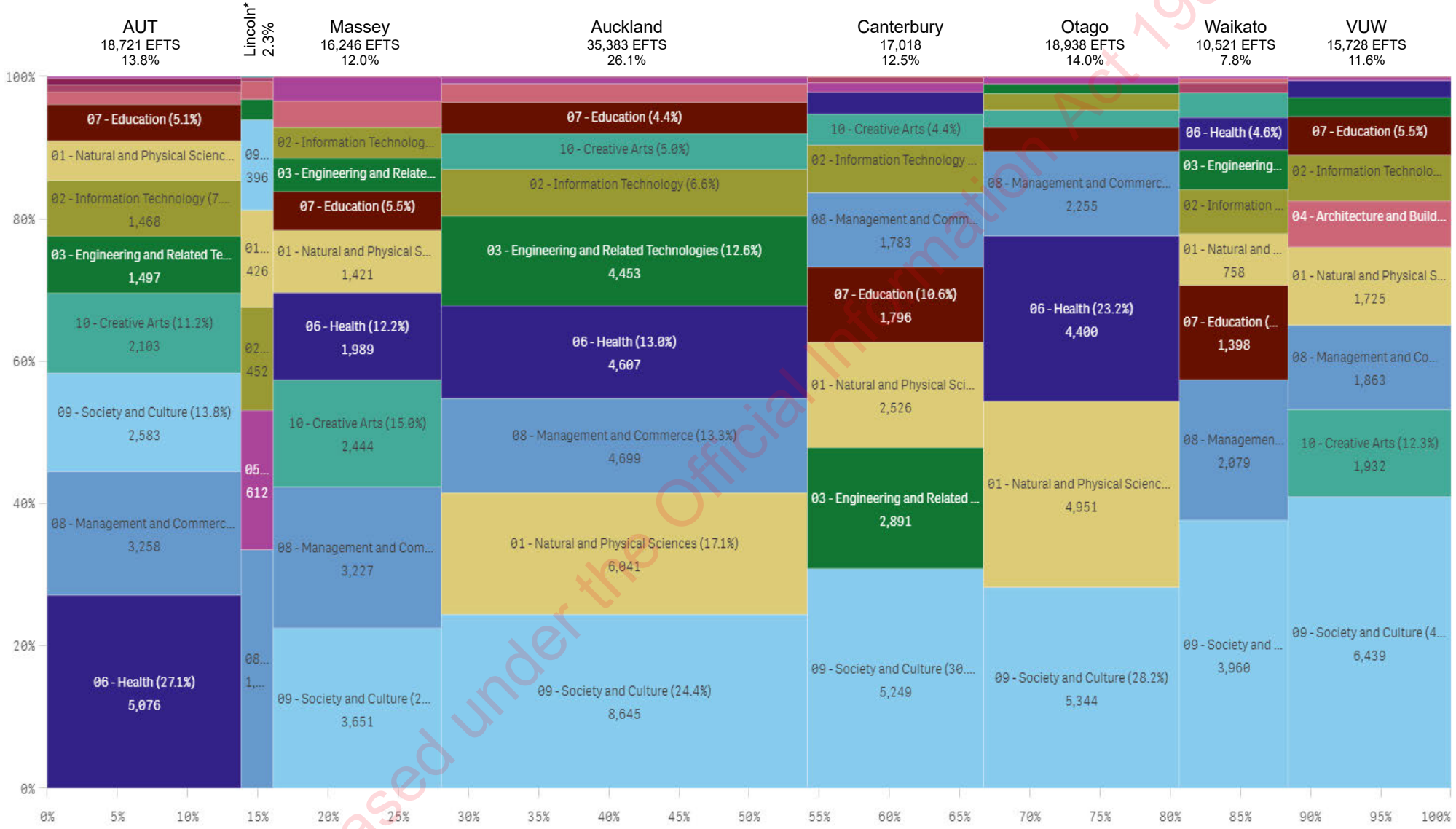
The graph above shows that Auckland, VUW, Canterbury, and Otago all have roughly similar low levels of extramural provision, at around 5% on average. This is consistent with their mission and offering; none of the four universities place a specific priority on extramural provision or part-time learning. AUT delivers 24% of its provision extramurally; again, this reflects the institutional mission to reach more diverse learner groups. Massey is unique among the eight universities for delivering more provision extramurally than on campus, reflecting its longstanding focus on part-time and distance learning provision.

NZSCED subject area delivery

Below we provide 2023 subject area delivery data by broad NZSCED categories as a single visual comparing the eight universities. Individual graphs for each university are attached at the end of this paper as an appendix, and provide the same data in more granular detail.

In the visualisation below, the width of each column represents the size of each university compared to one another and the volume of provision within different NZSCED areas. The height of the segments in each university column represents the proportion of the different NZSCED areas within that university's provision as a whole. Subject areas are arranged vertically in order of volume, with the largest areas at the bottom to smallest areas at the top.

2023 University delivery by broad subject area



* Note that Lincoln University has 3,123 EFTS, with the blue segment representing management and commerce, and the magenta segment representing agricultural and related research.

These data show that while the majority of the eight universities offer provision across more or less the same spread of high-level subject areas, the amount and mix of that provision varies across institutions. While these Broad NZSCED categories are high level, when read in conjunction with the PBRF Quality Evaluation panel submission data in the following section, a more fine-toothed picture of subject area differentiation emerges.

Waikato and VUW have a significantly greater volume of delivery in the Society and Culture (i.e. humanities and social sciences) subject areas relative to their other provision, while Otago and to a lesser extent Auckland have a clear sciences and health focus. Auckland and Canterbury have a strong engineering focus, and AUT a strong health focus. AUT, Massey, and VUW all share a secondary focus on creative arts teaching, while VUW also has a secondary focus on architecture and related provision.

Lincoln stands out from the other seven universities as having a smaller overall range of teaching provision and a very strong focus on management and commerce and agricultural and related teaching (noting that its commerce provision is specifically related to agricultural subject areas e.g. commercial farm management).

Educational Performance Indicators

Following the introduction of Investment Plans in 2008, the TEC worked with the sector to agree a set of four standard educational performance indicators (EPIs) for use from 2010 onwards. These EPIs are used to as part of TEOs own accountability-setting and in engagement between TEC and TEOs over learner achievement.

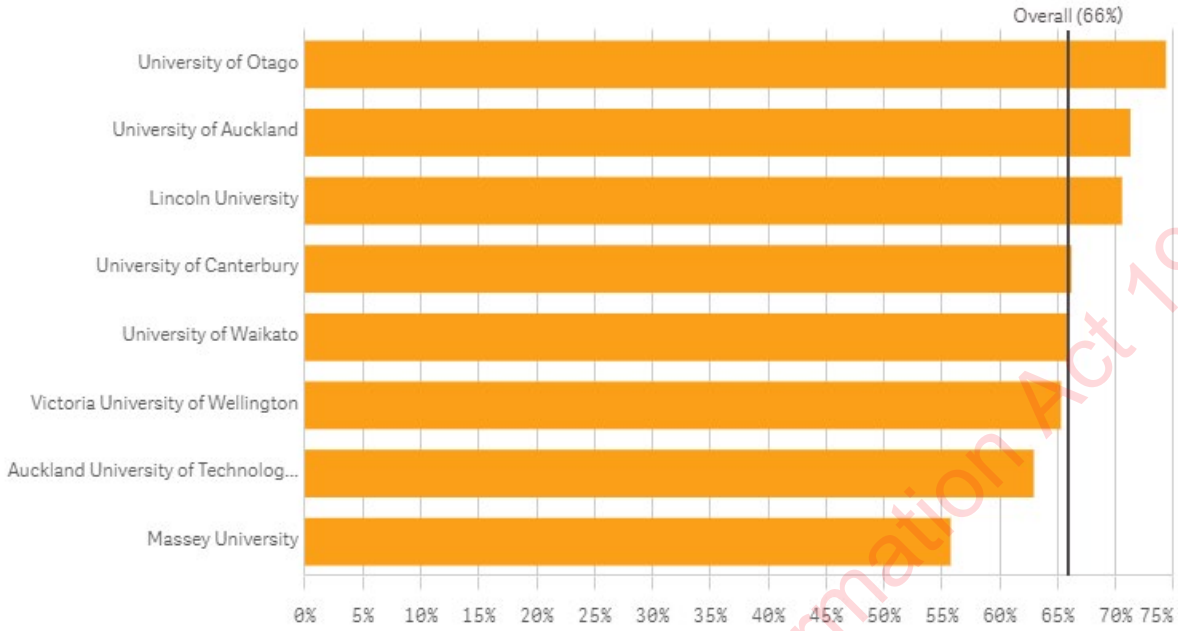
EPIs measure successful completion of study

The current EPIs are qualification completion, first year retention, course completion, and progression (from Levels 1-4).

The EPIs have had their current methodology since 2015. The biggest changes from the 2010 design were the introduction of a learner cohort-based approach for qualification completions and a switch to first year retention. Previous rates were recalculated using the new methodology.

For universities, first year retention and course completion are strong lead indicators, while qualification completion is, over time, the most meaningful measure. Progression is less relevant to universities as they do not offer much provision at Levels 1-4.

Published qualification completion rates for all learners in the university sector in 2022 were as follows:



While there are differences between universities' performance relative to one another for each individual EPI, the top two and bottom two universities here give a good general indication of universities' overall EPI performance.

These EPIs rates compare reasonably well to international benchmarks and relative to other sub-sectors in Aotearoa New Zealand. This is unsurprising given University Entrance requirements, which mean universities' largest intake comes from the group that is best prepared for successful study.

Two main issues are considered below. Firstly, the differences between universities in terms of their EPI rates. Second is the parity gap between different learner groups at every university.

Note that 2022 is the most recent year where data has been confirmed for EPIs.

Universities perform reasonably well for non-Māori, non-Pacific learners

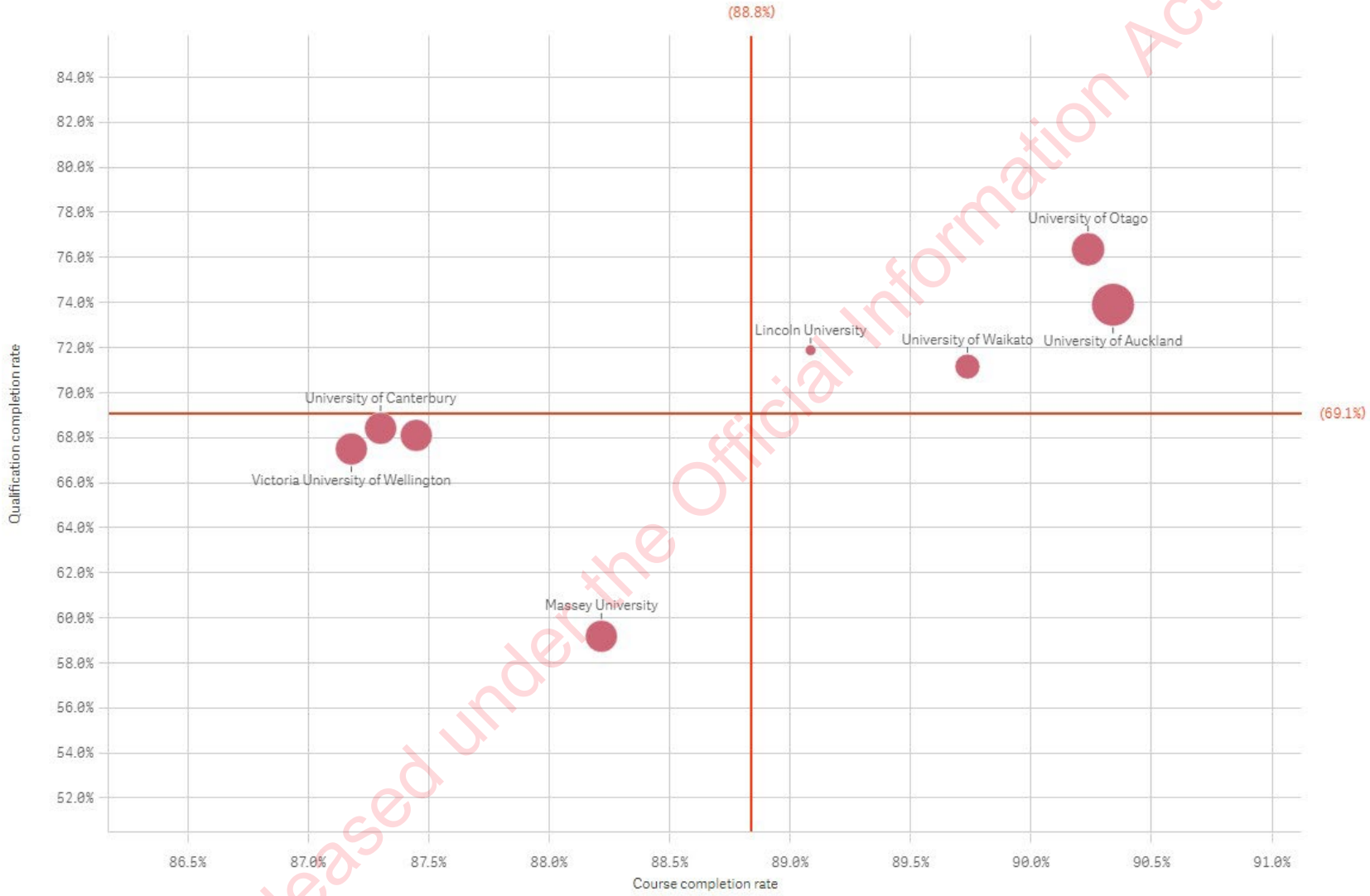
The following chart shows 2022 rates for qualification completion and course completion EPIs by university for non- āori, non-Pacific learners. The size of the dots indicates the number of equivalent full-time students (EFTS) at the university.

The red lines show non- āori, non-Pacific learners' overall qualification completion and course completion rates at the universities in 2022: an 88.8% course completion rate and a 69.1% qualification completion rate. These are good rates overall compared to other sub-sectors and by international standards.

The distribution of dots on the chart shows that EPI rates at each individual university differ, in some cases significantly from these overall rates. On the horizontal axis, course completion rate differences span a 3.1 percentage point range, while on the vertical axis, qualification completion rate differences span 17.2 percentage points: Otago's qualification completion rate for non- āori, non-Pacific learners is 76.4%, while Massey's is 59.2%.

For non- āori, non-Pacific learners at university in 2022, first year retention rates ranged from 84.1% at Otago to 75.1% at Massey.

2022 Qualification completion and course completion: Non-Māori, non-Pacific learners



Universities do not perform as well for Māori learners

ni ersities educational performance for āori learners is lower than for non- āori, non-Pacific learners. The chart below shows qualification completion and course completion rates in 2022 for the uni ersities, filtered to only include āori learners

The red lines show the o erall qualification completion and course completion rates in 2022 for āori learners in the university sector: a 79.9% course completion rate and a 53.1% qualification completion rate. These rates are both more than ten percentage points lower than the equivalent rates for non-āori, non-Pacific learners in the previous chart.

It should be noted that the uni ersity subsector āori course completion rate of 79 9 is higher than the all-sector āori course completion rate of 72 5 However, the university sector qualification completion rate of 53.1% is also below the overall sector rate for āori learners of 54 7 . In other words, āori learners at T s, ānanga, and T s were more successful in completing qualifications.

The distribution of dots on the chart shows that underlying rates for āori learners at indi idual universities differ, in some cases significantly. On the horizontal axis, course completion rate differences span a 7.2 percentage point range from an 84.7% rate at Lincoln to a 77.5% rate at Waikato. On the vertical axis, qualification completion rate differences between universities span 25.7 percentage points tago s qualification completion rate for āori learners is 64 2 , while assey s is 38.5%.

or āori learners at uni ersity, in 2022, first year retention rates ranged from 87.3% at Lincoln to 64.4% at Massey.

2022 Qualification completion and course completion: Māori learners

University performance for Pacific learners is poor

For Pacific learners at university, educational performance is lower than both for non- āori, non- acific learners and for āori learners The chart below shows qualification completion and course completion rates in 2022 for the universities, filtered to only include Pacific learners.

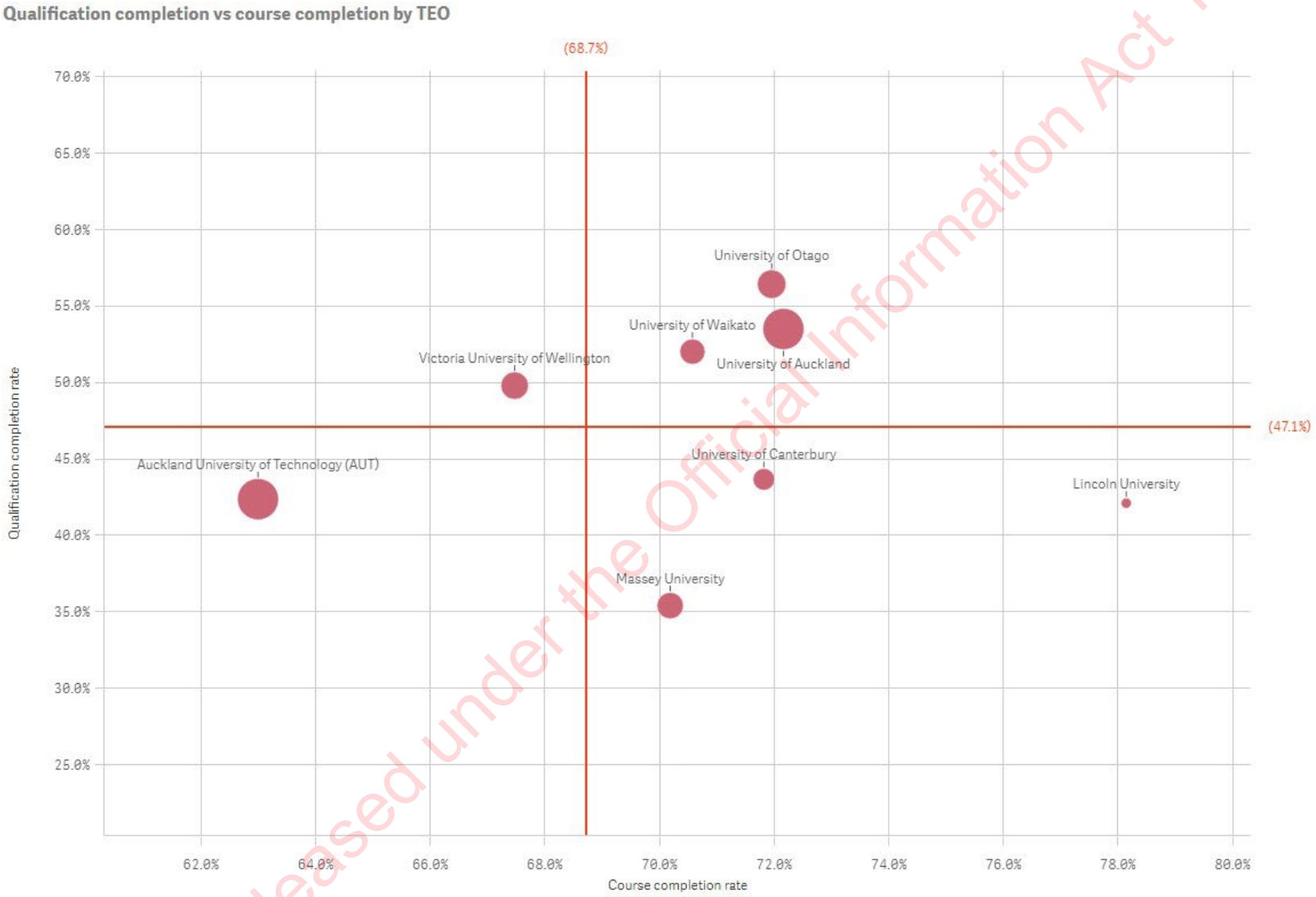
The red lines show the overall qualification completion and course completion rates in 2022 for Pacific learners in the university sector: a 68.7% course completion rate and a 47.1% qualification completion rate. These rates are both more than 20 percentage points lower than the equivalent rates for non- āori, non-Pacific learners.

The university subsector course completion rate of 68.7% is lower than the all-sector rate of 69.3%. The university sector qualification completion rate of 47.1% is also below the all-sector rate for Pacific learners of 52.5%. n other words, acific learners at T s, ānanga, and T s were more successful in completing both courses and qualifications.

The distribution of dots on the chart shows that underlying EPI rates for Pacific learners at individual universities differ significantly. Course completion rate differences span 15.0 percentage points, from a 78.1% rate at Lincoln to an 63.0% rate at AUT. Qualification completion rate differences span 23.0 percentage points: tago s qualification completion rate for āori learners is 56 4 while Massey's is 33.4%.

For Pacific learners at university in 2022, first year retention rates ranged from 81.3% at Lincoln to 60.1% at Massey.

2022 Qualification completion and course completion: Pacific learners

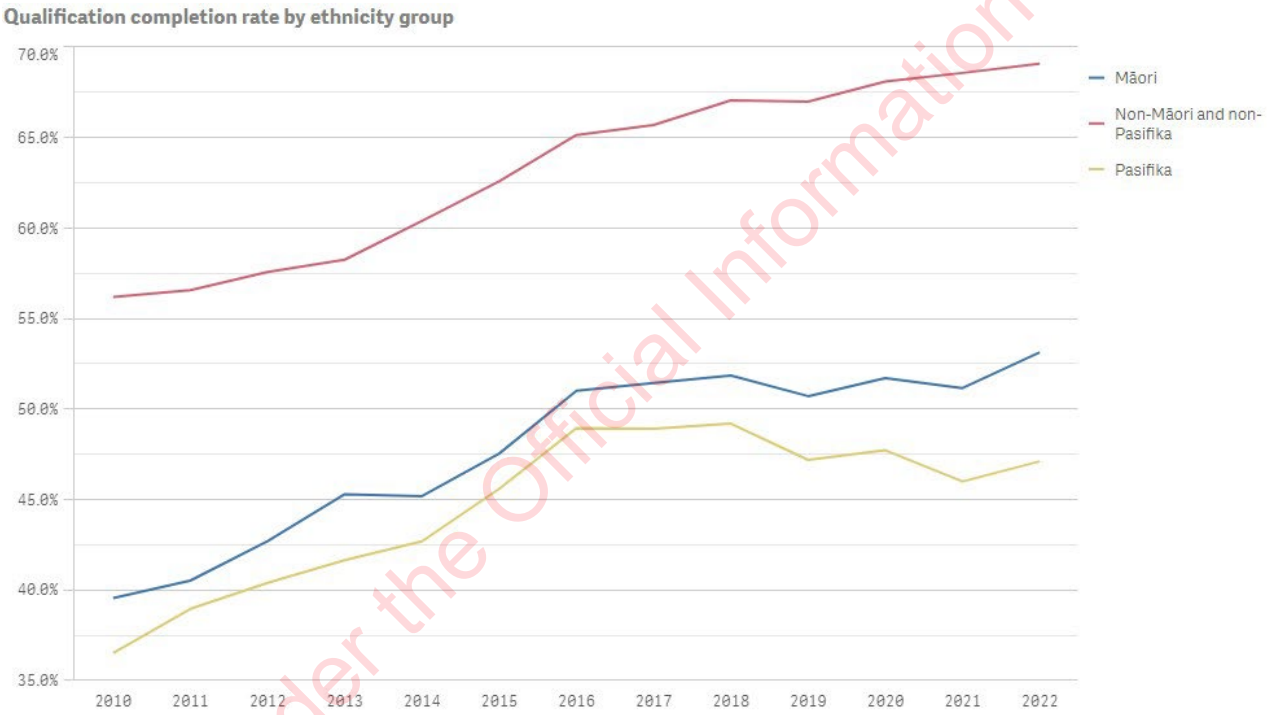


Interventions over time have had mixed results

The educational performance differences by ethnic group shown above have been apparent in the data for several decades. Considerable efforts have been made by universities, government, and others to understand and address the issues. This can be seen in the Education and Training Act 2020, the focus of successive Tertiary Education Strategies, and the TEC's Investment Plan Guidance.

As part of the system response, TEOs are required to set targets for their future EPI performance through their Investment Plan and to report on their achievement against these targets in their Annual Reports (please note the material on the Investment Round in the panel induction pack, pp. 75-77.)

Monitoring and improving EPI rates, and addressing these parity issues, has been a major focus of the TEC's investment round for the last 15 years. However, while success rates have increased, parity issues have remained. This is clearly shown by looking at the qualification completion rates over time, as show below.



While qualification completion rates for all groups have trended upwards (with some reversals), the gap between groups has remained remarkably constant. We see a similar pattern when looking at course completion rates and first year retention rates.

4. Post-Study Outcomes

The Ministry of Education and TEC are part of a data-sharing exercise with Statistics NZ and Inland Revenue called the Integrated Data Infrastructure (IDI), which is used to produce post-study outcomes data. The data uses Broad, Narrow, and Detailed New Zealand Standard Classification of Education (NZSCED) classifications to identify the subject areas people studied and includes the level of study completed (Level 1-3, Level 4-7 (non-degree), Level 7 (degree), Level 8-10).

This dataset provides information about:

- The number of people (by headcount) in different demographic groups (by age, gender, and ethnicity) completing tertiary study at different levels and subject areas
- Employment and other post-study outcomes (such as being in further study, being unemployed, claiming a job-seeker benefit, etc.) by NZSCED for people who completed tertiary qualifications
- Median incomes by NZSCED for people who completed tertiary qualifications and are in employment
- Median income figures for people who completed tertiary qualifications and are in employment.

This information can be explored at a national level, regionally, by TEO type, and at an individual TEO level.

The PSO dataset confirms earlier research showing that on average employment rates and earnings increase based on the highest level of qualification achieved. Degree and postgraduate graduate have higher rates of employment and higher median earnings than people with lower level qualifications or no qualifications. The data also show clear differences in earnings linked to gender and ethnicity, which reflects the findings of international studies and other evidence.

There are also some variations in employment rates and earnings correlated to location and subject choice. These often correspond to common perceptions: for example, on average doctors and lawyers earn more than the median, and graduates in the creative and performing arts tend to earn less. These data provide clear information about the value of completing qualifications and the likely outcomes of studying different levels and for some outlier subject areas. However, while this is important information for learners and for TEOs about labour market outcomes it does not provide information about differences in quality between individual programmes or TEO.

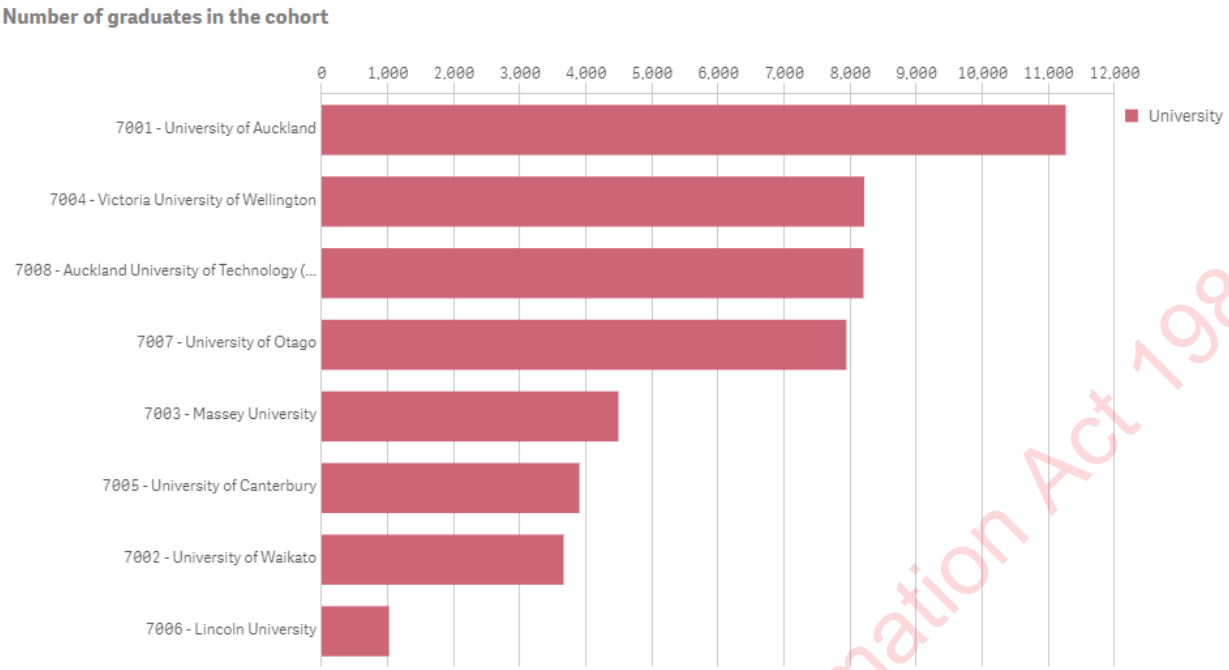
TEC has found that subject areas with poorer outcomes often have fewer learners enrolled in them and that poor earnings outcomes reflect poor working conditions in areas that are essential to the economy. For example, people studying to become child-carers have low earnings, but these roles are essential to New Zealand's high female workforce participation rates. Rather than providing evidence about the quality of a TEO or a particular programme, the data reveal how the social and economic value placed on different activities and occupations plays out in the labour market.

Post-study outcomes for university graduates with Level 7 (degree) qualifications

The charts in this section relate to all university learners, regardless prior NCEA achievement levels and including all genders and ethnicities, who completed a qualification at Level 7 (degree) while they were under 25 years old. The data look at their outcomes three years after graduation.

Technical note: Rigorous privacy rules apply to this data, which can limit the ability to drill down very far into different levels and subject areas as any small values must be supressed. To manage this, and generate more useful sample sizes, four-year cohorts of qualification completions are used. This means three-year outcomes data uses completions from a four year period (2016-2019). Outcomes are measured in 2019-2022 calendar years for further tertiary study, and in the 2020-2023 tax years (i.e. 1 April 2019 to 31 March 2023) for employment, income, days overseas and days on benefit. Outcomes are measured over a 12-month period.

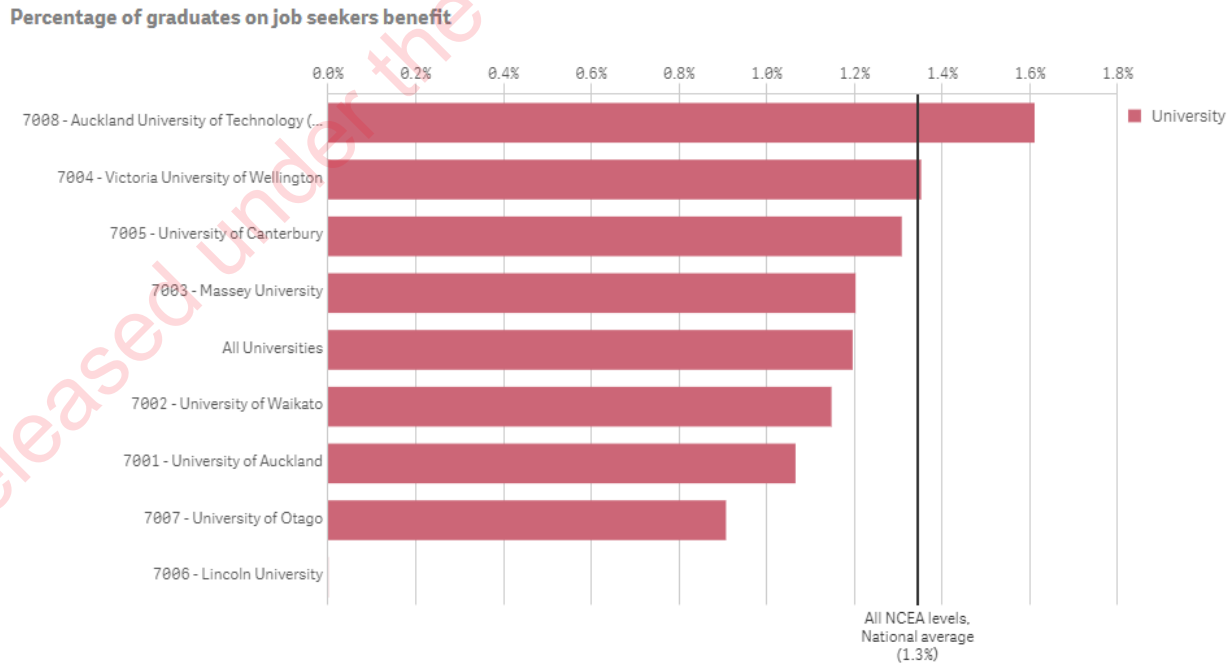
Understanding the size of the cohort



The chart above shows the total number of students graduating with a Level 7 (degree) qualification that are included in the data set we are looking at below. Note that this is a four-year synthetic cohort so it does not reflect the number of people graduating in a single year.

Given that the typical student at Level 7 (degree) takes four years to complete their study, this group reflects 2016-2019 graduates who are likely to be from 2012-2015 first-year intakes, which is why UC has a small cohort of graduates relative to its current enrolments. Massey's small cohort of graduates in this data relative to its size partly reflects its lower completion rates for extramural study.

University graduates with Level 7 (Degrees) have very low job seeker benefit rates



This chart shows the job seeker benefit rate for Level 7 (degree) university graduates three years after graduation. The average rate for university graduates is 1.2%, slightly lower than the average rate for graduates across all institutions which is 1.3%. While there is variation between universities,

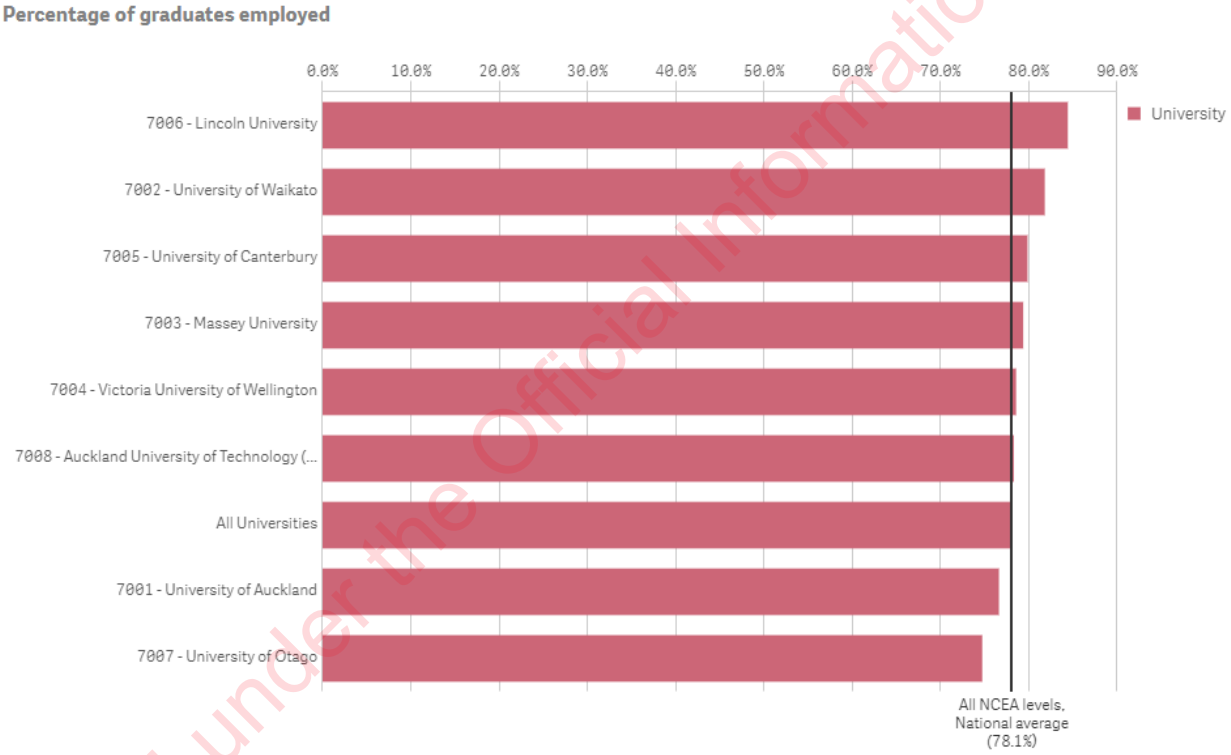
all appear well below the rates for lower-level qualifications. For context, the job seeker rate for the same cohort of under 25s three years after graduation with a Level 1-3 qualification is 8.5%, while for people achieving a Level 4-7 (non-degree) qualification the job seeker rate is 4.5%.

 hen compared to Te kenga, the ānanga, and T s, the uni ersities ha e the lowest rate of graduates on a job seeker benefit in this cohort (all learners, under 25s, Level 7 degree, 3 years after graduation) or Te kenga the equi alent rate is 1 9 , for T s it is 2 2 , and for the ānanga it is 4.7%.

Technical note: 'All NCEA levels' means that the rate is generated for all learners regardless of NCEA achievement.

University graduates with Level 7 (Degrees) have high rates of employment

University graduates have positive employment outcomes compared to people with lower-level qualifications or no qualifications. While graduates from other types of TEOs have higher employment rates, they also have higher job-seeker rates, while universities tend to have higher rates of further study.



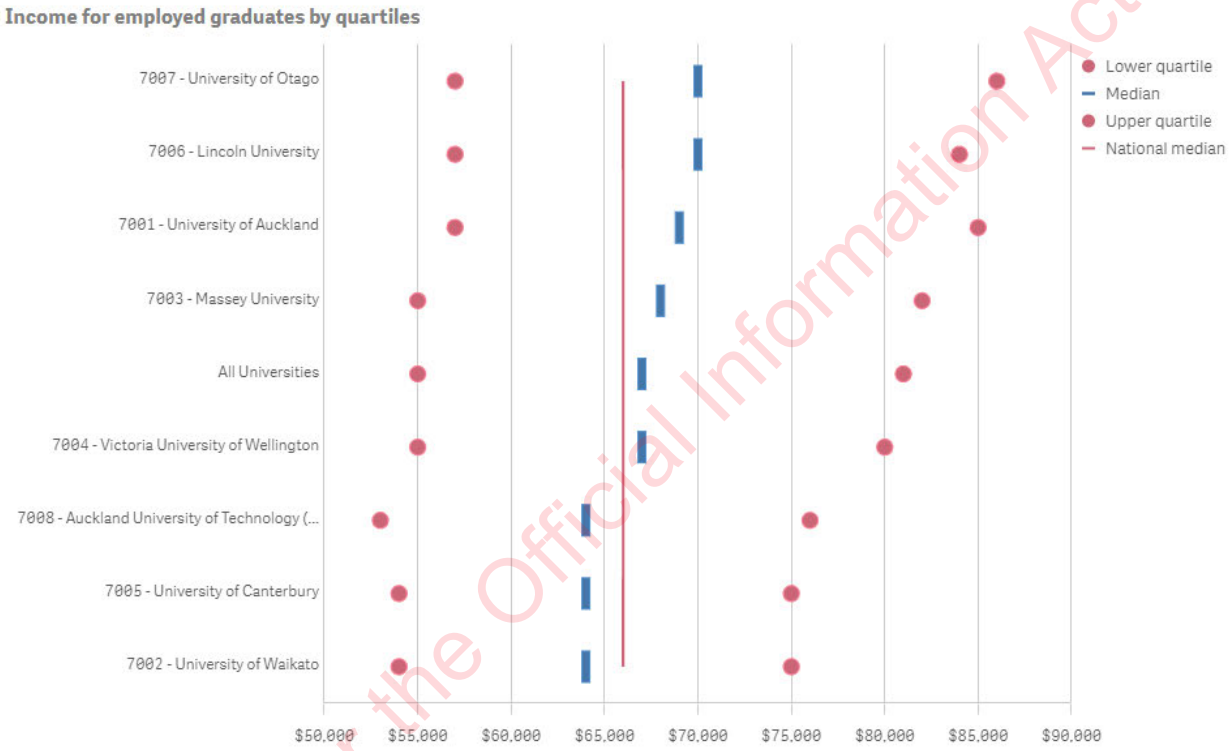
This chart shows employment rates for the cohort. Note that the average does not just include universities but all TEO types; however, universities make up a large proportion of the TEOs with graduates in this cohort and so it is not surprising that they cluster near the average. Lincoln and Waikato graduates are more likely to be employed. Note that although Otago graduates in this cohort have the lowest levels of employment, they were far more likely to be in further study – 11.8% compared to an average of 6.2%.

It is notable that university graduates with a Level 7 (degree) as a whole do not do better than graduates with degrees awarded by Te kenga and some T s hen looked at in detail this tends to reflect location and specific labour market factors. The highest employment rates are achieved by some of the T s, and se eral Te kenga subsidiaries ha e higher employment rates than the universities. The Te kenga subsidiary with the highest employment rate of any TEO for this cohort is the Western Institute of Technology at Taranaki (WITT), which at 88.2% (of a cohort of 50) beats all the universities on this metric. This illustrates why employment rate is not necessarily the most illuminating measure.

University graduates with Level 7 (Degrees) earn a high median income relative to lower-level qualifications

The next chart shows the median income for all graduates in this cohort is $66,000. Compared to study at other levels, median earnings for people in the Level 7 (degree) cohort are significantly higher than for people with lower-level qualifications: for Level 1-3 the median is $53,000, while for Level 4-7 (non-degree) is it is $52,000.

The median income for graduates with university degrees is $67,000. The universities are all close the national median, which is to be expected given their size within the cohort, with Otago doing the best and Waikato the worst.



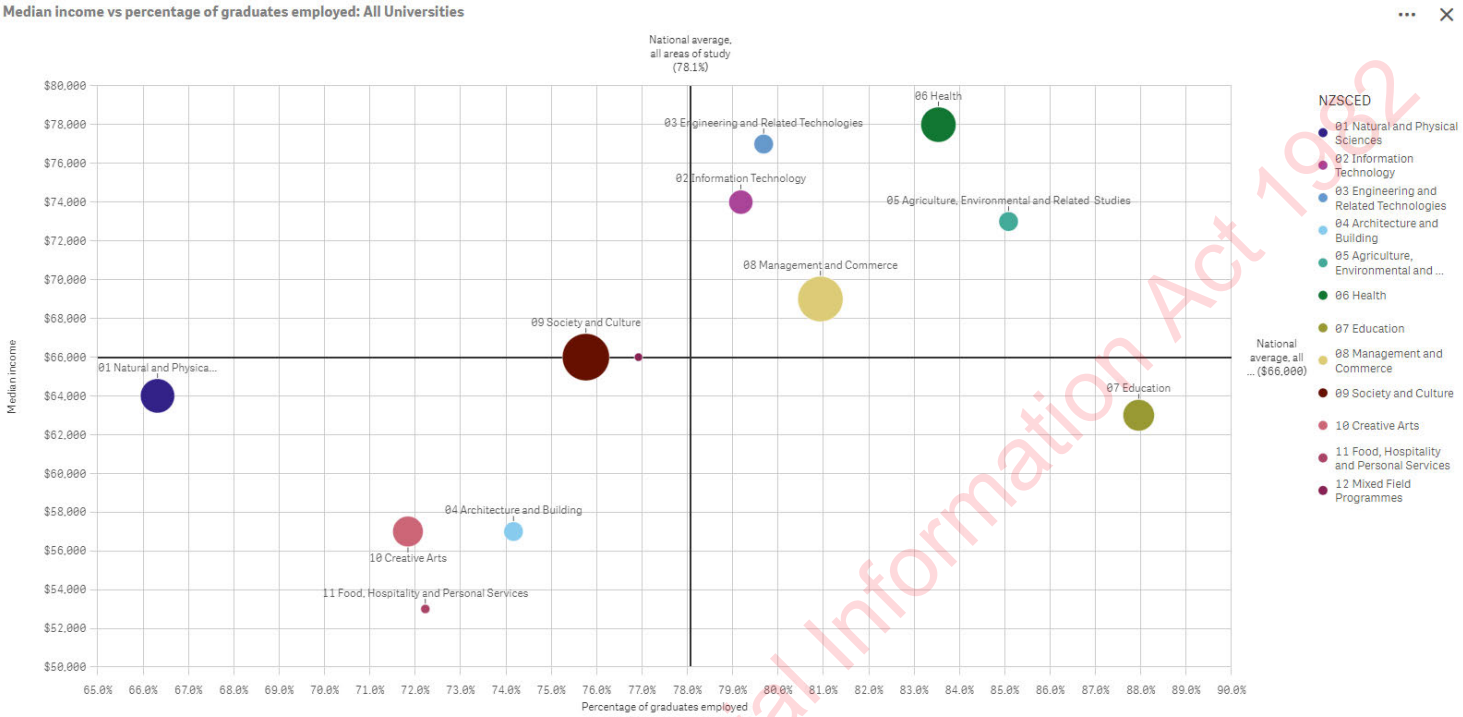
It is notable that several Te kenga subsidiaries and PTEs do just as well as the universities or better, with the Universal College of Learning (UCOL) having a higher median income ($68,000) on this measure than many universities. This data suggests that, at least in some areas, there is no earning advantage in having a university-awarded degree compared to a degree awarded by Te kenga or another pro ider

The data also show clear pay inequalities based on gender and ethnicity, and these compound. Female non- āori, non-Pacific university graduates with Level 7 (degree) qualifications have a median income that is 94.2% of the median income earned by male non- āori, non-Pacific university graduates. Female āori university graduates have a median income that is 92.8% of the median income earned by male non- āori, non-Pacific university graduates. Female Pacific university graduates have a median income that is 91.3% of the median income earned by male non- āori, non-Pacific university graduates.

By subject area, there are differences in employment rates and earnings for Level 7 (degree) graduates

The next chart shows how earnings map against the subject areas of Level 7 (degree) qualifications delivered by universities for this cohort. The size of the dots represents the number of graduates.

Fields like Engineering, IT, Business, and Agriculture have the best outcomes along these axes, along with Health, which includes medical and nursing training, with high employment rates and earnings. Education, which includes teacher training, shows the highest employment rates.



The two areas with below median employment rates and earnings, and a large number of graduates, are Natural Sciences and Creative Arts.

It is notable that the highest earning areas are highly professionalised, with tight controls on workforce entry and size. While some industries and commentators sometimes raise concerns about under-supply in these areas, others are concerned that current or additional graduates in many of these areas may be unable to find work in Aotearoa New Zealand, would be recruited overseas with better working conditions, or could drive down wages within these fields. The data highlight that the role of tertiary education providers in the supply and demand of the labour market is complex and difficult to steer.

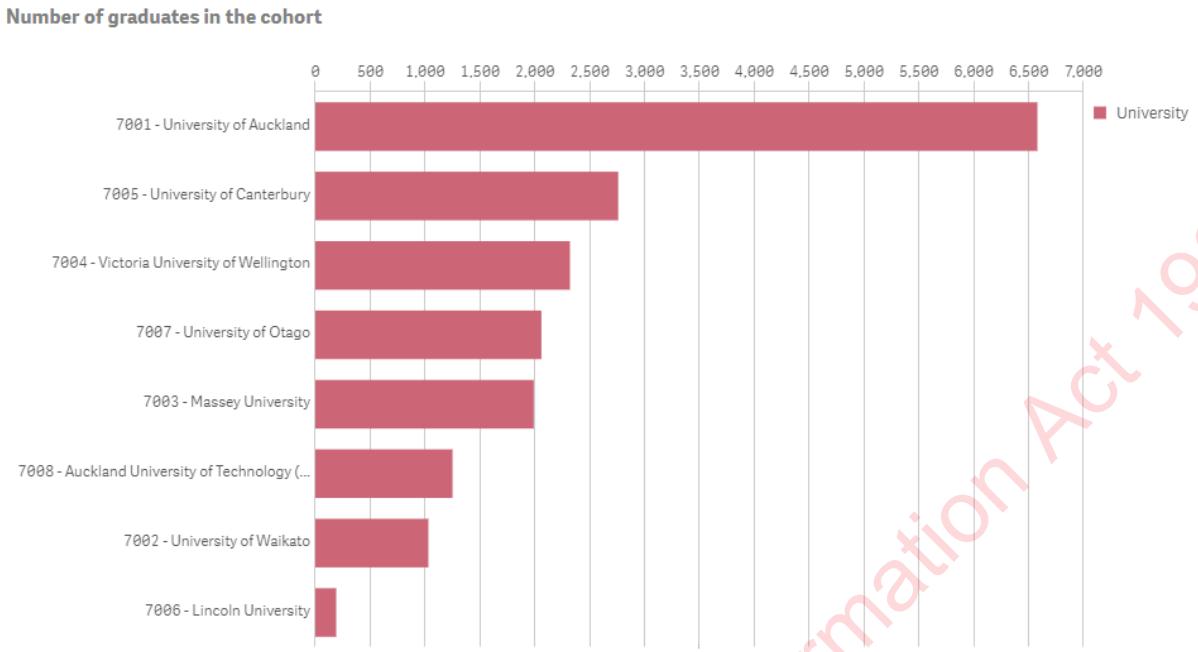
Post-study outcomes for university graduates with Level 8-10 qualifications

The charts in this section relate to all university learners, regardless of prior NCEA achievement levels and including all genders and ethnicities, who completed a qualification at Level 8-10 while they were under 25 years old. The data looks at their outcomes three years after graduation. Some comments have been added related to the 25 to 39 age group as this makes up about half of the group graduating with these qualifications.

Apart from the change in level of qualification, the approach is the same as the previous section on Level 7 (degree). This means three-year outcomes use completions from four years (2016-2019). Outcomes are measured in 2019-2022 calendar years for further tertiary study, and in the 2020-2023 tax years (i.e. 1 April 2019 to 31 March 2023) for employment, income, days overseas and days on benefit. Outcomes are measured over a 12-month period.

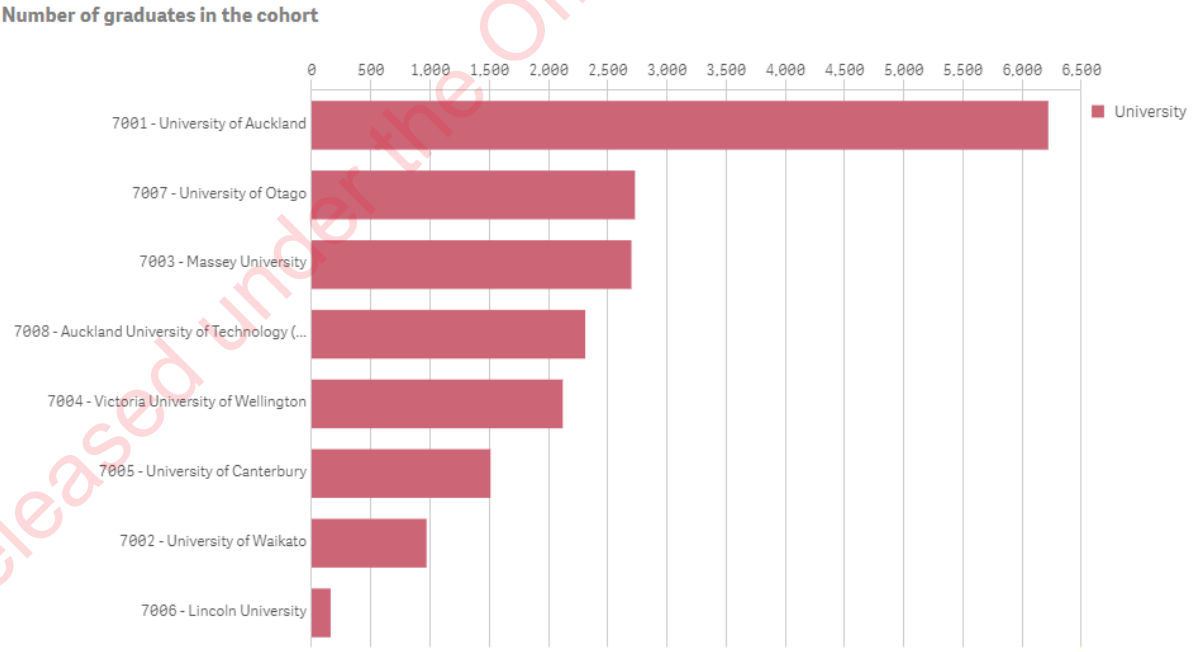
Due to the specialised nature of postgraduate research programmes, which involve very small cohorts, using a multi-year approach becomes even more important as for any single year most of the data would otherwise be suppressed for privacy reasons.

Understanding the size of the cohort



This chart above shows the total number of under-25 students graduating with a Level 8-10 qualification that are included in the dataset we are looking at below. Note that this is a four-year synthetic cohort so it does not reflect the number of people graduating in a single year.

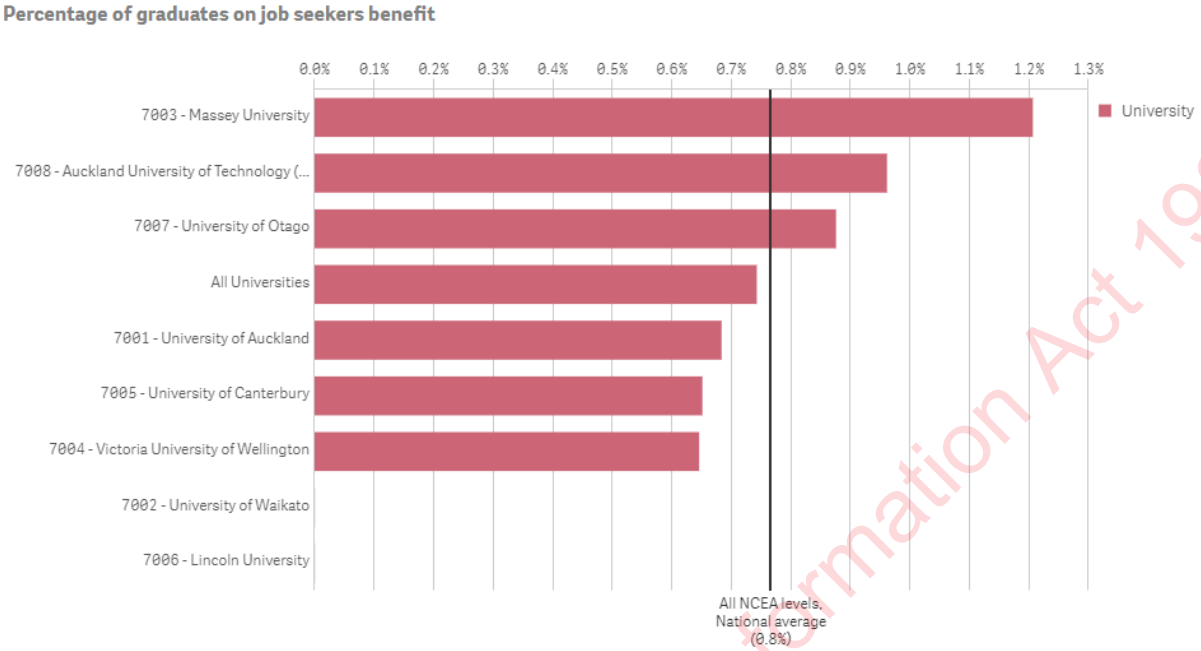
The cohort of 25 to 39 year-old Level 8-10 graduates by university is shown in the chart below:



Auckland has the most graduates, and Waikato and Lincoln have the least, in a similar distribution to the chart for under 25 year-olds. However, Otago and Massey have more graduates in this age group, while Canterbury and VUW have fewer – effectively swapping places.

University graduates with Level 8-10 degrees have very low job seeker benefit rates

The next chart shows the job seeker benefit rate three years after graduation for under 25 year-olds university graduates with Level 8-10 qualifications. The sector average rate is 0.8%, while the average for all universities is 0.7%. Lincoln and Waikato have a 0% rate on this measure.



While there is variation between universities, all appear well below the national rate and the rate for lower-level qualifications. The job seeker rate three years after graduation for the cohort of under 25s with a Level 1-3 qualification is 8.5%, while for Level 4-7 (non-degree) the job seeker rate is 4.5%. nly Te kenga has enough graduates at e els 8-10 to be compared to the universities on this measure or Te kenga the equivalent rate is higher than for the universities, at 1.7%.

For 25 to 39 year olds who have a Level 8-10 qualification from a university, the job seeker benefit rate three years after graduation is 0.7%, i.e. the same as for under 25 year olds.

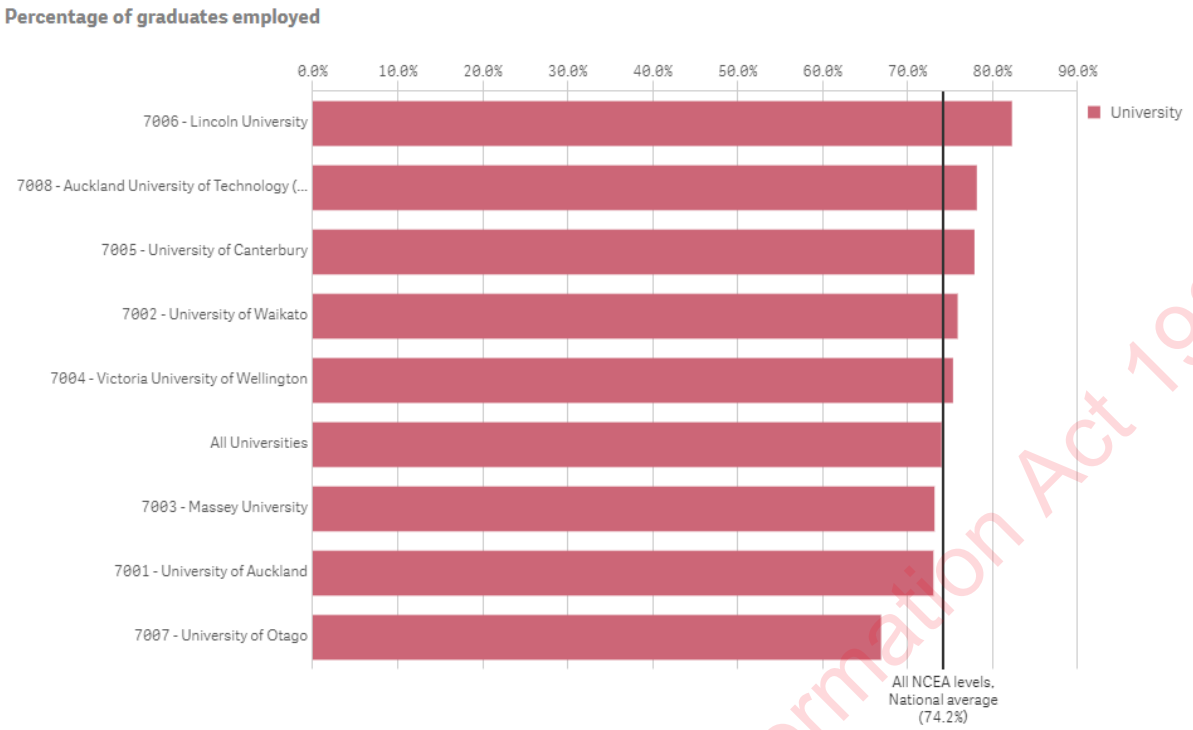
Note, 'All NCEA levels' means that the rate is generated for all learners regardless of NCEA achievement.

University graduates with Level 8-10 degrees have high rates of employment

University graduates at Level 8-10 have positive employment outcomes compared to people with lower-level qualifications or no qualifications. However, the employment rate is slightly lower at 74.2% compared to 78.1% for Level 7 (degree). This partly reflects the greater proportion of Level 8 -10 graduates in further study.

The following chart shows the employment rates for the cohort. Note that the average of 74.2% does not just include universities but all TEO types; however, universities make up a large proportion of the TEOs with graduates in this cohort and so it is not surprising that they cluster near the average, at 74%.

As with Level 7 (degree) data, Lincoln and AUT graduates are more likely to be employed, while Otago graduates are least likely. Note that, again, Otago graduates in this cohort were more likely to be in further study – 16.9% compared to an average of 8.6%.



Although they make up a small part of the overall Level 8-10 cohort, Te kenga graduates are often employed at higher rates than universities; however, earnings for university graduates in employment tend to be higher. An exception is Whitireia, which had the second highest employment rate and the highest median incomes of any TEO in this data. However, this was for a cohort of only 80 graduates.

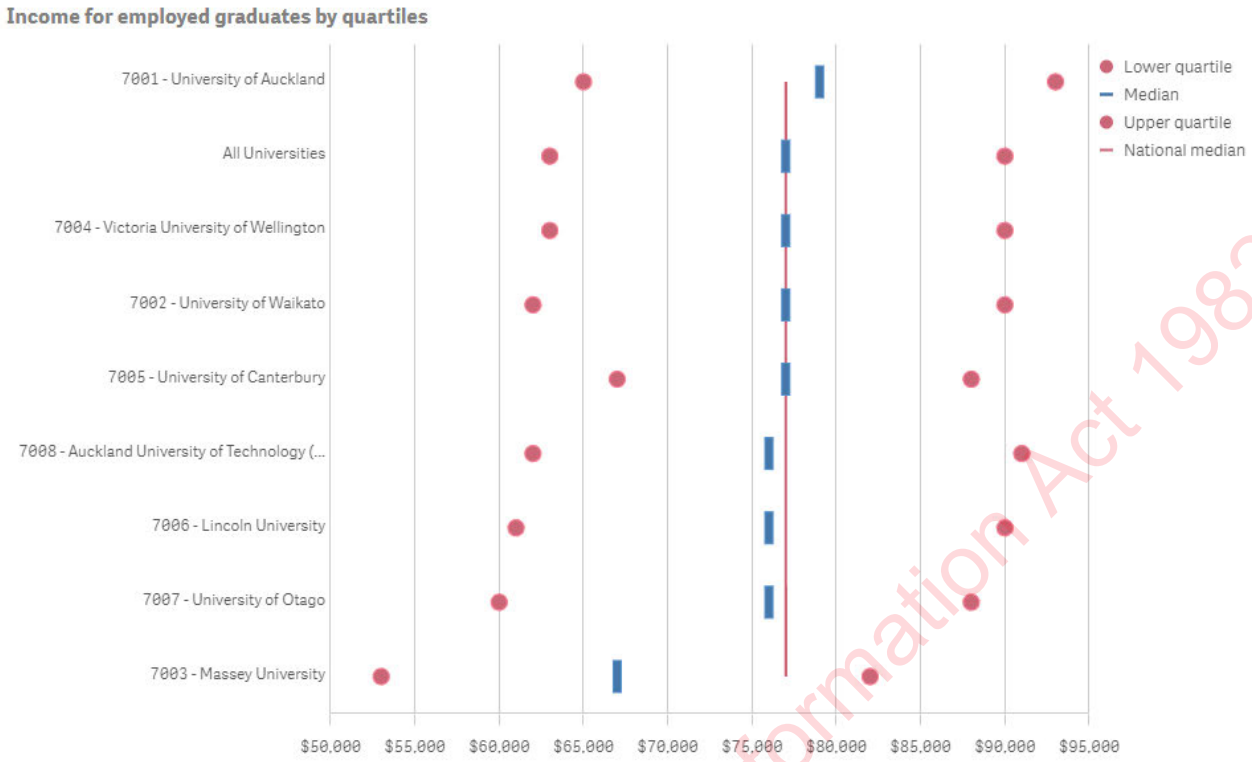
For 25 to 39 year olds, the average employment rate is 75.4% for university graduates and 76.5% for all graduates This reflects higher employment rates in this group for graduates of ānanga, some T s, and se eral of the Te kenga business units

University graduates with Level 8-10 degrees earn the highest median income

This next chart shows that the median income for all graduates in this cohort is $77,000, which is the same as if only university graduates are counted. Except for Massey, the universities are all within $1,000 –$2,000 of the national median, which is to be expected given their size within the cohort.

A notable point in this data is that the median earnings for a graduate with a Level 8-10 qualification from Massey are lower than the median earnings for a graduate with a Level 7 (degree) from Massey. For all the other universities the Level 8-10 earnings are higher.

Compared to study at other levels, median earnings of $77,000 for people in the Level 8-10 cohort are significantly higher than for people with lower-level qualifications: for Level 1-3 the median is $53,000, for Level 4-7 (non-degree) is it is $52,000, and for Level 7 (degree) it is $66,000.

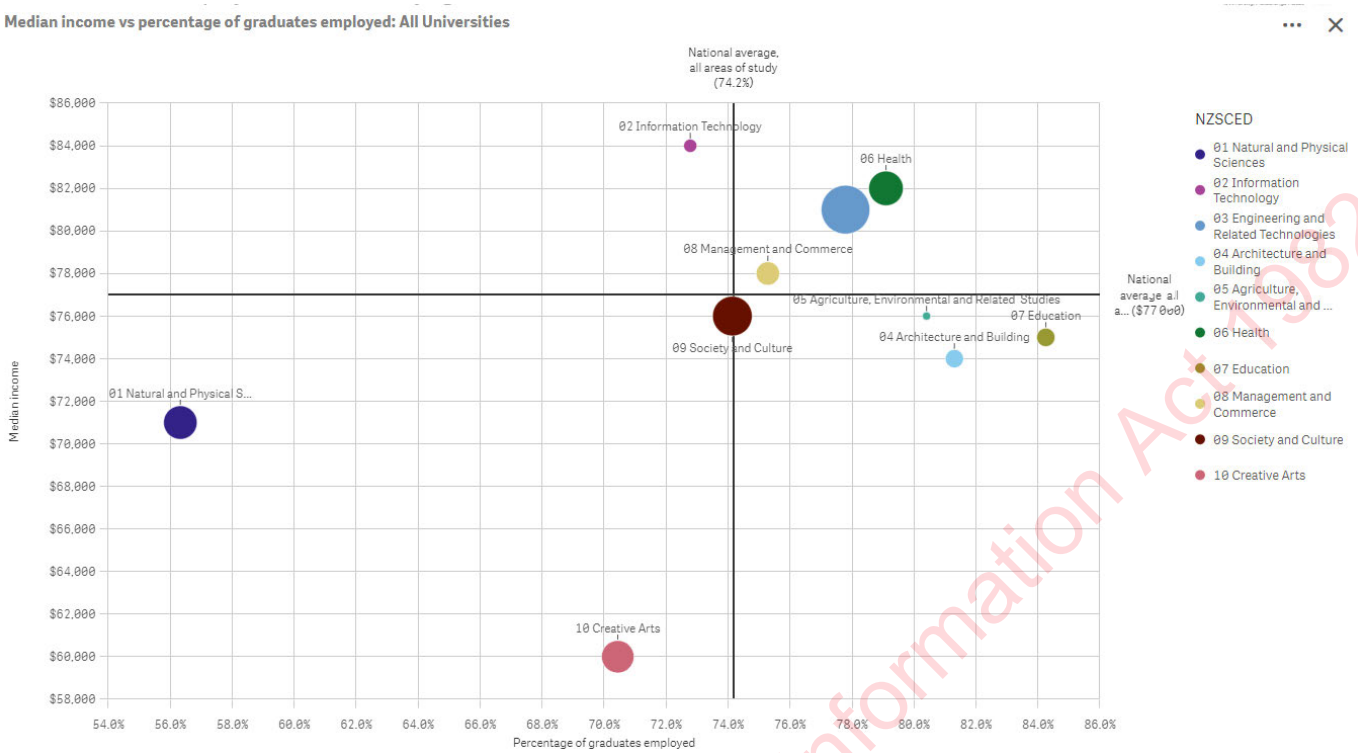


For 25 to 39 year olds, median earning for university graduates three years after graduation rise again, to $84,000. These are higher still for Auckland and Otago graduates at $92,000 and $97,000 respectively. The national dataset suggests that this is driven in large part by their role in medical training.

The data shows clear pay inequalities based on gender and ethnicity. Female non- āori, non-Pacific university graduates with Level 8-10 qualifications have a median income that is 94.9% of the median income earned by male non- āori, non- acific uni ersity graduates oth female āori uni ersity graduates and female Pacific university graduates have a median income that is 93.7% of the median income earned by male non- āori, non-Pacific university graduates.

By subject area, there are differences in employment rates and earnings for Level 8-10 degree graduates

The next chart shows how earnings map against the subject area of Level 8-10 qualifications delivered by universities for this cohort. The size of the dots represents the number of graduates.



Health, Engineering, and Business continue to have strong outcomes with high employment rates and earnings, while the two areas with below-median employment rates and earnings and a large number of graduates continue to be the sciences and Creative Arts.

Some shifts are noticeable compared to the same view for graduates with Level 7 (degree) qualifications. The percentage of IT graduate employed has moved to the below median quadrant, reflecting high median earnings but lower than median employment rates, while Architecture and Agriculture have joined Education in the bottom left quadrant. This reflects high employment rates but lower than median earnings.

5. Research intensity, quality, and specialisation

This section provides data on research intensity, quality, and specialisation across the eight universities. These data are drawn from the results of the most recent PBRF Quality Evaluation, which took place in 2018.

Research intensity (staff submitted to PBRF as proportion of academic staff)

The proportion of a university's academic staff (i.e. staff who carry out teaching and/or research) who are submitted to the PBRF Quality Evaluation provides a measure of research intensity. It indicates the proportion of academic staff who are actively engaged in the production research outputs that the university considers of sufficiently high quality that they are likely to be awarded a funded Quality Category.

The table below draws on PBRF Quality Evaluation 2018 submissions data and academic staff numbers as reported in universities' 2018 annual reports – note that the TEC does not collect data on academic staff who are not submitted to the Quality Evaluation. The data show that while there is some variation across the universities, with an average of 75% of staff being submitted to last Quality Evaluation, the overall picture is one of a research-intensive sector.

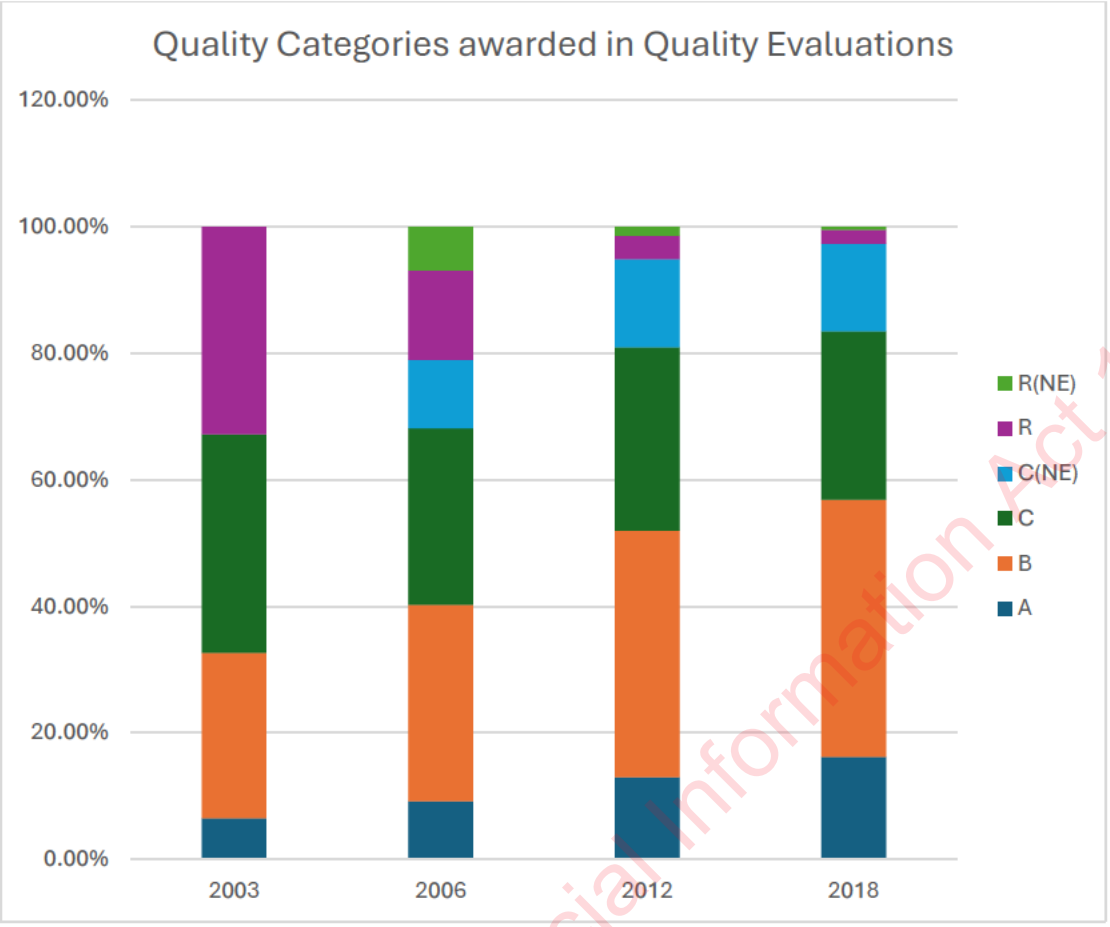
University	Reported academic staff (FTE) 2018	% of academic staff submitted in QE 2018
University of Auckland	1,775	75.6%
Auckland University of Technology	741	63.1%
University of Waikato	434	72.6%
Massey University	1,042	73.4%
Victoria University of Wellington	883	81%
University of Canterbury	606	77.9%
Lincoln University	182	96.8%
University of Otago	1,392	87.2%

Research quality

Research quality as measured by the PBRF Quality Evaluation has doubled over the past four exercises (2003, 2006, 2012, and 2018). The graph below shows the percentage of the research submitted to the Quality Evaluation which was assessed as having achieved each of the six possible Quality Categories: A, B, C, C (New and Emerging), R, and R (New and Emerging).

Quality Categories are benchmarked against accepted international standards of research quality, reach, and significance. Quality Category A represents world-leading research, Quality Category B represents internationally (or equivalent) excellent research, and Quality Category C represents research that meets the minimum accepted international (or equivalent) quality standard for the field.

The C(NE) category was introduced in 2006 and is a category which can only be awarded to new and emerging researchers. These four categories attract funding. The R and R(NE) categories represent research that does not meet the minimum accepted quality standard for the field. These categories do not attract funding.



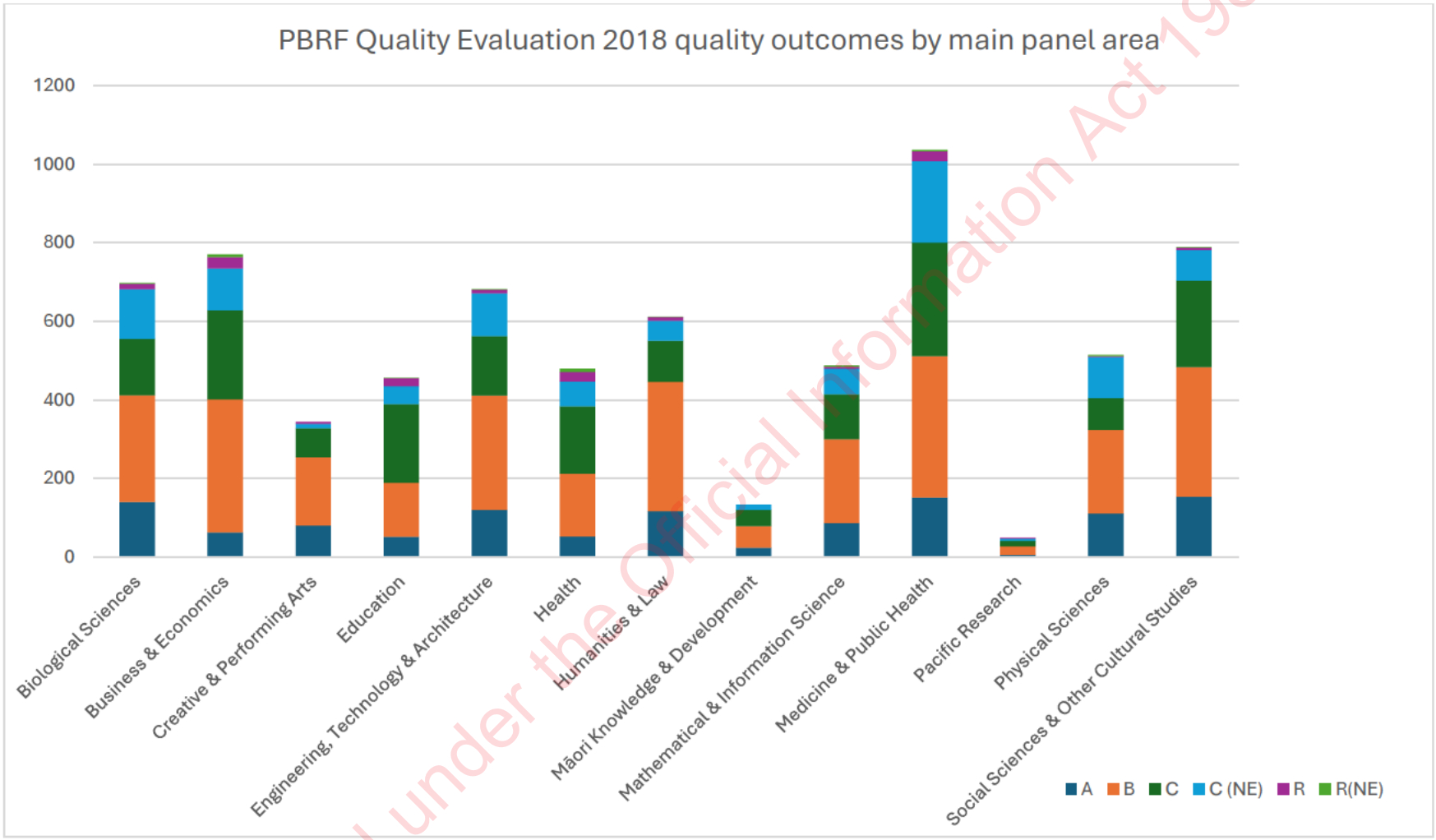
The data show that from the first Quality Evaluation in 2003, the proportion of research achieving an A Quality Category has more than doubled from 6.52% to 16.22 in the 2018 Quality Evaluation, while the proportion of research assessed as not meeting minimum quality standards has decreased from almost 33% of all submissions in 2003 to less than 3% in 2018. In 2018, 56.9% of submissions received either an A or a B Quality Category, as compared against 32.7% in 2003.

Research quality by subject area

Focussing on the results of the most recent Quality Evaluation in 2018, shown in the chart below, the data show that world-leading (Quality Category A) and internationally excellent (Quality Category B) research activity can be found across the full breadth of subjects that are taught in the eight universities.

There is some variation in both the amount of research submitted to each of the 13 subject-based main panels, and the quality of that research but, with the exception of education research, at least 50% of research submitted in all main panels was awarded A or B Quality Categories.

Medicine and public health subject areas are by some distance the largest areas of research in the universities collectively, with over a thousand FTE of staff submitting research to that panel. However, in general these areas underperformed the average, with 14.6% of those submissions receiving an A Quality Category, and 49.4% of submissions receiving an A or a B Quality Category. Our largest area of research by volume is therefore not, by this measure, a high-performing area of research. However, it is also notable that the medicine and public health panel had the highest number and proportion of C(NE) quality categories, indicative of a strong early career researcher workforce being developed.



The social sciences subject areas panel (which also includes cultural and communication studies) was the second largest in 2018, with 790.13 FTE of staff submitting. Research submitted to this panel is above average overall, with 19.5% of submissions receiving an A Quality Category, and 61.2% of submissions receiving an A or a B Quality Category. Humanities and law research also has a high overall quality profile, with 72.0% of submissions receiving either an A or a B Quality Category. These results reflect the broad teaching focus on Society and Culture subject areas in the university system.

Creative and performing arts subject areas research is the third smallest panel with 344.4 FTE of staff submitting. However, it has the highest proportion of submissions receiving an A Quality Category at 23.5%, and has the highest overall quality profile, with 73.9.0% of submissions receiving either an A or a B Quality Category.

At the other end of the spectrum, business and economics research comprises the third largest submission, with 770.8 FTE of staff submitting research to this panel. However, research in these areas was least likely of all main panels to achieve the top standard, with 8.2% receiving an A Quality Category.

Education had the lowest overall quality profile, with 41.6% of submissions receiving either an A or a B Quality Category. Education was also the only panel in which the proportion of C Quality Categories (43.9%) exceeded the proportion of B Quality Categories (30.3%). It is worth noting that the results of successive Research Excellence Framework exercises in the United Kingdom show very similar quality profiles in education research, and defining what counts as research in this area has been a longstanding matter of concern for the field internationally.

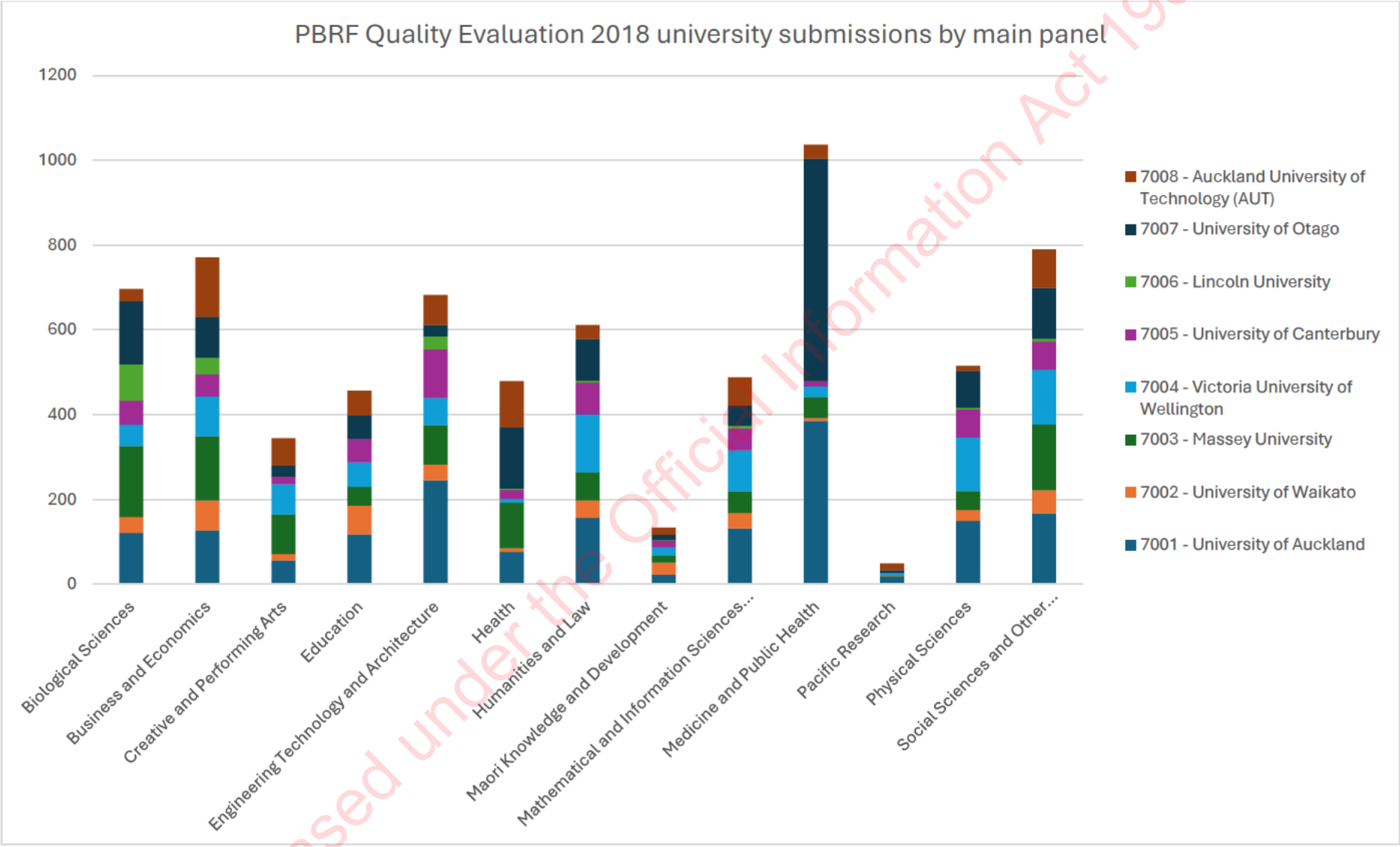
Research specialisation by university

The same data show that there is significant variation across some of the sciences and medical research main panel submissions when broken down by submitting university, but that distribution is more even across most panels. We also note that submission sizes are not strongly correlated to university size with the exception of Lincoln, which does have significantly smaller submissions than the other universities across most of the panels it submits to.

As the graph below shows, medicine and public health research is dominated by the University of Auckland, with just over 50% of submissions, and the University of Otago with just over 37%. Given the University of Auckland's size relative to the other seven universities (both in terms of students and also academic staff), it is perhaps unsurprising that it also represents the largest proportion of submissions to the education, engineering, humanities and law, mathematics, Pacific research, physical sciences, and social sciences panels. However, the size of its submissions in those panels is not proportionate to its overall relative size, suggesting that the medicine and public health areas represent a significant proportion of Auckland's additional academic staff.

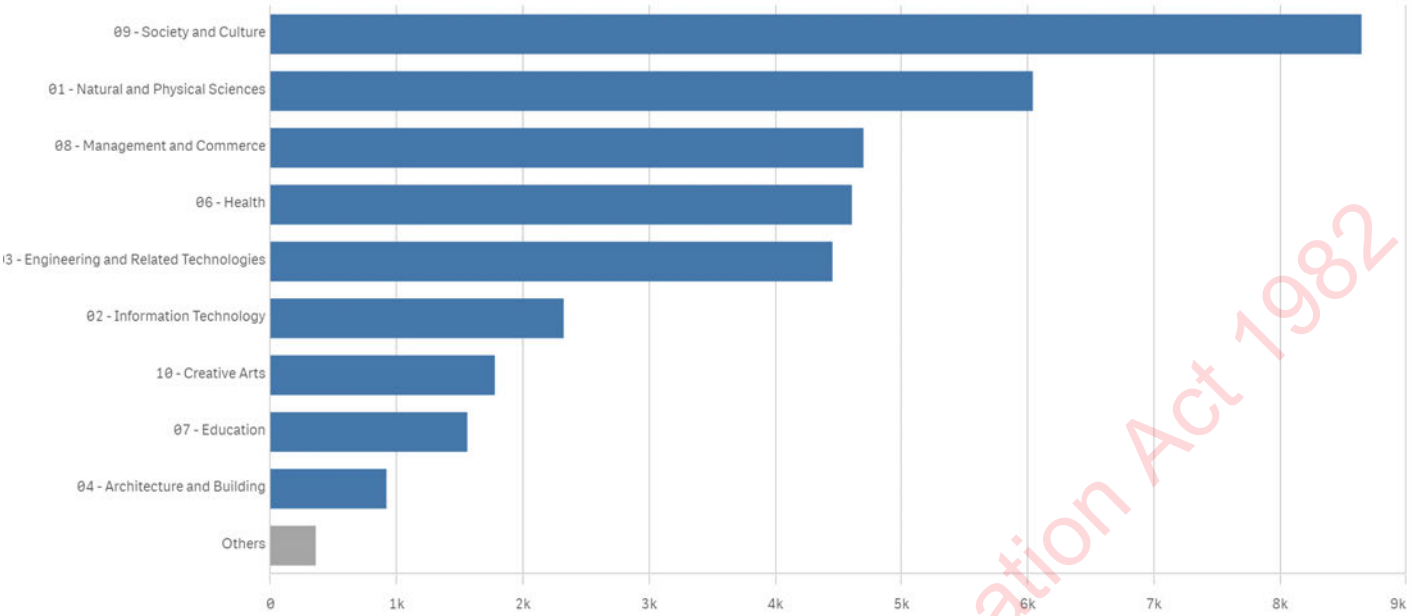
Otago also makes up a significant proportion of health research (30%), alongside AUT (22.8%) and Massey (22.4%). Other standout submissions include Massey's 24% of biological sciences submissions and 27.2% of creative arts research, and VUW's 25% of physical sciences research.

However, in general we observe that submission sizes across the panels, as with research quality outcomes, do not demonstrate significant variation.

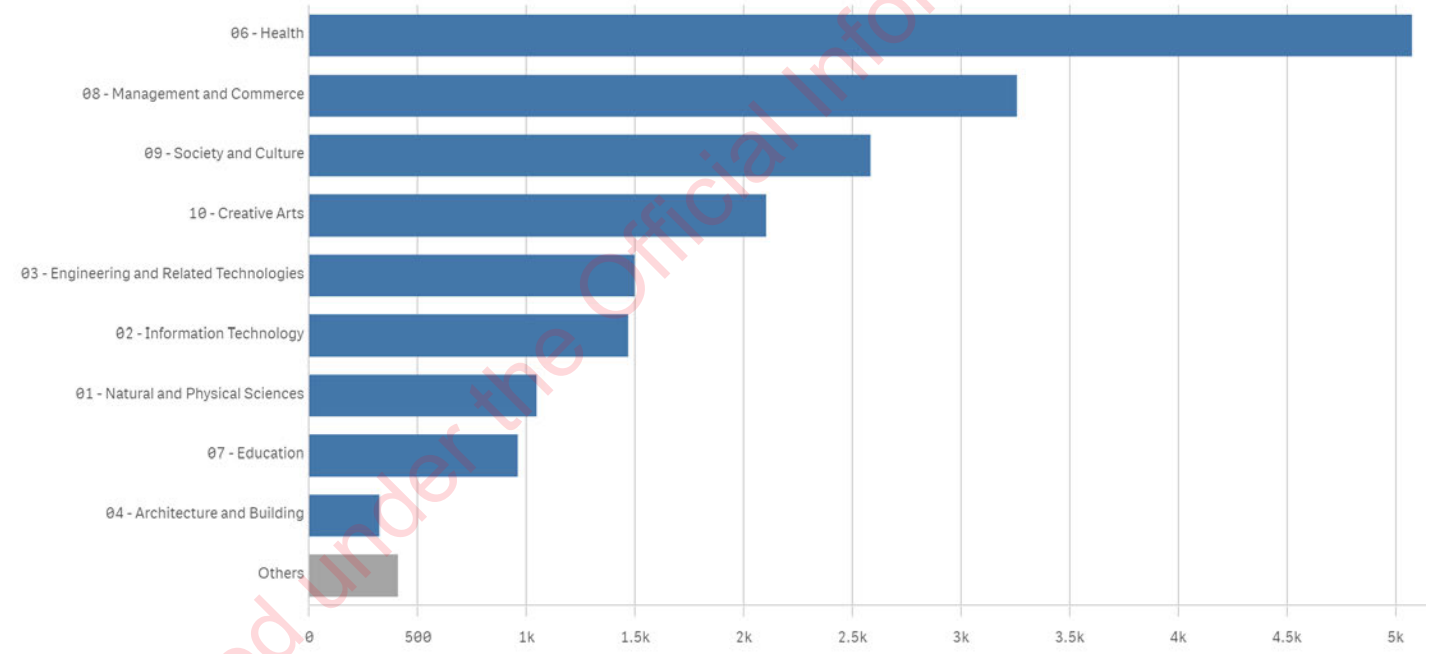


Appendix 1: University provision by subject area using Broad NZSCED fields

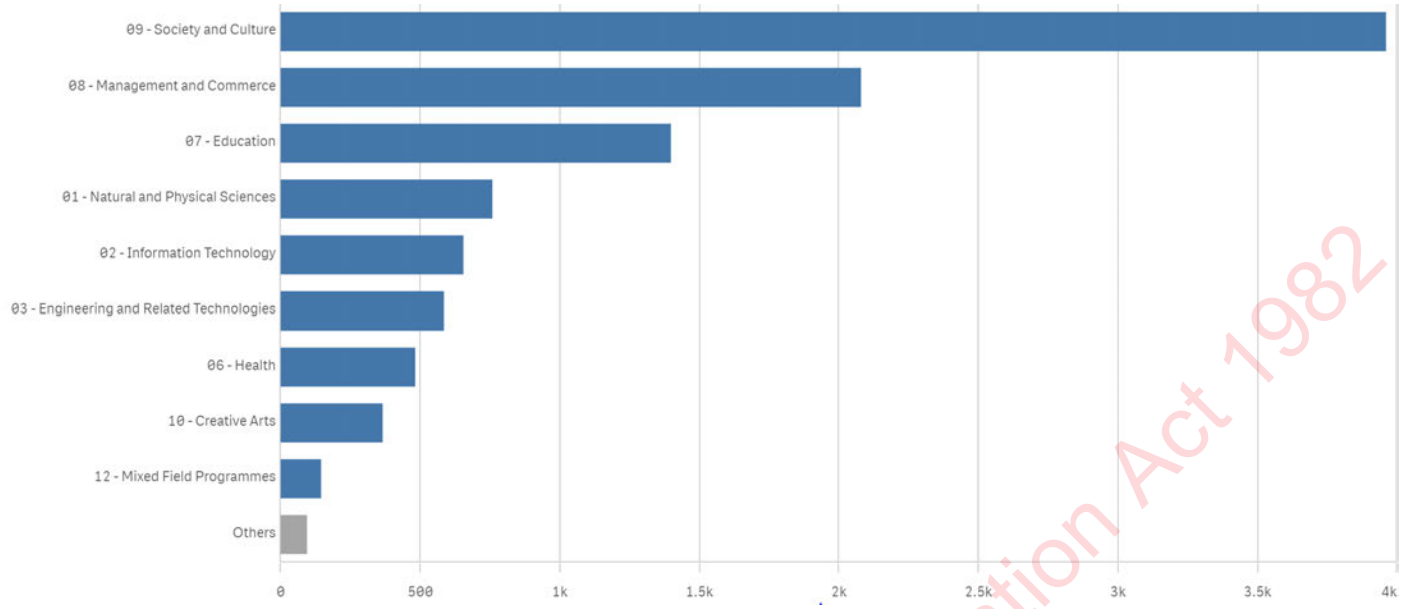
University of Auckland



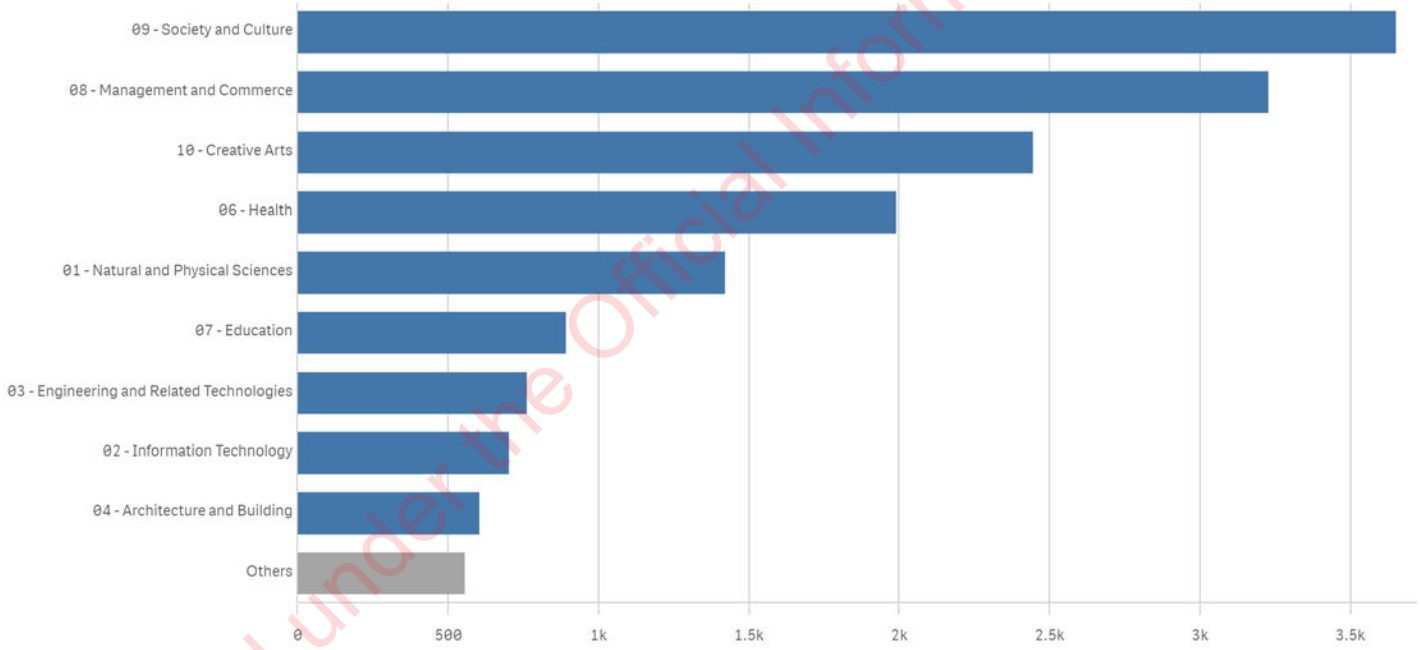
Auckland University of Technology



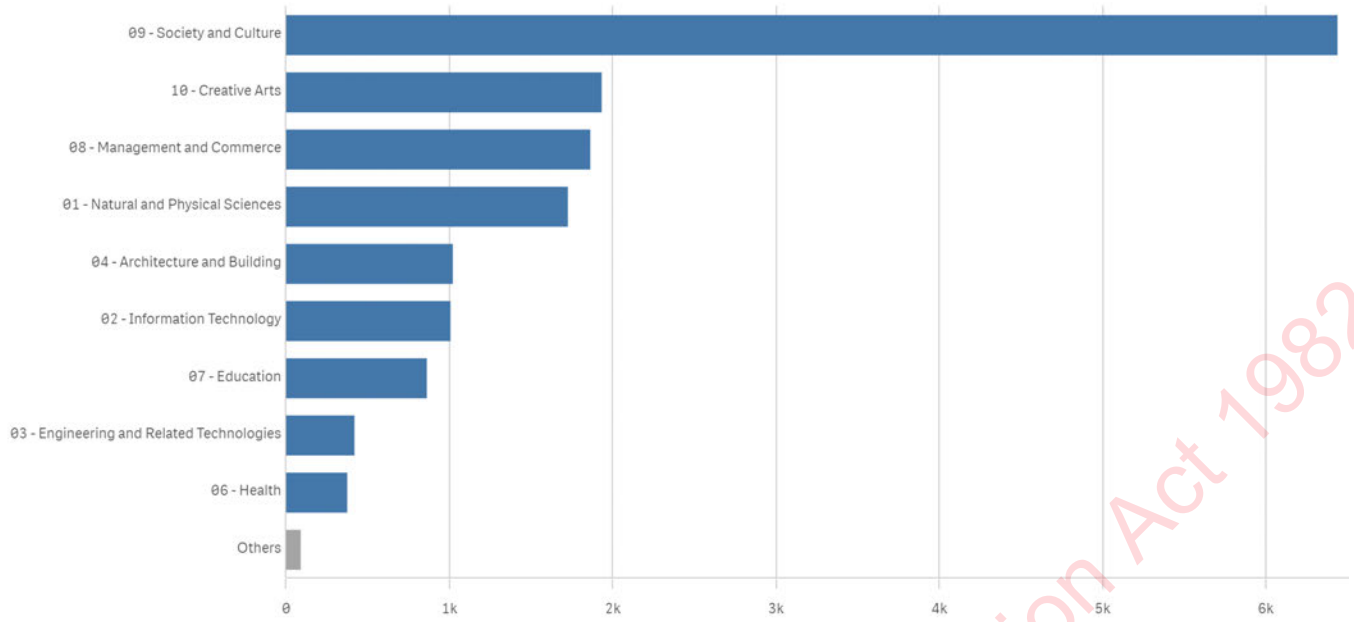
University of Waikato



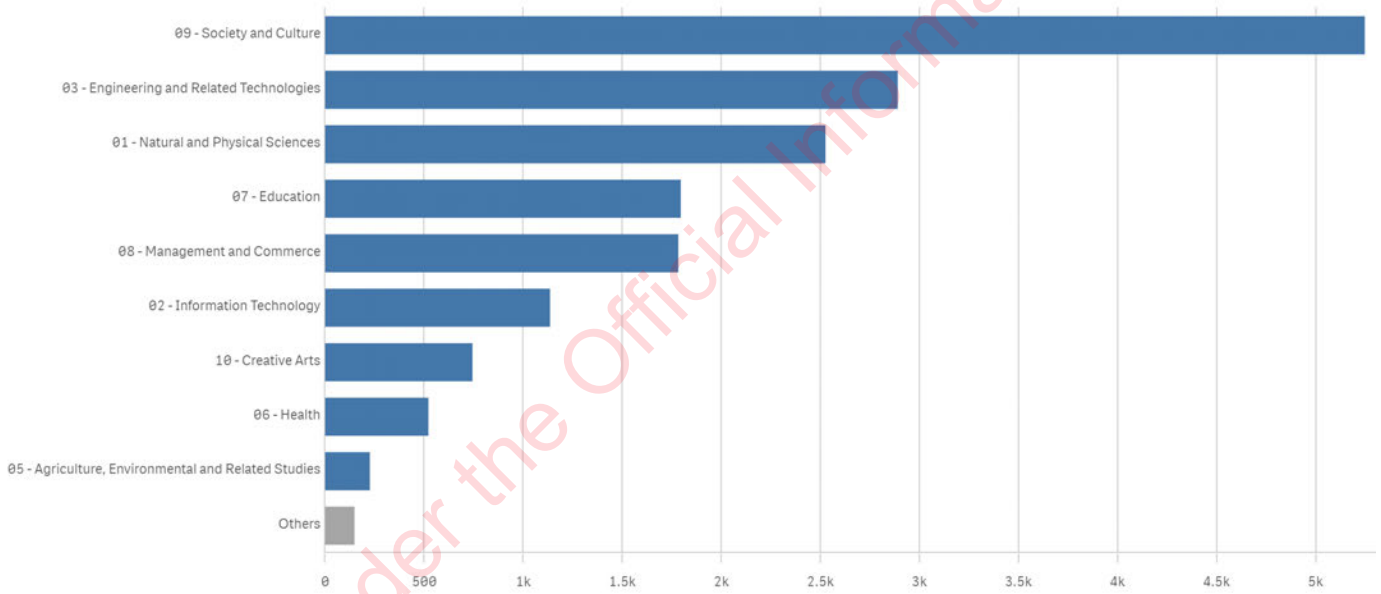
Massey University



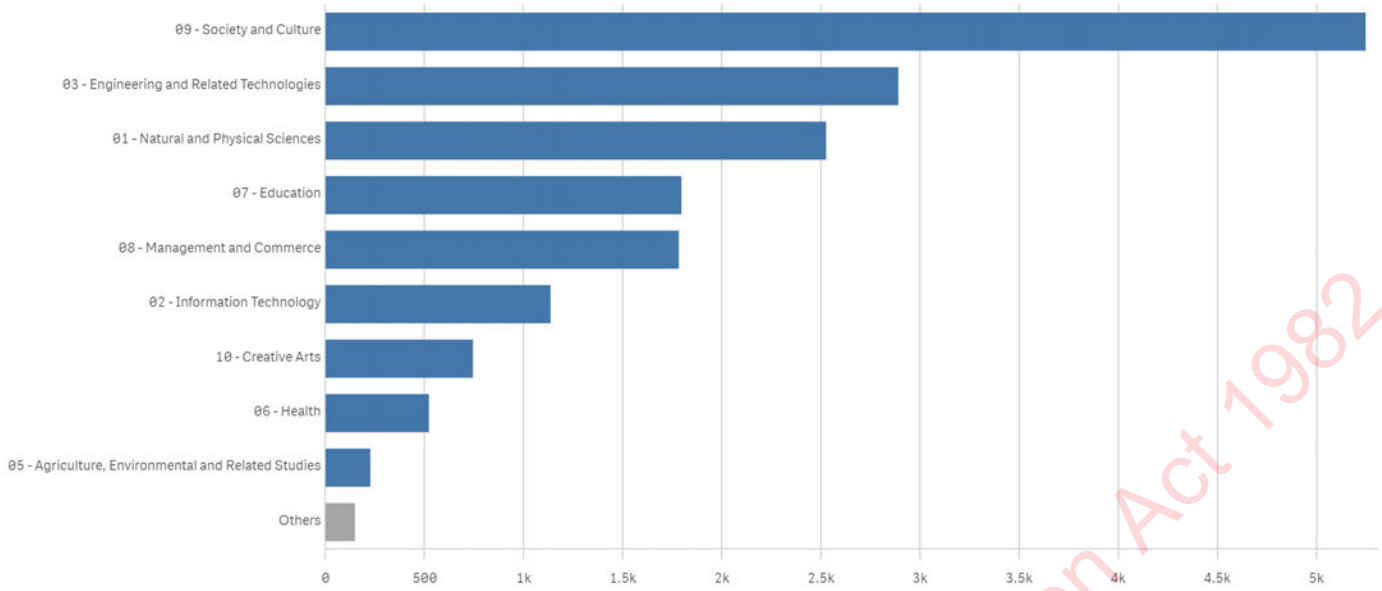
Victoria University of Wellington



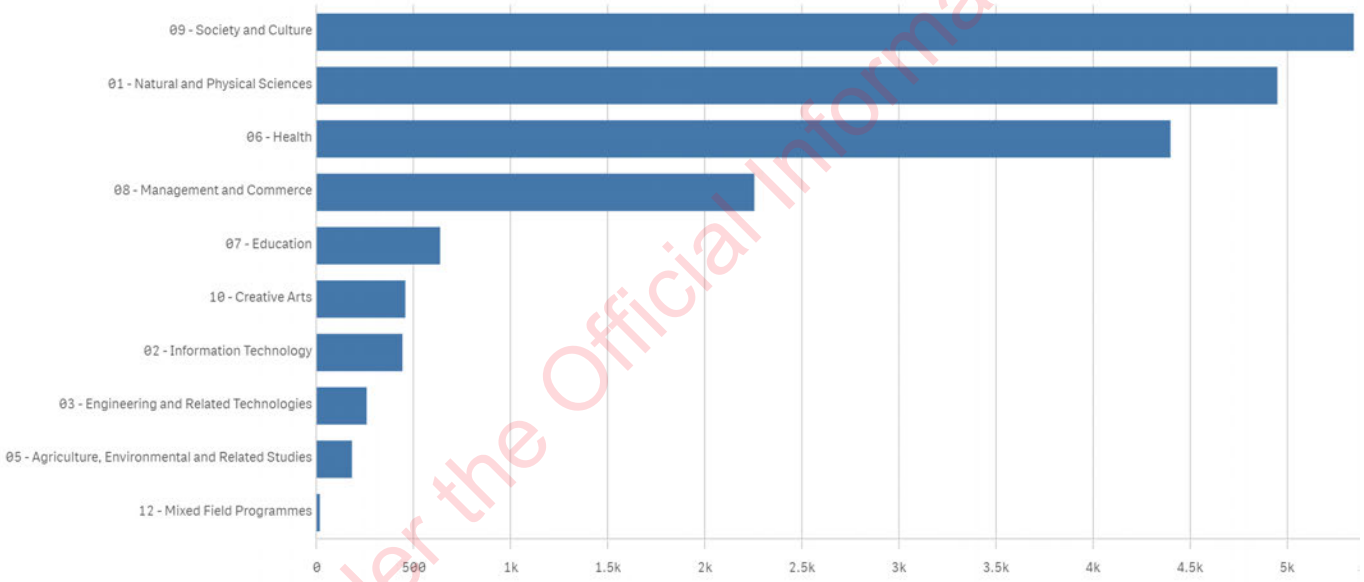
University of Canterbury



Lincoln University



University of Otago



Document 21

Vladka Smith

From: James Campbell
Sent: Tuesday, 11 June 2024 11:33 am
To: Hema Sridhar; Peter Gluckman; Emily Strong
Cc: Alastair MacCormick; 9(2)(a) @tec.govt.nz; TEC - 9(2)(a) ; Jill Rolston; 9(2)(a) @tec.govt.nz
Subject: RE: Proposed reference material for 13 June
Attachments: UAG all staff briefings summary of issues.docx 21a

Thanks Hema

Thanks for the update on the agenda – could you please make sure that there is space for us to do a v brief welcome and housekeeping at the outset of the day – doesn't necessarily need to be on the agenda but we will just need 5 mins to run through the usual things.

We only got the submissions on Friday but are making good progress on our initial summary – essentially a spreadsheet summarising the key points each submitter made on each question. I'm hopeful this will be done ahead of Thursday, although I had understood from Sir Peter that he didn't intend to focus the submissions on the day. This document could be shared with the panel as soon as its ready, although we will also look to provide a thematic summary which might be easier for them to digest. We also have the attached summary of questions from the all-staff meetings which we could circulate with the submission summary.

We'll come back to you on lunch – just to confirm it will be Andy, Katrina, Tim, Gillian and 9(2)(a) , plus members of the secretariat. Iona is an apology.

We will already be using Microsoft Teams to record the meeting so it would be straightforward to invite anyone to join – we would just need to send them the link.

I could do 4.30pm for today's meeting if that would work? If so, Emily could you please shift it as it comes out of Sir Peter's calendar. In terms of the meeting, I just had a couple of other things I'd be keen to touch on:

- Anything else the panel will need from us on the 13th
- Future advice/information for the UAG – starting with Sir Peter's request on an updated comparison of university governance
- Proposed timing and process for confirming university visits
- Next Student Reference Group meeting (inc whether Sir Peter wants to delegate this to Alastair as discussed previously)

I will email you separately just on minutes and the Koi Tū contract.

Cheers
James

James Campbell | Senior Policy Manager, Tertiary Education
Te Pou Kaupapahere | Policy

9(2)(a)

UNIVERSITY ADVISORY GROUP – SUMMARY OF KEY THEMES RAISED AT UNIVERSITY ALL-STAFF BRIEFINGS

Sir Peter Gluckman held all-staff briefings with each of the eight universities. The briefings took place across May 2024. All briefings included a presentation by Sir Peter followed by a Q & A session.

There was some variance in the way in which questions from staff were handled. Victoria University of Wellington, University of Otago, Massey University and [Lincoln University] enabled a live Q & A function and staff were able to pose their questions directly to Sir Peter. University of Auckland and University of Canterbury questions were posed live but were then moderated by the Vice-Chancellors who put summary questions to Sir Peter verbally. AUT collated questions from staff ahead of time and arranged these into summary themes, which were put to Sir Peter verbally by the Vice-Chancellor.

Major themes across the eight universities – raised at most briefings

1. *Government funding for research*
   There were questions or comments at all of the briefings except at Canterbury about whether the national percentage of GDP investment in R&D is in scope and whether research funding can increase. There were also some comments about the need for less central direction, less time-consuming funding applications, and the need for more blue-sky research.

2. *Concern that the arts and humanities disciplines will not be adequately considered*
   This was raised all of the briefings in some way. Concerns were raised that without any arts or humanities representation on the UAG, those disciplines could not be adequately represented. Questions also appeared to respond to the wording of the ToR and the absence of any reference to the humanities. At Auckland and VUW, staff noted that current discourses tended to focus on financial benefits and costs, and that this model missed the unique social good function of the humanities.

3. *Queries about the scope of the UAG in relation to the full tertiary education sector*
   Staff at Lincoln, AUT, VUW, Auckland, Massey and Canterbury all queried how the UAG intended to consider the universities in relation to the full system, and the intersections with the ITPs and wānanga. There were a number of questions about why the wānanga in particular and ITPs were not in scope, and some questions about how the UAG work will relate to the Te P kenga disestablishment work.

4. *Queries about the size and shape of a future university system*
   This was raised at all of the meetings in some way apart from at Canterbury. There were queries about the potential number of future universities, whether the UAG was considering a centralised model, whether the role of universities in their regional economy would be a consideration, and whether it was considering combining universities and CRIs. There were also queries about the UAGs thinking on university differentiation and mix of provision, with some commentary that further differentiation runs counter to the global trend towards transdisciplinarity and queries about what criteria would inform decisions on subject area provision.

Significant themes – raised at more than one university or raised multiple times

5. *Queries about Māori representation and Te Tiriti considerations*

There were a large number of questions concentrated in the Auckland and AUT briefings, with some queries also from Lincoln and Otago. Concerns were raised that the UAG does not include Māori academic representation, and there were several questions about how the groups intends to engage with Māori stakeholders. There were also questions about the group's views on mātauranga Māori, and whether the group was under any political constraints from ministers around Te Tiriti and equity issues.

6. *Concerns about academic freedom*
   There were a number of queries about whether the 'critic and conscience' role was under consideration by the group, and some concerns expressed that a more directive government role would cut across the principle of academic freedom.

7. *Concerns about equity issues associated with a cap on student numbers*
   Concerns were expressed at Canterbury, Auckland and AUT that limiting the number of students could have significant equity issues, with students from disadvantaged backgrounds more likely to miss on places. There was a comment that the ease of attending university was a positive of the system with significant impacts on class mobility.

Vladka Smith

From: James Campbell
Sent: Thursday, 13 June 2024 5:34 pm
To: pd.gluckman@auckland.ac.nz; hema.sridhar@auckland.ac.nz
Subject: FW: Submission to UAG: Research on the effects of New Zealand's PBRF scheme
Attachments: The performance based research fund in New Zealand taking stock and looking forward. New Zealand Economic Papers.pdf; Sources of PBRF convergence. Scientometrics 2022.pdf; An evaluation of metrics used by the Performancebased Research Fund process in New Zealand - NZ Economic Papers.pdf; Fifteen years of a PBRFS in New Zealand. Australian Economic Review.pdf; 9(2)(a) Submission to UAG 2024.pdf 22a,22b,22c,22d,22e

Kia ora Sir Peter

TEC has had a late submission come in from 9(2)(a) – see attached. They have gone back to him to say that we will accept it and share it with the panel.

Hema, would you like to circulate this around or shall I? Also just checking that the submissions you shared with members included the late submissions from 9(2)(a) and UoA?

9(2)(a) also mentions that he was getting a bounce back from the info@uag.org.nz email address – I've checked this from my email and I don't get one.

Thanks
James

James Campbell | Senior Policy Manager, Tertiary Education
Te Pou Kaupapahere | Policy
9(2)(a)

From: 9(2)(a) @tec.govt.nz>
Sent: Thursday, June 13, 2024 4:30 PM
To: James Campbell <James.Campbell@education.govt.nz>; 9(2)(a) @tec.govt.nz>; 9(2)(a) @tec.govt.nz>
Subject: FW: Submission to UAG: Research on the effects of New Zealand's PBRF scheme

Hello

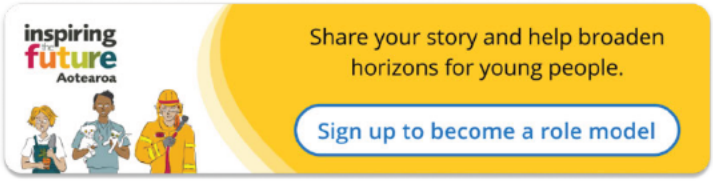
I have received this through our reception team this afternoon – he said that he has received bounce back emails from the inboxes so he called TEC Reception.

So looking for some advice on how to respond or if we can accept it.

I have let me know I am seeking advice and I have received his email

Ngā mihi nui

9(2)(a)



From: 9(2)(a)
Sent: Thursday, June 13, 2024 3:46 PM
To: 9(2)(a) @tec.govt.nz>
Subject: FW: Submission to UAG: Research on the effects of New Zealand's PBRF scheme

Dear 9(2)(a)

As my email to the UAG explains, this is a submission pertaining to the PBRF system. We were unaware earlier of the UAG process and were advised by people familiar with our research that we should send a submission to the UAG. I sent the submission to the UAG email address but received a message back that suggested the email address no longer exists.

I would be most grateful if you could try to pass this submission on to the UAG and its Secretariate.

Sincere thanks,

9(2)(a)

PS: I would be grateful if you could sent me a reply email if you receive this.

9(2)(a)

Document 23

Vladka Smith

From: James Campbell
Sent: Tuesday, 18 June 2024 4:16 pm
To: pd.gluckman@auckland.ac.nz
Cc: hema.sridhar@auckland.ac.nz
Subject: UAG next steps

Kia ora Sir Peter

It was great to have everyone (other than Phil) in one place for the meeting last week – I hope you got what you were looking for out of it. We will produce some fuller notes for Phil O'Reilly, along with some more concise minutes for the day.

I've got a few things that it would be great to talk through at our catchup tomorrow:

- I know you said that you hoped to be in a position to share an engagement plan shortly, but to start with we wondered if we could look to firm up arrangements Auckland/Waikato university visits around the next all day UAG meeting. We were thinking that the week of 22 July might be a good starting point in order to avoid the next school holidays. We'd be happy to reach out to the universities to test availability on that week if that suits and we could look to schedule the in-person meeting around that.
- Keen just to test the overall themes that you'd like to explore with the next phase of consultation questions – just to make sure that our feedback is helpful.
- I'd like to talk through the papers that we are scoping up following Thursday's meeting and the timing for those.
- I've been keeping in contact with MBIE about the SSAG report and their process for engaging with Ministers on that, and I'd be interested to hear how that is playing out from your perspective.
- Checking in that we are on track to finalise the Koi Tū contract before the end of the month, as I don't believe the revised version has come back to us yet.

Are there any other matters you would like to cover?

Regards
James

James Campbell | Senior Policy Manager, Tertiary Education
Te Pou Kaupapahere | Policy
9(2)(a)

Document 24

Vladka Smith

From: James Campbell
Sent: Friday, 21 June 2024 5:00 pm
To: Peter Gluckman; Alastair MacCormick; 9(2)(a) ; David Skegg (david.skegg@otago.ac.nz); John Allen; Arihia Bennett; 9(2)(a) Phil O'Reilly
Cc: 9(2)(a) @tec.govt.nz; Jill Rolston; Donna McKenzie; Catherine Ryan
Subject: UAG minutes and Phase 2 questions
Attachments: 240616 UAG Phase 2 Submission Questions.docx; 130624 UAG minutes.docx; FULL-TES-2020.pdf 24a,24b,24c

Kia ora koutou

Please find attached the minutes from last Thursday's all day meeting for your review, as well as a copy of the current Tertiary Education Strategy, which was requested as an action. We will also share some longer-form notes with Phil for his benefit and are commencing work on the other products that the UAG commissioned.

We have also attached our high level feedback on the proposed questions for the next phase of UAG consultation as requested. We understand from Sir Peter that these questions are intended to encompass what was previously going to Phase 2 and 3 of consultation (so quality and excellence, as well as efficiency, effectiveness and adaptability). While we have not suggested specific amendments to the questions, we have made some comments on the clarity and framing of questions that the Group may wish to consider. We also have a few overarching comments:

- We would suggest that the UAG consider grouping questions into themes and providing some overall context to submitters up front on the issues that the consultation is intended to inform. This could include some high level reflection on what the UAG has heard from its first round of engagement and how that is informing its current focus and what it is asking for feedback on.
- We suggest the Group considers is how to ensure a sufficient breadth of consultation with these questions, particularly given that we only received a limited number of submissions in Phase 1 from organisations and individuals outside of the university sector. While some questions will clearly be more relevant to those working within the university system, we would suggest looking at where questions can be lifted up a level and at whether some questions could be amended to be more directly relevant to other groups such as students, employers, iwi, community groups.
- It is important that the questions are very clear and are not seen to be too leading. We note that some submitters from Phase 1 were not clear on the meaning or intent of some questions, while others raised concerns that some questions reflected predetermined views. We would be happy to provide suggestions on wording where that would be helpful.

On the Phase 1 submissions, we are just finalising our summary of submissions, which will include both a spreadsheet summarising the key points that each submitter made on each question as well as a summary of the key themes raised by different groups of submitters . The spreadsheet functions also functions as an index of submissions and we will include numbered versions of the submissions so that it is clear who the author of each submission is. We expect to have this finalised early next week.

Last week a couple of UAG members asked whether we could set up a secure space for sharing documents such as these with the UAG (avoiding having large and potentially confidential files shared via email). We would be happy to set up a Sharepoint site that could be accessed via your web browser or via Microsoft Teams if that would be suitable. If members are happy with this we would get in contact early next week with directions on accessing it.

Ngā mihi

James

James Campbell | Senior Policy Manager, Tertiary Education
Te Pou Kaupapahere | Policy

9(2)(a)

Document 24a

UAG Phase 2 Submission Questions – DRAFT (16 June 2024)

1. How can the sector best assure excellence in its core activities of teaching, research, and knowledge transfer? Are incentives such as the PBRF required to ensure quality in staffing and research.

2. How should degree approval and quality control be assured? Could the current university arrangements for approval of qualifications and quality assurance be improved? Should institutions take primary responsibility for their own qualifications and quality assurance?

3. Are universities adequately responding to the growing demand for trans- and inter-disciplinary research and graduates?

4. Is there opportunity to use emerging technologies more extensively to enhance learning and research in a high performing sector?

5. How should planning and investment of resources in cutting edge disciplines and technologies important to New Zealand be assured?

6. How should teaching and research in academic disciplines with low demand be continued in New Zealand's university system?

7. What scale and mix of international fee-paying students is appropriate for the NZ university system?

8. How could Universities' policies and practices be amended to attract and retain high quality staff and to develop the next generation. What should be the universities' obligations with respect to early career teaching and research staff including postdoctoral fellows?

9. Are universities appropriately setting the proportions of teaching, research and administrative staff and the mix of those on long-term and short-term employment contracts?

~~10. How could the universities become more efficient and effective both collectively and individually?~~

~~11.~~10. Are current arrangements for university governance and management appropriate for the needs of NZ and the challenges NZ faces? What are the roles of the Academic Board/Senate, Vice-Chancellor and Senior Leadership Team, and University Council in quality assurance?

~~12.~~11. What is the role and scope for academic-led decision-making that is desirable in a university?

~~13.~~12. Are the policy setting arrangements in higher education optimal? Are there options for improvement? How could the system identify and plan for future needs.

Commented [JC1]: Could this question be reframed to be more clearly differentiated from q 7 from Phase 1: "What are the most appropriate approaches to ensure excellence in teaching, research, knowledge transfer and community engagement?"

Commented [JC2]: This may be read as quite leading. Could either leave off this part of the question or ask in a more open way about the benefits and risks of this approach.

Commented [JC3]: We thought this question could be interpreted in a couple of different ways and could be clearer

Commented [JC4]: Question whether this focusses too much on universities' internal policies etc and should be broadened to asking about how we ensure the universities can attract and retain etc

Commented [JC5]: Both of these are large questions which the UAG could consider asking seperately

Commented [JC6]: We presume this question is asking about how policy is set, rather than whether all policy settings are optimal? Suggest that this could be made clearer

Minutes

University Advisory Group (UAG) – Meeting #6

Thursday 13 June 2024

Tertiary Education Commission, 44 The Terrace, Wellington

Time	Item	Lead
9.30 – 9.40am	Introductions and welcome Apologies Declarations of interest	Peter Gluckman
9.40 – 10.15am	Update on Phase 1 submissions and sector overview	Peter Gluckman
10.15 – 10.45am	Minister Simmonds (virtual)	Peter Gluckman
11.00 – 11.30am	Update on SSAG proposals	Peter Gluckman
11.30am – 12.30pm	Role of the sector including definition of a university and proposed policy settings	Alastair MacCormick
1.30 – 2.45pm	Shape of the sector including differentiation/specialization and university governance	Peter Gluckman

Attendees:

UAG members	Sir Peter Gluckman (Chair) Alastair MacCormick (Deputy Chair) John Allen Arihia Bennett Dame Paula Rebstock David Skegg Bella Takiari-Brame
Apologies	Phil O'Reilly
Secretariat	James Campbell, Ministry of Education 9(2)(a), Tertiary Education Commission Hema Sridhar, Koi Tū 9(2)(a) Tertiary Education Commission

Welcome and introductions

The group agreed not to record the meeting in order not to constrain free and frank discussion. It was agreed that detailed minutes will be provided to members who are not attending.

Action: Secretariat to provide detailed minutes to Phil O'Reilly.

Public submissions on Phase 1 questions

9(2)(f)(iv)

9(2)(f)(iv)

Historical sector overview

Sir Peter provided a brief historical overview of the higher education sector in New Zealand, including his perspectives on the consequences of post 1990s reforms including the shift from block grants to volume-based funding, increased competition between universities, changes in governance settings, and institutional autonomy.

The group discussed issues around secondary education standards, pressure to drive up university course completion rates, and the role of universities in providing bridging or pathways training for students.

Briefing to Minister Simmonds

9(2)(f)(iv)

The Minister sought updates on progress on external and university engagement, industry engagement, and engagement with the space industry.

Sir Peter gave an overview of engagements to date, and discussed intersections with the SSAG work around the advanced technologies sector.

9(2)(f)(iv)

Update on SSAG proposals

9(2)(f)(iv)

9(2)(f)(iv)

Role of the sector

9(2)(f)(iv)

The group discussed issues around university preparedness, university entrance requirements, and the secondary school curriculum. Advice was requested on secondary to tertiary transitions.

Action: officials to provide advice on secondary to tertiary transitions, potentially drawing on Universities New Zealand data.

Shape of the sector

Sir Peter rejoined the meeting and chaired from this point onwards.

The group discussed issues around specialization and differentiation in the university sector. The regional importance of the universities in providing access to local students was noted, but the group was interested in how technology and greater collaboration across undergraduate teaching could address provision issues while reducing duplication. The example of VUW and Otago sharing languages teaching was discussed.

The group also considered how the system could better build national research capability in key areas through increased collaboration while preserving institutional autonomy. Barriers to achieving this were discussed, including New Zealand's lack of large companies to invest in R&D, workforce issues including academic precarity, and our size and location. Potential levers were discussed

including government R&D investment, funding and contracting conditions, seed funding for specific foci, and a more unified strategic approach.

The group discussed the impact of current settings, including the timing and length of the investment plan round, CUAP's remit, and the TEC's function and remit, on university provision and decision-making at a national level. The proposed Waikato medical school and Massey's Albany campus were discussed as examples.

The group discussed the role of university Councils in overseeing university strategic planning and decision making, and considered whether Council appointment processes and criteria should be revised. 9(2)(f)(iv) .

The group then moved offsite for meetings hosted by Universities New Zealand with the Vice Chancellors and the Chancellors. Officials were not present.

The Statement of National Education and Learning Priorities (NELP) & Tertiary Education Strategy (TES)

The Statement of National Education and Learning Priorities (NELP) and the Tertiary Education Strategy (TES) are issued under the Education and Training Act 2020.

The NELP must be consistent with the objectives for education. These are: helping children and young people to attain their educational potential; preparing young people for participation in civic and community life and for work, and promoting resilience, determination, confidence, creative and critical thinking, good social skills and the ability to form good relationships; and helping children and young people to appreciate diversity, inclusion and Te Tiriti o Waitangi.

The TES must set out the Government's long-term strategic direction for tertiary education, including economic, social, and environmental goals, and the development aspirations of Māori and other population groups.

One of the purposes of the Act is to establish and regulate an education system that honours Te Tiriti o Waitangi and supports Māori-Crown relationships. Section 9 sets out the main provisions of the Act in relation to the Crown's responsibility to give effect to Te Tiriti o Waitangi. These provisions include obligations in relation to Te Tiriti o Waitangi for school boards, tertiary education institutions and education agencies.

OBJECTIVES

OBJECTIVE 1
LEARNERS AT THE CENTRE
Learners with their whānau are at the centre of education

OBJECTIVE 2
BARRIER FREE ACCESS
Great education opportunities and outcomes are within reach for every learner

OBJECTIVE 3
QUALITY TEACHING AND LEADERSHIP
Quality teaching and leadership make the difference for learners and their whānau

OBJECTIVE 4
FUTURE OF LEARNING AND WORK
Learning that is relevant to the lives of New Zealanders today and throughout their lives

OBJECTIVE 5
WORLD CLASS INCLUSIVE PUBLIC EDUCATION
New Zealand education is trusted and sustainable

PRIORITIES

1. Ensure places of learning are safe, inclusive and free from racism, discrimination and bullying
2. Have high aspirations for every learner/ākonga, and support these by partnering with their whānau and communities to design and deliver education that responds to their needs, and sustains their identities, languages and cultures
3. Reduce barriers to education for all, including for Māori and Pacific learners/ākonga, disabled learners/ākonga and those with learning support needs
4. Ensure every learner/ākonga gains sound foundation skills, including language*, literacy and numeracy

* Oral language encompasses any method of communication the learner/ākonga uses as a first language, including New Zealand sign language

5. Meaningfully incorporate te reo Māori and tikanga Māori into the everyday life of the place of learning
6. Develop staff to strengthen teaching, leadership and learner support capability across the education workforce
7. Collaborate with industries and employers to ensure learners/ākonga have the skills, knowledge and pathways to succeed in work
8. Enhance the contribution of research and mātauranga Māori in addressing local and global challenges (TES ONLY)

The NELP and TES are statutory documents enabled by the Education and Training Act 2020 that set out the Government's priorities for education. This document forms both the NELP (priorities 1-7) and the TES (priorities 1-8).

Some aspects of these priorities will be more applicable to one sector than others.

The NELP is designed to guide those who govern licensed early learning services, ngā kōhanga reo, schools and kura.

In particular, licensed early learning services are required to have regard to the NELP as part of the Governance, Management and Administration (GMA) Standard. Boards of schools and kura must have particular regard to the NELP, including when developing or renewing their charters.

The TES sets the direction for tertiary education. Tertiary Education Organisations are required to show how they have regard for the TES. The Tertiary Education Commission must give effect to the TES, and the New Zealand Qualifications Authority must have regard for the TES.

Implementation of the Tertiary Education Strategy

The Tertiary Education Strategy (TES) sets out the Government's current and medium-term priorities, and long term strategic direction for tertiary education. It is intended to address economic, social and environmental goals, and the development aspirations of Māori and other population groups. This TES has been developed following consultation in late 2019 with the tertiary education sector and other stakeholders on a draft TES set out in the Shaping a Stronger Education System with New Zealanders discussion document.

The Tertiary Education Commission (TEC) is required by the Education and Training Act 2020 to give effect to the TES through the investment process. As part of this, the TEC is responsible for publishing guidance on the content and criteria for assessment of Tertiary Education Organisations' (TEOs) investment plans, and determining and allocating the amount of funding to TEOs. The TEC also has a role in building the capability of TEOs as part of giving effect to the TES. In exercising its other functions, the TEC must have regard to the TES - this means that TEC's activities outside of the investment planning process should be consistent with the priorities and direction set out in the TES.

The New Zealand Qualifications Agency (NZQA) is required by the Education and Training Act 2020 to have regard for the TES. This means that NZQA's activities, including its quality assurance functions, should be consistent with the priorities and direction set out in the TES.

TEOs are required to describe in their proposed investment plans how they will give effect to the Government's current and medium-term priorities as described in the TES. This means that TEOs should think about how they will reflect the TES priorities in their policies and practices, and inform TEC about this through their investment plans.

Actions for Tertiary Education Organisations

OBJECTIVE 1		OBJECTIVE 2		OBJECTIVE 3		OBJECTIVE 4	OBJECTIVE 5
LEARNERS AT THE CENTRE Learners with their whānau are at the centre of education		**BARRIER FREE ACCESS** Great education opportunities and outcomes are within reach for every learner		**QUALITY TEACHING AND LEADERSHIP** Quality teaching and leadership make the difference for learners and their whānau		**FUTURE OF LEARNING AND WORK** Learning that is relevant to the lives of New Zealanders today and throughout their lives	**WORLD CLASS INCLUSIVE PUBLIC EDUCATION** New Zealand education is trusted and sustainable
1 Ensure places of learning are safe, inclusive and free from racism, discrimination and bullying	**2** Have high aspirations for every learner/ākonga, and support these by partnering with their whānau and communities to design and deliver education that responds to their needs, and sustains their identities, languages and cultures	**3** Reduce barriers to education for all, including for Māori and Pacific learners/ākonga, disabled learners/ākonga and those with learning support needs	**4** Ensure every learner/ākonga gains sound foundation skills, including language, literacy and numeracy	**5** Meaningfully incorporate te reo Māori and tikanga Māori into the everyday life of the place of learning	**6** Develop staff to strengthen teaching, leadership and learner support capability across the education workforce	**7** Collaborate with industries and employers to ensure learners/ākonga have the skills, knowledge and pathways to succeed in work	**8** Enhance the contribution of research and mātauranga Māori in addressing local and global challenges (TES ONLY)
Ensure that robust policies, plans and support are in place to address racism, bias and low expectations that impact learners/ākonga, staff and their whānau Review, expand and strengthen current mechanisms to hear and act on learner/ākonga voice, and understand the views of whānau and communities Provide for a safe and supportive learning environment that includes access to support for the basic needs of learners/ākonga and for their physical and mental health	Develop a whole of organisation approach to understanding and meeting the needs and aspirations of all learners/ākonga Develop staff capabilities to support teaching and learning practices that value languages, cultures and identities Build relationships with Māori, involve them in decision making, and partner with them to support rangatiratanga, and Māori educational success as Māori	Collaborate with schools, whānau, Pacific families, communities and industries to plan for successful transitions to enable all learners/ākonga to succeed in education and training Actively identify and reduce barriers for all learners/ākonga, and support them to access education and achieve successful education and employment outcomes Where possible, reduce non-fee costs and take advantage of policies to reduce financial dependence on family and whānau Ensure that robust policies, plans and support are in place to support disabled learners/ākonga and neurodiverse learners/ākonga to succeed	Ensure adult learners/ākonga can access opportunities in their communities, workplaces or while studying at a TEO to develop their literacy and numeracy capabilities Support learners/ākonga to develop relevant digital literacy skills that enable them to study Ensure all learners/ākonga have ongoing opportunities to develop key capabilities and qualities, including communication, problem solving, critical thinking and interpersonal skills Value the languages spoken by Pacific and Māori learners/ākonga, and provide opportunities to use and to build on them	Embed tikanga Māori in values, practices and organisational culture based on engagement and advice from Māori Provide learning and development opportunities for educators to build their teaching capability, knowledge and skills in te reo Māori and tikanga Māori Encourage leaders to undertake their own learning and development opportunities to become proficient users of te reo Māori, and use it increasingly at all levels of engagement Ensure that strategies, behaviours, actions, services and resourcing reflect commitment to Te Tiriti o Waitangi	Identify gaps in teaching capability and invest in opportunities for educators and staff to strengthen teaching, leadership and learning support Value diversity in your workforce and hire staff with a range of backgrounds, identities, languages and cultures to grow a workforce representative of the diversity of your learners/ākonga and communities	Ensure that teaching and learning meets learner/ākonga, employer and industry needs, and delivers skills relevant for the workplace Offer more coherent vocational learning packages and pathways that support learners/ākonga into relevant employment outcomes Provide for lifelong learning options that are flexible, adaptable and timely so that people can upskill and retrain throughout their lives Support relevant skills for New Zealand's shift to a carbon-neutral economy	Build a diverse, sustainable research workforce and broaden the pool of talent and knowledge Support excellent research and the contribution of innovative approaches to solving economic, social and environmental challenges Collaborate and connect across disciplines and institutions to help solve local and global challenges

Implementation of the Tertiary Education Strategy (continued)

Actions that Government is taking that support the implementation of the TES

OBJECTIVE 1		OBJECTIVE 2		OBJECTIVE 3		OBJECTIVE 4	OBJECTIVE 5
LEARNERS AT THE CENTRE Learners with their whānau are at the centre of education		**BARRIER FREE ACCESS** Great education opportunities and outcomes are within reach for every learner		**QUALITY TEACHING AND LEADERSHIP** Quality teaching and leadership make the difference for learners and their whānau		**FUTURE OF LEARNING AND WORK** Learning that is relevant to the lives of New Zealanders today and throughout their lives	**WORLD CLASS INCLUSIVE PUBLIC EDUCATION** New Zealand education is trusted and sustainable
1 Ensure places of learning are safe, inclusive and free from racism, discrimination and bullying	**2** Have high aspirations for every learner/ākonga, and support these by partnering with their whānau and communities to design and deliver education that responds to their needs, and sustains their identities, languages and cultures	**3** Reduce barriers to education for all, including for Māori and Pacific learners/ākonga, disabled learners/ākonga and those with learning support needs	**4** Ensure every learner/ākonga gains sound foundation skills, including language, literacy and numeracy	**5** Meaningfully incorporate te reo Māori and tikanga Māori into the everyday life of the place of learning	**6** Develop staff to strengthen teaching, leadership and learner support capability across the education workforce	**7** Collaborate with industries and employers to ensure learners/ākonga have the skills, knowledge and pathways to succeed in work	**8** Enhance the contribution of research and mātauranga Māori in addressing local and global challenges (TES ONLY)
Provide clear expectations in the Codes of Practice for the pastoral care of domestic tertiary students and international students	Invest in and support the development of programmes and pathways for learning in Pacific languages	Ensure funding better recognises the additional costs of tailoring support and education delivery to different learners and supports providers to help under-served groups	Invest in Adult and Community Education to provide more learners/ākonga with accessible education and pathways to further education, training and employment	Invest in, develop and implement Māori-Medium pathways	Ensure the quality of teaching through a range of quality assurance functions, including, External Evaluation and Review (EER) and programme monitoring	Develop tools and information to support learners/ākonga to have a personalised career pathway that allows them to move between education and employment, and that supports displaced workers	Partner with wānanga to support their unique role in the tertiary education system
Partner with TEOs to develop a framework for safety and inclusivity in tertiary education environments	Review the tertiary education investment system to support TEOs to better address learner/ākonga needs and support equitable outcomes for underserved learners/ākonga	Support TEOs to increase their capability to identify and understand learner/ākonga needs and barriers to success	Strengthen foundation education to improve learner/ākonga pathways into higher levels of education and employment	Develop an approach to supporting the inclusion of te reo Māori and tikanga Māori throughout tertiary education and training	Incentivise and support TEOs to develop and strengthen teaching capability and excellence	Complete the reform of vocational education including establishing Workforce Development Councils, Centres of Vocational Excellence, and a new unified funding system	Support the advancement of Māori-led and mātauranga-informed solutions
Genuinely engage with learners/ākonga and value, listen to and consider their voices so that processes, practices and work in Government and TEOs genuinely reflect learner/ākonga needs	Partner with TEOs to develop tools, guidance and measures that enable evidence-based education delivery that meets the needs and aspirations of all learners/ākonga	Coordinate across systems so that foundation learning settings enable individualised, flexible learning opportunities that support learners/ākonga to transition between education, welfare and work	Consider literacy and numeracy settings to ensure access to quality literacy and numeracy provision in the context of RoVE	Develop and implement a plan for qualifications and graduate profiles to be bilingual, in te reo Māori and English	Publish and implement a tertiary education investment framework that shows how funded places are allocated to high priority provision, and how funding is used to grow high-performing TEOs	Review the tertiary education investment system to introduce a stronger focus on work-integrated learning across a broader range of disciplines	Support and develop the contribution of tertiary education organisations to the research system
	Empower learners/ākonga to have their voices heard	Develop best practice guidance for supporting disabled and neurodiverse learners/ākonga in tertiary education and training		Review funding rates for Māori language and mātauranga Māori in the tertiary sector		Partner with schools, TEOs, industries, employers and communities to deliver a more active careers service	Develop and implement a Government response to the independent review of the Performance-Based Research Fund
	Work with TEOs to implement innovative approaches that support learners'/ākonga success	Support Pacific learners/ākonga and their families through the Action Plan for Pacific Education				Strengthen the New Zealand Qualifications Framework and qualifications system to enable lifelong learning and clearer learning pathways and to allow for flexible, shorter credentials/qualifications including recognition of prior learning	Establish an enduring Wānanga-Crown partnership that will focus on identifying new solutions for the wānanga sector
	Strengthen Māori-medium pathways in partnership with Māori to ensure the education system is responsive to meeting the needs and aspirations of ākonga Māori and their whānau	Partner with Te Taumata Aronui, to respond to their recommendations and advice about how tertiary education can better meet the needs of ākonga Māori and communities					

Document 25

Vladka Smith

From: Peter Gluckman <pd.gluckman@auckland.ac.nz>
Sent: Sunday, 23 June 2024 4:44 pm
To: Hema Sridhar; Richard Walley (richard.walley@mbie.govt.nz); James Campbell
Subject: Please circulate to SSAG and UAG
Attachments: 60_-_rise-value_of_research-june15_1.pdf

Follow Up Flag: Follow up
Flag Status: Completed

Sir Peter Gluckman ONZ KNZM FRSNZ FMedSci FISC FRS
University Distinguished Professor
Koi Tū; The Centre for Informed Futures
President; International Science Council

9(2)(a)

PA Emily emily.strong@auckland.ac.nz

This address should not be used for matters related to the science sector or university advisory panels (the reviews).
Please address correspondence on these to chair@ssag.org.nz or chair@uag.org.nz

Document 26

From: James Campbell
To: Peter Gluckman
Cc: Hema Sridhar
Subject: RE: Please circulate to SSAG and UAG
Date: Monday, 24 June 2024 9:49:00 am
Attachments: Sources of PBRF convergence. Scientometrics 2022.pdf 26a
The performance based research fund in New Zealand taking stock and looking forward. New Zealand Economic Papers.pdf 26b
An evaluation of metrics used by the Performancebased Research Fund process in New Zealand - NZ Economic Papers.pdf 26c
9(2)(a) Submission to UAG 2024.pdf 26d
Fifteen years of a PBRFS in New Zealand. Australian Economic Review.pdf 26e
170 MPI_Phase1_UAG submission.pdf 26f

Kia ora Peter

Yes, I can circulate this now.

We've also received two further late submissions via the TEC from MPI and from 9(2)(a) and 9(2)(a) (attached) – bringing the total number of submissions up to 170. MPI's submission was late as they seem to have an issue with the UAG email, while Profs 9(2)(a) only heard about the UAG's consultation late in the piece (their submission attached a number of articles on the PBRF). I can circulate these to members along with the summary, which we expect to finalise today.

Ngā mihi
James

James Campbell | Senior Policy Manager, Tertiary Education
Te Pou Kaupapahere | Policy

Mobile 9(2)(a)

From: Peter Gluckman <pd.gluckman@auckland.ac.nz>
Sent: Sunday, June 23, 2024 4:44 PM
To: Hema Sridhar <hema.sridhar@auckland.ac.nz>; Richard Walley (richard.walley@mbie.govt.nz) <richard.walley@mbie.govt.nz>; James Campbell <James.Campbell@education.govt.nz>
Subject: Please circulate to SSAG and UAG

Sir Peter Gluckman ONZ KNZM FRSNZ FMedSci FISC FRS
University Distinguished Professor
Koi Tū; The Centre for Informed Futures
President; International Science Council

Cell 9(2)(a)

PA Emily x@xx

This address should not be used for matters related to the science sector or university advisory panels (the reviews).
Please address correspondence on these to x@xx or x@xx

Document 28

Vladka Smith

From: James Campbell
Sent: Wednesday, 26 June 2024 1:54 pm
To: Peter Gluckman; Alastair MacCormick; 9(2)(a) ; David Skegg (david.skegg@otago.ac.nz); John Allen; Arihia Bennett; 9(2)(a) Phil O'Reilly
Cc: 9(2)(a) @tec.govt.nz; Jill Rolston; Donna McKenzie; Catherine Ryan
Subject: Summary of Phase 1 submissions
Attachments: UAG themes from phase 1 consultation.pdf 28a

Kia ora koutou

Attached is the summary of submissions for Phase 1 of the UAG's consultation. Hopefully it is fairly self-explanatory, but we have tried to draw out the key themes from different groups of submitters in response to each of the consultation questions. It is still fairly lengthy, but we felt that it was important to provide a sufficient amount of information to illustrate the key points and areas of divergence across submissions.

We have also produced a somewhat more detailed summary of each submitter's key points on each consultation question (in a spreadsheet), with submissions categorised and numbered. As per my email from last week, we've created a shared space for this and the full submission documents that UAG members will be able to access shortly (we are just in the process of adding you all to it and will be in contact with access instructions). Hopefully it is a straightforward and secure way of sharing large and potentially sensitive files such this with the group, but if you would prefer me just to email the documents to you in the first instance please just let me know (noting that it may need to be a few emails due to large file sizes).

We are very happy to take any questions on any matters raised in the submissions – please just let me know.

Ngā mihi
James

James Campbell | Senior Policy Manager, Tertiary Education
Te Pou Kaupapahere | Policy
9(2)(a)

Document 29

Vladka Smith

From: James Campbell
Sent: Thursday, 27 June 2024 5:11 pm
To: pd.gluckman@auckland.ac.nz; Alastair MacCormick
Cc: hema.sridhar@auckland.ac.nz
Subject: FW: Letter re changes to academic audit in the university sector
Attachments: Letter to external stakeholders on changes to academic audit.pdf 29a

Kia ora Peter, Alastair

Attached FYI is a letter we've received from the VCs regarding changes to the AQA model, which might be relevant the UAG's discussions on QA. It seems like a fairly substantive changes to the model, which I don't think agencies or Ministers were consulted on ahead of time.

Ngā mihi
James

James Campbell | Senior Policy Manager, Tertiary Education
Te Pou Kaupapahere | Policy
9(2)(a)

From: Chris Whelan <chris.whelan@universitiesnz.ac.nz>
Sent: Tuesday, June 25, 2024 9:41 AM
To: Grant Klinkum (NZQA) <Grant.Klinkum@nzqa.govt.nz>; Tim Fowler <Tim.Fowler@tec.govt.nz>; iona.holstead@education.govt.nz
Cc: Penny Simmonds (MIN) <P.Simmonds@ministers.govt.nz>; John Morrow <John.Morrow@aqa.ac.nz>; Andy Jackson <Andy.Jackson@education.govt.nz>; Katrina Sutich <Katrina.Sutich@education.govt.nz>
Subject: Letter re changes to academic audit in the university sector

Kia ora koutou,
Attached please find a letter from Cheryl de la Rey as Chair of Universities New Zealand.

Chris Whelan
Chief Executive

Universities New Zealand - Te Pokai Tara
Level 3, 69 The Terrace, PO Box 860, Wellington 6140
Phone +64 4 381 8500 | 9(2)(a) | http://www.universitiesnz.ac.nz
Universities NZ is the peak body for New Zealand's eight universities. It is also known as the New Zealand Vice-Chancellors' Committee.

Document 29a

TE PŌKAI TARA
UNIVERSITIES
NEW ZEALAND

25 June 2024

To:

- Grant Klinkum, Chief Executive, New Zealand Qualifications Authority
- Tim Fowler, Chief Executive, Tertiary Education Commission
- Iona Holstead, Secretary of Education, Ministry of Education

Cc:

- Minister Penny Simmonds, Minister of Tertiary Education
- Emeritus Professor John Morrow, Chair of the Academic Quality Agency

Tēnā koutou

Re: changes to academic audit in the New Zealand university sector

I am writing to you to outline decisions taken by the New Zealand Vice-Chancellors' Committee regarding the future of the Academic Quality Agency and academic audit in the university system.

The Education and Training Act 2020 identifies the New Zealand Vice-Chancellors' Committee (NZVCC) as the entity primarily responsible for quality assurance in the university sector. This responsibility has existed in various forms all the way back to the original University of New Zealand in 1870.

In the 1990s academic audit and accreditation of institutions became a standard approach to quality assurance internationally. NZVCC established the Academic Audit Unit in 1994 to lead academic audit in the university sector. The Academic Audit Unit (AAU) became the Academic Quality Agency (AQA) in 2013.

AAU/AQA has served the university sector and the country extremely well (as evidenced by its positive external reviews) in its 30 years of existence.

NZVCC remains committed to academic audit as a component of our quality assurance system. It is valuable for the universities themselves – periodically leading them to look holistically at their quality arrangements and to ensure they remain fit for purpose. It is also valuable for external audiences – having an independent validation of the quality of our publicly funded universities.

We are currently in the sixth audit cycle – currently running over eight years. Earlier audit cycles ranged from 3-6 years. The audit cycles have grown longer over time as our university sector has matured. Audit findings have mainly confirmed a continued commitment to quality across all eight of our universities.

The cost of operating AQA over an eight year period is around $4.0-$4.5m. This is before the costs incurred by universities in preparing self-review portfolios and in follow-up reporting. Very challenging financial headwinds mean that the Vice-Chancellors believe it is time to reconsider the model.

NZVCC now want to look at whether future cycles of academic audit can be done in a way that (a) reduces complexity and cost, (b) that improves coherence and value, while (c) maintaining rigor and credibility.

The current Cycle 6 audit has almost completed six of the eight university audits. The current AQA Board will continue to oversee the final two audits. When the final two audits are complete, the AQA Board will end its tenure and the organisation will be wound up as an independent entity.

Interim arrangements will be established for the completion of one-year follow-up reports which are an integral component of Cycle 6.

There is not yet any decision on what Cycle 7 will look like. Once Cycle 6 is complete it will be subject to the usual Cycle Review. This is likely to be carried out in 2025. The findings of the Cycle 6 Review will inform thinking about the scope and shape of Cycle 7.

NZVCC has taken six in-principle decisions that will inform the future model of academic audit. The future model will:

1. Maintain all INQAAHE requirements for international recognition as an External Quality Assurance Provider (EQAP)[1]. One of INQAAHE's requirements for recognition as an EQAP is *"1.3.2 – The composition of the decision-making body and/or its regulatory framework ensure its independence and impartiality"*.
2. Maintain an eight-year cycle for institutional assessment, but eventually aim for both academic assessment and Code of pastoral care verification to be completed through one combined process.
3. Maintain a five-year cycle of independent reviews of AQA and CUAP but move to just one independent review that covers both institutional assessment (AQA) and programme approvals (CUAP).
4. Where it does not undermine independence use existing UNZ staffing for secretariat and administrative support of institutional assessment.
5. Support institutional evaluations (academic audits) and reviews through temporary/fixed term capability brought in as and when needed within each eight-year cycle.
6. Retain a distinct brand for institutional evaluation/academic audit – such as the Academic Quality Agency even though it may not have permanent staffing and will be supported by UNZ staff.

Future institutional evaluation/academic audit will be overseen by some governance mechanism that ensures academic audit remains useful to the universities while having the independence necessary to provide external audiences with confidence in findings.

I realise that this decision marks a significant change for the university sector. AQA has been a trusted and recognised part of this country's quality assurance landscape for thirty years now.

Please reach out to me or to UNZ Chief Executive Chris Whelan if you have any questions about any aspect of this.

Ngā mihi mahana

C. de la Rey

Cheryl de la Rey
Chair Universities New Zealand

[1] https://www.inqaahe.org/sites/default/files/GGP-Procedural-Manual-2018.pdf

Document 31

Vladka Smith

From: James Campbell
Sent: Monday, 1 July 2024 4:10 pm
To: Peter Gluckman; Hema Sridhar
Cc: Donna McKenzie
Subject: RE: Summary of Phase 1 submissions

Thank you Peter – we will note all of that for the Minister.

James Campbell | Senior Policy Manager, Tertiary Education
Te Pou Kaupapahere | Policy
9(2)(a)

From: Peter Gluckman <pd.gluckman@auckland.ac.nz>
Sent: Monday, July 1, 2024 2:17 PM
To: James Campbell <James.Campbell@education.govt.nz>; Hema Sridhar <hema.sridhar@auckland.ac.nz>
Cc: Donna McKenzie <Donna.McKenzie@education.govt.nz>
Subject: Re: Summary of Phase 1 submissions

I am very relaxed about the summary being shared with the Minister
I think you could say to the minister that the group is forming a clear consensus on the high level matters (purpose, strategy, differentiation, etc.) and when she is ready I would like to discuss her views on these issues. I am also in a position to brief her on the SSAG conclusions in so far as they impact on the UAG as that first phase report is almost done

Peter

From: James Campbell <James.Campbell@education.govt.nz>
Date: Monday, 1 July 2024 at 12:26 PM
To: Peter Gluckman <pd.gluckman@auckland.ac.nz>, Hema Sridhar <hema.sridhar@auckland.ac.nz>
Cc: Donna McKenzie <Donna.McKenzie@education.govt.nz>
Subject: FW: Summary of Phase 1 submissions

Kia ora Sir Peter, Hema

Just confirming that you're comfortable with us sharing a copy of the summary of submissions with the Minister for her information, along with a summary of the key themes for the group's next phase of consultation? Is there anything else that you would like us to highlight at the same time?

Ngā mihi
James

James Campbell | Senior Policy Manager, Tertiary Education
Te Pou Kaupapahere | Policy

9(2)(a)

From: James Campbell
Sent: Wednesday, June 26, 2024 1:54 PM
To: Peter Gluckman <pd.gluckman@auckland.ac.nz>; Alastair MacCormick 9(2)(a) Dame Paula Rebstock 9(2)(a) David Skegg (david.skegg@otago.ac.nz) <david.skegg@otago.ac.nz>; John Allen 9(2)(a) >; Arihia Bennett 9(2)(a) 9(2)(a) ; Phil O'Reilly 9(2)(a)
Cc: 9(2)(a) @tec.govt.nz>; 9(2)(a) @tec.govt.nz; Jill Rolston <jill.rolston@auckland.ac.nz>; Donna McKenzie <Donna.McKenzie@education.govt.nz>; Catherine Ryan <Catherine.Ryan@education.govt.nz>
Subject: Summary of Phase 1 submissions

Kia ora koutou

Attached is the summary of submissions for Phase 1 of the UAG's consultation. Hopefully it is fairly self-explanatory, but we have tried to draw out the key themes from different groups of submitters in response to each of the consultation questions. It is still fairly lengthy, but we felt that it was important to provide a sufficient amount of information to illustrate the key points and areas of divergence across submissions.

We have also produced a somewhat more detailed summary of each submitter's key points on each consultation question (in a spreadsheet), with submissions categorised and numbered. As per my email from last week, we've created a shared space for this and the full submission documents that UAG members will be able to access shortly (we are just in the process of adding you all to it and will be in contact with access instructions). Hopefully it is a straightforward and secure way of sharing large and potentially sensitive files such this with the group, but if you would prefer me just to email the documents to you in the first instance please just let me know (noting that it may need to be a few emails due to large file sizes).

We are very happy to take any questions on any matters raised in the submissions – please just let me know.

Ngā mihi
James

James Campbell | Senior Policy Manager, Tertiary Education
Te Pou Kaupapahere | Policy
9(2)(a)

Document 32

Vladka Smith

From: Peter Gluckman <pd.gluckman@auckland.ac.nz>
Sent: Tuesday, 9 July 2024 10:27 am
To: Phil O'Reilly; Arihia Bennett; 9(2)(a) ; David Skegg (david.skegg@otago.ac.nz); John Allen; 9(2)(a)); Alastair MacCormick
Cc: James Campbell; 9(2)(a) 9(2)(a) ; Jill Rolston; Tracey McIntosh; Hamish Spencer; Hema Sridhar
Subject: UAG - outline of report for comment
Attachments: UAG draft outline .docx 32a

Follow Up Flag: Flag for follow up
Flag Status: Completed

To UAG Board members
11 July 2024

Dear Colleagues

By mid-August we will need to have prepared a draft interim report. That report will contain high level recommendations regarding the high-level elements that we have largely discussed and are covered in submissions to date or should be the focus of discussion between now and mid-August.

To assist in keeping our focus and to plan the coming weeks, Alastair, Hema, and I have been working on a draft outline of what might be in the first report. A potential outline is attached. It does contain some inevitable repetition which we can edit out once we have a draft as the flow of argument becomes clearer.

And the level of detail we might include may vary considerably between sections. Indeed, there are topics where all we can do is allude to what will follow in the second report, but it is important for our legitimacy that our stakeholders are aware of our general direction.

This initial draft is only a frame to focus our coming discussions as will the text that we draft to start to populate it. You will note some colour coding.

Suggested authors of initial drafts are in red and in blue how we will handle the discussion recognizing that unfortunately we will largely have to work by video except for an August meeting.

The green comments are aide memoires for other activities planned or in preparation.

I would be grateful for feedback by the end of the week as I would want to share this with Minister Simmonds in my next meeting with her

I have also tried to indicate where we expect to be able to arrange information sessions with domestic or international experts to assist our thinking.

The extended executive summary and recommendations of the SSAG report (the full report is still being drafted) is now with the Hon Judith Collins: I will discuss those that have potential implications for the University system at our next meeting.

Peter Gluckman

Document 33

Vladka Smith

From: James Campbell
Sent: Thursday, 11 July 2024 2:17 pm
To: pd.gluckman@auckland.ac.nz; Alastair MacCormick; 9(2)(a) ; 9(2)(a) ; david.skegg@otago.ac.nz; 9(2)(a) John Allen; 9(2)(a)
Cc: 9(2)(a) @tec.govt.nz; 9(2)(a) @tec.govt.nz; 9(2)(a) @tec.govt.nz; Donna McKenzie; Catherine Ryan; Jill Rolston; hema.sridhar@auckland.ac.nz; Jill Rolston; t.mcintosh@auckland.ac.nz; Hamish Spencer; Andy Jackson; Katrina Sutich; Tim Fowler - TEC; Gillian.Dudgeon@tec.govt.nz
Subject: Material for UAG consideration
Attachments: UAG briefings in progress.docx; university visits; UAG memo on SSAG recs.docx 33a, 33b

Kia ora koutou

Ahead of the UAG's meeting tomorrow morning, we have a few matters for the group's consideration.

9(2)(f)(iv)

I have also attached a brief outline of the three other pieces of advice that we are preparing for the UAG's consideration. We would welcome any feedback on the scope and timing of these.

On the university visits (following on from Hema's email earlier in the week) we now have sufficient clarity to start locking in arrangements for university visits. We have proposed dates from some of the universities and are working to get dates from the others, and we will be polling the members who have been tagged to each university (as per the attached table that Hema compiled earlier in the process) on their availability on those dates. We do not anticipate that all of the members who are tagged to each university will need to attend – this will depend on member availability and on the level of travel etc that can be accommodated within the budget. We will, however, seek to ensure that all members are involved in at least some visits. A member of the secretariat will also attend to take notes and provide any support members might need. Once we have proposed dates and availability for most of the universities we will share an overall plan that has been agreed with the Chair. I understand from Hema that she will be preparing some material to support these discussions and we are also happy to compile anything members might need in advance.

Finally, as signalled earlier we have set up a shared space for members to securely access UAG documents: https://tecgovtnz.sharepoint.com/:f:/s/ExternalShare/Epk1xBuyiphCvqzYXjzbdF0B-BLwCtoEN2G70BX9oVnPTA. You should be able to access this space by clicking on this link and entering your email address (the address that this email has been sent to). We are setting up folders in this space for UAG briefing material, meeting minutes and engagement notes, and for Phase 1 submissions and submissions analysis. Please just let me know if you have any issues accessing this or any other questions.

If any members have questions or would like to discuss please feel free to get in contact.

Ngā mihi
James

James Campbell | Senior Policy Manager, Tertiary Education

University Advisory Group – current briefing papers in progress 11/7/24

Definition of a university

The purpose of this briefing is to provide information to the University Advisory Group to support their consideration of the definition of a university in legislation. It responds to members' requests for further advice on three potential directions for change:

- Adopting a more outcomes-focussed definition of a university
- Incorporating a clearer articulation of the role of universities in relation to Te Ao Māori and Te Tiriti o Waitangi / the Treaty of Waitangi
- Defining a university as the only type of institution to be able to offer higher research degrees.

This report is nearing completion, and we are planning to be able to share it with the group by the beginning of next week, subject to any further feedback on the focus and scope.

International comparison – university governance and oversight

This report responds to a request from the Chair for an updated comparison of how universities are governed in other comparator jurisdictions and how the governing bodies are appointed and overseen. This will include a particular focus on the roles of chancellors and vice-chancellors or equivalent.

We expect to share this report with the UAG by 26 July.

Academic preparedness and participation

This report provides the UAG with a summary of evidence and issues relating to the preparedness of school leavers for university study, implications for participation and success at university, and opportunities for change that the UAG could consider in its advice.

We expect to share this report with the UAG in early August.

9(2)(a)

Document 34

Vladka Smith

From: James Campbell
Sent: Wednesday, 17 July 2024 7:09 pm
To: pd.gluckman@auckland.ac.nz; hema.sridhar@auckland.ac.nz
Subject: UAG items for discussion
Attachments: Out of scope [redacted] 03.07 Student Reference Group Minutes.docx 34a

Kia ora Sir Peter, Hema

Just a few things that I'd be keen to discuss with you both at our meeting tomorrow:

- Activities between now and the end of August, esp university visits
  - The attached calendar outlines indicative dates for UAG meetings, briefing material and university visits. Keen to test highlighted items with you (as well as any further feedback or questions), in particular preferred timing for 1 or 2 full day UAG meetings in either Wellington or Auckland.
  - There is also a table on each university visit. We have managed to lock a lot of this in, but keen to test the highlighted items with you in particular.
  - Also would like to confirm which meetings Hema would want to attend, and what other support UAG members will need for discussions on the day. We would propose to send one secretariat member to each meeting to take notes and provide support where needed.
  - VUW has provided a suggested agenda (attached) for feedback – do you have any comments/requests?
  - More generally, keen to test whether we are producing the right information to inform the interim report and in the right times.
- Budget
  - I have updated our Budget, as per the attached, to allow for more in person UAG meetings.
  - I'm comfortable that the first round of university engagement (as proposed) is consistent with this budget, provided that we can get the travel booked in shortly.
- Agenda for next Tuesday's meeting
  - If possible, we'd like to circulate an agenda to panel members this week, although I'm conscious that you may wish to discuss your draft interim report summary and that may be a bit later.
  - Additional items that could be considered include:
    - Alastair has suggested a short item to discuss the most recent student reference group meeting (minutes attached)
    - The paper on the definition of a university that I shared yesterday. Peter, I understand that you and Alastair are currently reviewing this – we'd be very happy to take on board any feedback.
    - Engagement planning, including the topics for discussion at the university visits and what material will be required to support them, and possibly the broader stakeholder list that was circulated earlier
- Interim report
  - We discussing the process for the interim report at our regular meeting with Minister Simmonds next week. Keen to test our assumptions about the process for developing, finalising and responding to it.

Happy to discuss anything else you might have on your minds though.

Ngā mihi
James

James Campbell | Senior Policy Manager, Tertiary Education

9(2)(a)

Document 34a

University Advisory Group Student Reference Group Minutes – 03/07/2024

Present:

Alastair MacCormick

Sean Teow – NZISA

Liam White – OUSA

Caleb Banks – UCSA

Marcail Parkinson – VUWSA

Demetrio Cooper – LUSA

Sarah White – AUSA

Hennessey Wilson – Te Tira Ahu Pae

Nikki Van Dijk – NDSA

- **Review of Phase One Submissions**
    - Alastair provided an overview of key themes from the UAG's first phase of consultation.

- **Heads-up on Phase Two Consultation**
    - The UAG are now looking at operations inside universities, with a focus on quality assurance, the range of disciplines offered by universities, the use of technology, the scale and mix of international students, attraction and retention of staff, and university governance and management.

- **Feedback on Phase One Overview**

9(2)(f)(iv)

Staffing

- Hennessey asked for the UAG's view on the administrative staff to academic staff ratio, including if the UAG will consider recommendations such as enforcing a ratio. Alastair noted that the UAG will consider this issue and they may choose to make recommendations on incentives and innovation in university staffing.

- **Use of technology within learning**

  AI

  - Caleb shared that the use of AI in university study has become a key issue at UC. Many students are experiencing a kind of "flinch back" from university staff, with a renewed emphasis on in-person examinations and teaching.
  - Sarah also commented on the rise of AI use by students, noting that students and university staff are not aware of regulation around AI and feel there is a lack of set policy. The University of Auckland is now hearing disciplinary cases on the use of ChatGPT, but there is a significant backlog of cases.

  Modes of delivery

  - Caleb noted that measurement of engagement through attendance is no longer accurate given the rise of online and asynchronous learning and the need for students to work during class hours. Application of skills amidst learning would be a more meaningful measurement of engagement.
  - Liam shared OUSA's experiences with pursuing a closed-caption lecture policy to increase accessibility, noting that it is important to consider the cost-of-living implications that are intertwined with new technologies and modes of learning. At Otago, there has been a trend of push-back on lecture recordings post-Covid.
  - In-person teaching is still an essential mode of provision.
  - Sean expressed support for Caleb and Liam's points, noting the particular importance of lecture recordings for international students during Covid. There is a perception that lecture recordings have become a "crutch" for students, especially with the focus upon attendance rates as a measure of engagement. Focus should instead be upon the effectiveness of delivery – noting that grades during online learning amidst Covid were generally maintained. Playing to the strengths of different modes of education delivery is important moving forward.
  - Sarah highlighted the connection between accessibility, online learning and transport, which is particularly relevant to students in Auckland. Increase to transport costs in Auckland has had a tangible impact on student attendance.
  - Alastair noted that the differing costs of preparing and delivering audio-visual material raises the issue of cooperation across universities. Universities have commented that the expansion of administrative staff is in part to improve audio-visual material.

- **Action**: to provide the group with a more concreate outline of the schedule of meetings, and further clarity on when to expect university visits.

Document 35

Vladka Smith

From: James Campbell
Sent: Thursday, 18 July 2024 11:59 am
To: Peter Gluckman; Hema Sridhar
Subject: RE: UAG items for discussion
Attachments: UAG briefing on university definition.docx 35a

Apologies – I'd shared a draft with Hema, and Jill mentioned yesterday that it had gone to you and Alastair for your thoughts, but seems there was some miscommunication.

Paper is attached – I can also send it to Alastair given that he was chairing the part of the meeting in which some of this material was commissioned.

James Campbell | Senior Policy Manager, Tertiary Education
Te Pou Kaupapahere | Policy
9(2)(a)

From: Peter Gluckman <pd.gluckman@auckland.ac.nz>
Sent: Thursday, July 18, 2024 11:30 AM
To: James Campbell <James.Campbell@education.govt.nz>; Hema Sridhar <hema.sridhar@auckland.ac.nz>
Subject: Re: UAG items for discussion

James
I don't seem to have this paper – can you resend

- The paper on the definition of a university that I shared yesterday. Peter, I understand that you and Alastair are currently reviewing this – we'd be very happy to take on board any feedback.

Peter

From: James Campbell <James.Campbell@education.govt.nz>
Date: Wednesday, 17 July 2024 at 7:09 PM
To: Peter Gluckman <pd.gluckman@auckland.ac.nz>, Hema Sridhar <hema.sridhar@auckland.ac.nz>
Subject: UAG items for discussion

Kia ora Sir Peter, Hema

Just a few things that I'd be keen to discuss with you both at our meeting tomorrow:

- Activities between now and the end of August, esp university visits
  - The attached calendar outlines indicative dates for UAG meetings, briefing material and university visits. Keen to test highlighted items with you (as well as any further feedback or questions), in particular preferred timing for 1 or 2 full day UAG meetings in either Wellington or Auckland.

- There is also a table on each university visit. We have managed to lock a lot of this in, but keen to test the highlighted items with you in particular.
- Also would like to confirm which meetings Hema would want to attend, and what other support UAG members will need for discussions on the day. We would propose to send one secretariat member to each meeting to take notes and provide support where needed.
- VUW has provided a suggested agenda (attached) for feedback – do you have any comments/requests?
- More generally, keen to test whether we are producing the right information to inform the interim report and in the right times.

- Budget
  - I have updated our Budget, as per the attached, to allow for more in person UAG meetings.
  - I'm comfortable that the first round of university engagement (as proposed) is consistent with this budget, provided that we can get the travel booked in shortly.
- Agenda for next Tuesday's meeting
  - If possible, we'd like to circulate an agenda to panel members this week, although I'm conscious that you may wish to discuss your draft interim report summary and that may be a bit later.
  - Additional items that could be considered include:
    - Alastair has suggested a short item to discuss the most recent student reference group meeting (minutes attached)
    - The paper on the definition of a university that I shared yesterday. Peter, I understand that you and Alastair are currently reviewing this – we'd be very happy to take on board any feedback.
    - Engagement planning, including the topics for discussion at the university visits and what material will be required to support them, and possibly the broader stakeholder list that was circulated earlier
- Interim report
  - We discussing the process for the interim report at our regular meeting with Minister Simmonds next week. Keen to test our assumptions about the process for developing, finalising and responding to it.

Happy to discuss anything else you might have on your minds though.

Ngā mihi
James

James Campbell | Senior Policy Manager, Tertiary Education
Te Pou Kaupapahere | Policy
9(2)(a)

University Advisory Group briefing: definition of a university

Contents

Purpose

The purpose of this briefing is to provide information to the University Advisory Group to support their consideration of the definition of a university in legislation. This briefing responds to members' requests for further advice on three potential directions for change:

- Adopting a more outcomes-focussed definition of a university
- Incorporating clearer expectations on the role of universities in relation to Te Ao Māori and Te Tiriti o Waitangi / the Treaty of Waitangi (Tiriti/Treaty)
- Defining a university as the only type of institution to be able to offer higher research degrees.

Context

Existing legislative provisions

Annex 1 provides an overview of the existing provisions in the Education and Training Act 2020 (the Act) that define and/or set expectations on universities, with some brief comments. This is intended to provide the UAG with a summary of the key sections, rather than detailed legal analysis, and is therefore not comprehensive. Obligations that are relevant to universities in other legislation, such as the Crown Entities Act, Public Audit Act, and Public Finance Act, have not been described. Further, more detailed, advice could be provided at the UAG's request.

We note that the interaction between the purposes, characteristics, obligations and duties of a university can be complex and need to be considered as a whole. In considering changes to any of these areas, we would suggest that the UAG focus on its objectives for the change, and the overall direction, rather than specific changes to individual sections. For example, a change could be aimed at:

- Signalling a desired shift in the focus or role of universities
- Reinforcing an existing role that universities play that may not be adequately reflected in the legislation
- Changing the accountabilities of universities' councils
- Influencing how Ministers, the TEC and other agencies engage with the university system
- Shifting the statutory threshold for the establishment of a university.

More generally, the UAG may wish to consider how the system ensures that universities continue to meet the expectations outlined in any definition or purpose statement. At present these expectations are broadly reflected in the audits undertaken by the Academic Quality Agency (an independent subsidiary of Universities New Zealand), but which is being disestablished with future arrangements yet to be confirmed. In Australia, by comparison, the Tertiary Education Quality and Standards Agency (TEQSA), which is an independent government agency, is responsible for ongoing assurance that universities and other higher education providers continue to meet the relevant requirements.

Adopting a more outcomes-focussed definition of a university

In the UAG's discussion on 13 June, members drew comparisons between the current definition of a university and the way that a university is defined in other jurisdictions. In particular, members noted that the definition of a university in Australia is more directly connected to what a university is expected to deliver for learners, communities and the country more broadly, whereas the New Zealand definition is more focussed on the activities that take place within a university.

One of the reasons for the difference in approach is that New Zealand's legislation provides a list of *characteristics* of a university to be taken into account when a Minister is seeking to establish a university. In comparison, the Australian legislation is laying out the distinctive *purposes* of a university (which the legislation aims to support). To that extent the more relevant comparison in Australia is arguably to the much more detailed list of criteria which institutions are required to meet to be recognised as an "Australian University", which are outlined in **Annex 2**, alongside the prescribed criteria for the recognition of other sorts of higher education institutions and universities.

As is outlined in **Annex 1**, New Zealand's legislation (s252) does include objectives for the whole tertiary system, which have more in common with the purposes of the Australian university system. These objectives include reference to the need for the system to respond to the needs of learners, foster a skilled and knowledgeable population, contribute to New Zealand's cultural and intellectual life and enhance New Zealand's research capabilities. However, this section does not specify the distinctive role that universities play in achieving these objectives.

The Act is arguably clearer on the roles of wānanga and Te Pūkenga, which have been set out more recently:

- The wānanga characteristics were updated in 2023 following extensive engagement with the wānanga. While the wānanga characteristics are also intended to inform any decision to establish a wānanga, they do more strongly connect to the broader outcomes that wānanga are seeking to achieve, including that wānanga "have a role in the promotion and maintenance or social, spiritual, cultural, political, and economic well-being in the community…"
- The Act outlines the functions that Te Pūkenga should pursue and provides a charter that it is required to give effect to. The functions include things that that Te Pūkenga is required to do (e.g. providing, arranging and supporting education and training, conducting research with a focus on applied and technological research), as well as outcomes that it is expected to pursue (e.g. improving the consistency of vocational education and training, improving outcomes for Māori). The charter primarily focuses on the way in which Te Pūkenga is required to operate when performing its functions.

Relevant feedback from Phase One submissions

While the Phase One consultation did not ask specifically about what should define a university, it did ask "What should be the primary functions of universities for a contemporary world?". As is outlined in more detail in the full summary of submissions, feedback on this question often referred to the existing statutory characteristics of a university, although they often also discussed the broader purpose of the university system.

Submissions tended to focus on three broad functions: teaching, research and a "third mission" framed variously as knowledge transfer, community engagement, and dissemination

of knowledge, with some noting that the third mission is not clearly acknowledged in legislation. Some also focussed on the role that universities have in local and national economies.

Options for consideration

The UAG could consider whether the legislation should articulate a statutory purpose for universities that they are expected to pursue, or whether the current characteristics could be expanded to include reference to broader factors. In particular, the UAG may wish to consider the merits of:

- An articulation of the distinctive *purpose* universities should play in the system (rather than solely what characterises a university)
- More clearly reflecting a "third mission" for universities in the definition (e.g. to contribute to society by making good use of their knowledge and output to address growing societal and economic challenges)
- Emphasising the role that universities play in providing learners with the skills and attributes they need to succeed in the workforce and to contribute to society
- More explicit reference to the connections that universities are expected to have at a local, national and global level
- Clearer connection to the role that universities are expected to play in the overall research system
- Changes to other obligations on universities, such as to Council duties, to more strongly incorporate any of the above.

Te Tiriti o Waitangi / the Treaty of Waitangi and the university system

Te Tiriti o Waitangi / the Treaty of Waitangi in the Act

The Act includes explicit Te Tiriti o Waitangi / Treaty of Waitangi (Te Tiriti) requirements alongside broader signals about the role of Te Tiriti in the education system as a whole. The key overarching provision is section 4(d), which provides that a purpose of the Act is to establish and regulate an education system that honours Te Tiriti and supports Māori-Crown relationships. This is a broad, high-level provision that applies across the education system.

Section 9 of the Act lists the main provisions that "recognise and respect the Crown's responsibility to give effect to" Te Tiriti, including a number of provisions that apply to universities. For example:

- Section 278 sets out representation considerations and requirements for TEI councils, including that each TEI's council needs to have at least one Māori member.
- Section 281 provides that it is a duty of each TEI's council, in performing its functions and exercising its powers, to acknowledge the principles of Te Tiriti, and to encourage the greatest possible participation by the communities served by the institution, with particular emphasis on groups in those communities that are under-represented among the students of the institution.
- Section 597 sets out the 'good employer' requirements on all employers in the education service, including operating an employment policy that requires recognition of the aims, aspirations, and employment requirements of Māori, as well as the need for greater involvement of Māori in the education service.

Beyond these provisions the Act does not specify the nature of universities' roles or responsibilities under Te Tiriti, nor to whom and how universities are accountable for these obligations. A question the Group could consider is whether there should be clearer and more definitive obligations related to Te Tiriti for universities in the Act.

What we heard through consultation

A common focus of university submissions was the importance of Te Ao Māori, Te Tiriti, and indigeneity for New Zealand universities. All the universities stated that they are committed to embracing Te Tiriti as a core value, noting that Tiriti relationships distinguish New Zealand universities.

Universities generally stated that they are complying with their statutory obligations and making progress on integrating the principles of Te Tiriti into their values, strategies, policies and operations, but progress is often slow and challenges remain. Some urged the UAG to take a broader view of what honouring Te Tiriti means for universities.

The Academy of the Royal Society Te Apārangi considered that one of the primary functions of universities is its 'duty of care to adhere in their mission to support the principles of Te Tiriti o Waitangi'.

Some submissions from university affiliated groups and staff raised concerns that the lack of clarity on the interaction between universities' responsibilities under Te Tiriti and academic freedom is leading to self-censorship.

The UAG could recommend clarification of universities' role and obligations

Currently, section 4 of the Act is broad enough to give universities the flexibility to determine what honouring Te Tiriti looks like in their specific context. Each university has taken a different approach to reflecting Te Tiriti in its policies and practices, including developing and formalising relationships with iwi partners.

The Group could explore including a reference to Te Tiriti in the definition of a university in the Act. This could include:

- broad reference to the role that Te Ao Māori plays in making New Zealand universities distinctive compared to universities in other jurisdictions;
- setting high-level expectations on universities to honouring Te Tiriti/the Treaty; and/or
- specific obligation/s on universities in relation to Te Tiriti/the Treaty e.g., outcomes for Māori learners, engaging with Māori communities, etc.

The legislation for Te Pūkenga could provide a useful reference point for exploring what a specific Tiriti obligation could look like for universities (noting that these provisions are likely to be revisited as part of the Government's commitment to disestablish Te Pūkenga):

Reference	Provision
Section 315: Functions of Te Pūkenga	Te Pūkenga has the following functions: (f) to improve outcomes for Māori learners and Māori communities in collaboration with Māori and iwi partners, hapū, and interested persons or bodies.
Schedule 13: Te Pūkenga charter	4. Te Pūkenga must operate in a way that allows it to – (d) reflect Māori-Crown partnerships in order to – (i) ensure that its governance, management, and operations give effect to Te Tiriti o Waitangi; and (ii) recognise that Māori are key actors in regional, social, environmental, and economic development; and (iii) respond to the needs of and improve outcomes for Māori learners, whānau, hapū and iwi, and employers.

Key considerations

If UAG members want to consider recommending changes in this area we would advise that they take the following factors into consideration:

Process considerations

If the Group is considering any changes in this space, the most important consideration is good process: "The way the Treaty is recognised…should be the product of genuine engagement with relevant iwi/Māori groups".[1] To date, the UAG has received limited formal

[1] Te Arawhiti (2022), *Providing for the Treaty of Waitangi in Legislation and Supporting Policy Design – Questions for Policy-makers*, retrieved from https://www.tearawhiti.govt.nz/assets/Tools-and-Resources/Providing-for-the-Treaty-of-Waitangi-in-legislation.pdf

feedback from Māori outside of the university system on these issues. The Secretariat can provide further advice and support on an approach to engaging with Māori.

We also suggest that the UAG explore this issue in greater depth with each of the universities. The individual institutions have each done a significant amount of thinking on these issues, although as we have noted their approaches are each distinct. We would suggest that UAG members seek further information on how each university is approaching this issue as part of their upcoming visits to the universities.

Whether greater legislative specificity is desirable

Including a specific reference to Te Tiriti in the Act can be a useful way of:

- providing clarity on what honouring Te Tiriti means in the university context;
- holding universities accountable for their role in honouring Te Tiriti;
- providing individual universities with a clearer mandate to take action to honour Te Tiriti;
- recognising Māori rights and interests in the university system; and
- setting a foundation for growing meaningful reciprocal relationships between Māori and universities.

On the other hand, specifying the nature of universities' role and responsibilities under Te Tiriti in the Act may not be the most effective or meaningful way for universities to honour Te Tiriti. As Te Arawhiti stated in its guidance on providing for Te Tiriti in legislation:

> *Recognising the Treaty is not reliant on having specific reference to it in legislation. The best expression of Treaty partnership, for example, may be non-legislative policies and practices that engage Māori in day-to-day operations...The most important thing is to identify the outcomes you are seeking to achieve and how the Treaty is engaged with those outcomes, so you can achieve them in the most meaningful way.*[2]

Allowing universities to develop their own approaches in response to the expectations of iwi, hapū, staff and students may provide flexibility for their approach to evolve, without sparking a potential contentious debate within and around these institutions.

More generally, we are aware that some academics have questioned whether it is correct for universities to be conceptualised as part of the Crown when thinking about Te Tiriti.[3] We note that Crown entities such as universities are not considered to be formally part of the Crown for Te Tiriti purposes and that universities are particularly distinct given that they are legally constituted by their staff, students and graduates. While these factors do create some complexity, they could also be used as an argument in favour of the Crown more clearly setting out what it expects from universities as part of the Crown honouring its obligations, rather than relying on individual institutions making their own judgments about what Te Tiriti means for them.

Concerns regarding academic freedom

As noted above, some submitters argued that universities seeking to give effect to Te Tiriti involves the institution taking a political position, with some raising concerns that this can limit

[2] *Ibid.*

[3] See, for example, Dominic O'Sullivan, 'NZ universities and not normal Crown institutions – they shouldn't be Tiriti-led', https://theconversation.com/nz-universities-are-not-normal-crown-institutions-they-shouldnt-be-tiriti-led-202037

academic debate around Te Tiriti-related issues. Examples cited include Massey University's proposed changes to its curricula, which are intended to give effect to its Te Tiriti aspirations, with some academics raising concerns that they require a particular perspective to be taught and apply more broadly than is appropriate.

Any changes would need to take care to preserve academic freedom, including maintaining the ability to state controversial opinions in relation to Te Tiriti, and to focus on what is expected of universities as educational institutions rather expecting them to take public positions on issues of the day.[4]

Consideration of the role of wānanga

Any change to the definition of the role of universities should take into account the role of wānanga as kaitiaki of mātauranga Māori, te reo Māori and tikanga Māori within the tertiary education sector, as is now set out in the Act:

Characteristics of Wānanga in the Education and Training Act 2020 (s389D)

Wānanga are institutions that—

a. Māori, primarily iwi, have been instrumental in establishing; and

b. are concerned with a wide diversity of **teaching and intellectual endeavour (including research)** that is—

   i. closely interdependent; and

   ii. **associated with higher learning**; and

c. are **kaitiaki of mātauranga Māori, te reo Māori, and tikanga Māori within the tertiary education sector**; and

d. have a role in the promotion and maintenance of social, spiritual, cultural, political, and economic well-being in the community; and

e. follow practices that are consistent with mātauranga Māori and tikanga Māori at all levels of governance and operations; and

f. **accept a role as a critic and conscience of society from a mātauranga Māori, te reo Māori, and tikanga Māori perspective**; and

g. position themselves within the networks of indigenous tertiary institutions across the world and **contribute to the setting of international indigenous standards of teaching and intellectual endeavour, including research**.

As stated by the Waitangi Tribunal in its report on the Wānanga Capital Establishment claim (WAI 718):

> *[Wānanga are] an institution that devotes a significant proportion of its activities to protecting and revitalising te reo Maori… It might be argued that other TEIs have Māori studies departments that provide this protection. While this may be true to a certain extent,* ***te reo Māori and mātauranga Māori are not central tenets to the activities of mainstream universities and polytechnics in the way they are to wānanga.***

[4] We note that recent discussions about institutional neutrality tend to focus on universities taking positions that are outside of their core functions, rather than making judgements on what is required of them as educational institutions. See, for example, Harvard University's *Report on Institutional Voice in the University* https://provost.harvard.edu/sites/hwpi.harvard.edu/files/provost/files/institutional_voice_may_2024.pdf

> *Wānanga are statutorily compelled to have regard to teaching and research that maintains ahuatanga Māori and tikanga Māori. In this regard, they are unique.*[5]

We would suggest particular engagement with the wānanga as part of testing the interaction between any proposals and the role of wānanga in the system.

[5] Waitangi Tribunal (1999), *The Wānanga Capital Establishment Report (WAI 718)*, pp.49-50.

Delivery of post-graduate research degrees

Context

UAG members have queried whether universities should be defined as the only type of institution able to offer 'higher degrees' – i.e. master's and doctorate qualifications. We understand that concerns primarily relate to the ability of non-universities to provide quality programmes at this level, as well as about the competitive environment between TEO types, and that these concerns are focussed on research master's and PhDs, rather than taught master's.

As we noted in the international comparison document that we prepared for the UAG, universities in other jurisdictions usually have the broadest authority to offer research master's and doctorates, although non-university institutions are sometimes able to offer this delivery in their specific fields of specialisation. It is also worth noting that in many of these jurisdictions the term 'university' is used in relation to entities that are not 'full' universities in their system, for example Technological Universities in Ireland and University Colleges in Norway, while others allow for the establishment of private universities. Often institutions that are not 'full' universities are subject to additional accreditation requirements for higher-degree delivery.

New Zealand's policy settings have tended to emphasise the importance of TEO autonomy and learner choice, as well as the idea of a "level playing field" and the importance of leaving room for innovation. As such, they do not restrict delivery of degree and postgraduate programmes to any particular type of TEO, although specific accreditation from NZQA is needed for non-universities to deliver at Level 7 (e.g. bachelor's degree) and above. For new programmes, the TEC also requires a TEO through its Investment Plan to demonstrate that the programme meets a clearly evidenced stakeholder need.

What we heard through consultation

There were no specific questions about this issue in Phase 1 consultation. However, university responses to Question 2 (on the long-term shape of university sector) showed a desire to strengthen the sector's difference to other sectors by limiting non-university degree and postgraduate provision to universities. Massey University suggested that degree and postgraduate provision should be distinctive to universities, for example, while Otago University suggested that competition from ITP degree provision had made some university programmes unsustainable.

Submissions on Question 2 from individual university staff members frequently mentioned the idea of limiting degree and postgraduate provision to universities, but this was not a common theme in submissions from faculties, departments, and research centres.

Te Pūkenga, the wānanga, and PTE submissions on Question 2 argued strongly that they had an important place in the tertiary education system delivering at degree and postgraduate levels.

Responses to Question 3 (on barriers to efficiency and effectiveness) from the universities highlighted their view that there is too much competition for students and that can lead to an unhelpful duplication of offerings. As with Question 2, some universities argued that other TEO types should be excluded from degree and postgraduate provision.

Other TEO types agreed there was too much competition, but in response advocated for more collaboration for the benefit of learners rather than for limiting this type of provision to universities.

Current delivery of post graduate programmes

At master's level…

Looking at all Master's degrees (taught and research), universities are by far the largest providers, but PTEs, ITPs and wānanga have a small but significant level of enrolments.

2023 Master's Degree Equivalent Full-Time Students (EFTS)

	Domestic	International	Total	Percentage
Universities	8,850	4,820	13,670	84
ITPs	380	1,165	1,545	9.5
Wānanga	175	0	175	1.1
PTEs	415	460	875	5.4
Total	9,820	6,445	16,265	

Universities' dominant role in Master's provision has remained relatively consistent over time, although the number of ITP and PTE Master's degrees has increased significantly since 2014 (from a low base).

Our enrolment data does not clearly distinguish between research and taught master's, but our understanding is that the vast majority of master's degrees delivered outside of the universities are taught master's. This is supported by PBRF data, which provides 2022 research master's degree completions (noting that not all providers participate in PBRF).

2022 PBRF Research Master's Completions

TEO type	Research Master's Completions	Percentage
University	2,211	93.2
ITP	113	4.8
Wānanga	33	1.4
PTE	15	0.6
Total	2,372	

PBRF data also shows that the subject area for research master's differs significantly by subsector.

2022 PBRF Research Master's Completions by Subject Area

Subject areas	University	ITP	Wānanga	PTE
Agriculture, Environmental and Related Studies	56	1	-	-
Architecture and Building	254	35	-	-
Creative Arts	294	29	-	8
Education	72	4	-	-

Subject areas	University	ITP	Wānanga	PTE
Engineering and Related Technologies	145	-	-	-
Health	263	18	-	-
Information Technology	69	2	-	-
Management and Commerce	73	18	-	-
Mixed Field Programmes	12	1	-	-
Natural and Physical Sciences	486	-	-	-
Society and Culture	487	5	33	7
Total	2,211	113	33	15

At doctoral level

Universities deliver all but a very small number of qualifications at a doctoral level. The most significant provider outside of the universities is Te Whare Wānanga o Awanuiārangi, which offers both a successful PhD programme and professional doctorates in Māori Development and Advancement, and in Indigenous Development and Advancement. Delivery in the ITP sector is limited to Unitec and Otago Polytechnic, which offer doctorates of professional practice and, in the case of Unitec, a doctorate in computing and a PhD in education. No PTE has offered a doctorate programme since 2010.

2023 Doctorate EFTS

	Domestic	International	Total	Percentage
Universities	3,955	3,270	7,225	98.2
ITPs	20	5	25	0.3
Wānanga	100	10	110	1.5
PTEs	0	0	0	0
Total	4,075	3,275	7,355	

Quality of delivery

NZQA is responsible for assuring the quality of academic programmes outside of the university sector, including for postgraduate and research qualifications. As noted, specific approval and accreditation to deliver is required from NZQA for programmes at all levels, including degrees and higher-level qualifications. The process is extensive and involves both a desk and a panel evaluation. For programmes at the doctorate level, a CUAP representative is engaged in the evaluation process.

All programmes of study that lead to diplomas, degrees and related qualifications at levels 7-10 are monitored by an external monitor on an annual basis. Degree monitors are generally from the university sector and are expected to have expert knowledge of the discipline area of the programme and experience in academic processes.

The purpose of monitoring is to provide evidence that:

- the programme is being managed, planned and implemented as it was approved
- consideration has been given to any recommendations made during the programme approval and accreditation process

- any minor modifications and enhancements made by the institution are consistent with the intent of the approved programme and the ongoing development of a quality programme, and in line with a type 1 change
- there is independent, external academic input during reviews and consideration of significant programme enhancements (i.e. type 2 changes)
- NZQA is made aware of issues affecting the satisfactory provision of the programme
- the quantity and quality of staff research outputs are consistent with the development and maintenance of an ongoing research culture in support of the programme.

Monitoring by NZQA is not intended to replace the actions taken by institutions to monitor, review and regularly improve the quality of the programmes they are responsible for.

These processes are supported by the External Evaluation and Review (EER) process. EER is a periodic review of g(TEOs), conducted by NZQA. All EER reports include two statements of NZQA's confidence in a TEO. One statement covers educational performance; the other, the TEO's capability in self-assessment.

Educational performance means the relative quality of the outcomes achieved by a TEO on behalf of its learners and community. It also takes into account the key supporting processes of the TEO and the resources it holds. Capability in self-assessment refers to the TEO's relative effectiveness in understanding its own mission (or kaupapa), and the needs of its learners and other stakeholders. It considers how well the TEO responds to these needs. It also considers how this self-assessment has contributed to improved performance.

NZQA is confident that these processes are robust and ensure that postgraduate degrees delivered outside the university sector are of a comparable quality both nationally and internationally. NZQA has offered to speak to the UAG about its views on this matter and quality assurance more generally.

Comment

The data shows limited postgraduate research degree provision outside the university sector, and we are not aware of quality concerns in relation to these programmes, or of an impact on universities from this delivery. Research master's represent only a small minority of master's degree delivery outside of the universities, and this appears to be centred in relative areas of expertise for non-university providers (e.g. building and creative arts for ITPs, society and culture for wānanga).

Defining universities as the only tertiary institutions that are capable of this delivery would be a significant shift in approach for New Zealand. While this is the case in some overseas jurisdictions, these jurisdictions often have greater variation in what is defined as a university, such as specialist universities, technical universities and private universities. Some of these institutions would not meet the definition of a university in New Zealand.

New Zealand's current system separates questions of what type of tertiary institution is able to offer what type of qualification from the question of institutional form. Provided that the quality assurance system is robust and effective, this should make for a more flexible, responsive and accessible system. We are not aware of any substantive concerns about the adequacy of current quality assurance arrangements for ITPs, wānanga and PTEs.

While it is appropriate for the UAG to provide recommendations on what the distinctive role of the universities is and should be, we suggest that the role of other parts of the tertiary education system should primarily be considered as part of other policy work, such as ongoing

work on the disestablishment of Te Pūkenga. While the immediate financial impact on most non-universities is unlikely to be significant (other than for Te Whare Wānanga o Awanuiārangi – see below – and possibly some specialist PTEs), it could signal a loss of confidence in the quality of provision at these institutions more generally. Any change would also need to ensure that it does not undermine their ability to effectively deliver at the undergraduate degree level, given that this delivery is required to be primarily taught by research-active staff.

Considerations regarding Wānanga

We expect that the wānanga would reject the premise that universities are inherently better equipped to support higher level research qualifications, particularly where the subject matter relates to mātauranga Māori or indigenous development. This has been the subject of multiple Waitangi Tribunal reports (as described earlier in this report) and significant work has occurred in across tertiary education agencies in recent years to better recognise and support the role of wānanga.

For Te Whare Wānanga o Awanuiārangi, the inclusion of the word "whare" in the name is deliberately intended to denote the higher spectrum of learning at PhD level that Awanuiārangi offers. A stated objective for Awanuiārangi is to provide its students (particularly ākonga Māori) with a pathway to progress all the way from foundation education programmes to PhDs. It also attracts international doctorate students based on its strong reputation in indigenous studies. NZQA's most recent assessment described its PhD programme as "making significant contributions of consequence both locally, nationally and internationally" and described the quality of teaching and support as excellent.[6]

[6] https://www.nzqa.govt.nz/bin/providers/download/provider-reports/9386-2023.pdf

Annex 1: Key Education and Training Act 2020 provisions

Provision	Description of provision	Comment
	Relevant to all providers in the tertiary education system	
Section 4	The Act's purpose is to establish and regulate an education system that: • provides New Zealanders and those studying in New Zealand with the skills, knowledge, and capabilities that they need to fully participate in the labour market, society, and their communities; • supports their health, safety, and well-being; • assures the quality of the education provided and the institutions and educators that provide and support it; and • honours Te Tiriti o Waitangi and supports Māori-Crown relationships.	These types of purpose provisions are generally intended to communicate Parliament's overall objectives for the legislation, to guide how Ministers, agencies and providers exercise powers under the legislation, and to influence how the courts interpret the legislation. While it is important not to overstate the impact of these sorts of purpose provisions, they can influence what is expected of different parts of the education system, including universities.
Section 7	The Government must issue a tertiary education strategy (TES) that sets out the Government's long-term strategic direction and current and medium-term priorities for tertiary education.	The TES is intended to provide strategic direction to the sector. The TEC is required to give effect to the TES, and universities and other providers are in turn required to articulate how they contribute to this strategy via their investment plans. These strategies have differed significantly between governments, in terms of focus and level of detail.
Section 252	The objectives of the tertiary education and vocational education and training part of the Act is to foster and develop a system that:	In addition to the broader signalling and interpretative role of section 4

	• fosters, in ways that are consistent with the efficient use of national resources, high-quality learning and research outcomes, equity of access, and innovation; • contributes to the development of cultural and intellectual life in New Zealand; • responds to the needs of learners, interested persons or bodies, and the nation, in order to foster a skilled and knowledgeable population over time; • contributes to the sustainable economic and social development of the nation; • strengthens New Zealand's knowledge base and enhances the contribution of New Zealand's research capabilities to national economic development, innovation, international competitiveness, and the attainment of social and environmental goals; and • provides for a diversity of teaching and research that fosters, throughout the system, the achievement of international standards of learning and, as relevant, scholarship.	(discussed above), this section requires the Minister, the TEC, and NZQA to take these objectives into account when making decisions in relation to the tertiary education system.
Relevant to universities as tertiary education institutions		
Section 267	This section sets out Parliament's intention to preserve and enhance academic freedom and the institutional autonomy of universities (and wānanga). In turn these institutions are required to act in a manner that maintains the highest ethical standards, permits public scrutiny, and maintains accountability. Academic freedom is defined as: • the freedom of academic staff and students, within the law, to question and test received wisdom, to put forward new ideas, and to state controversial or unpopular opinions: • the freedom of academic staff and students to engage in research: • the freedom of the institution and its staff to regulate the subject matter of courses taught at the institution: • the freedom of the institution and its staff to teach and assess students in the manner that they consider best promotes learning: • the freedom of the institution through its chief executive to appoint its own staff.	The Minister, agencies and universities are required to give effect to these intentions.

Section 268	Universities are characterised 'by a wide diversity of teaching and research, especially at a higher level, that maintains, advances, disseminates, and assists the application of knowledge, develops intellectual independence, and promotes community learning', and have the following characteristics: • they are primarily concerned with more advanced learning, the principal aim being to develop intellectual independence; • their research and teaching are closely interdependent and most of their teaching is done by people who are active in advancing knowledge; • they meet international standards of research and teaching; • they are a repository of knowledge and expertise; and • they accept a role as critic and conscience of society.	This section defines the characteristics of a university for the purpose of setting out the criteria that the Minister must meet when recommending the establishment of a university.
Section 281	The duties of university councils are: • to strive to ensure that the institution attains the highest standards of excellence in education, training, and research; • to acknowledge the principles of Te Tiriti/the Treaty; • to encourage the greatest possible participation by the communities served by the institution so as to maximise the educational potential of all members of those communities, with particular emphasis on groups in those communities that are under-represented among the students of the institution; • to ensure that the institution does not discriminate unfairly against any person; • to ensure that the institution operates in a financially responsible manner that ensures the efficient use of resources and maintains the institution's long-term viability; and • to ensure that proper standards of integrity, conduct, and concern for the public interest and the well-being of students attending the institution are maintained.	

Annex 2: Purpose and definition of a university in Australian legislation

Provision	Summary of provision	Comment
	Higher Education Support Act 2003	
Section 2-1 Objects of this Act	The objects of this Act are: (a) to support a higher education system that: (i) is characterised by quality, diversity and equity of access; and (ii) contributes to the development of cultural and intellectual life in Australia; and (iii) is appropriate to meet Australia's social and economic needs for a highly educated and skilled population; and (iv) promotes and protects freedom of speech and academic freedom; and **(b) to support the distinctive purposes of universities, which are:** **(i) the education of persons, enabling them to take a leadership role in the intellectual, cultural, economic and social development of their communities; and** **(ii) the creation and advancement of knowledge; and** **(iii) the application of knowledge and discoveries to the betterment of communities in Australia and internationally; and** **(iv) the engagement with industry and the local community to enable graduates to thrive in the workforce;** (c) to strengthen Australia's knowledge base, and enhance the contribution of Australia's research capabilities to national economic development, international competitiveness and the attainment of social goals; and (d) to support students undertaking higher education and certain vocational education and training.	This provision sets out the purposes (or 'objects') of the Australian higher education funding and student support systems. Subsection (b) is the clearest legislative statement of what Australia sees as the distinctive purposes of its universities. Although it does not directly impose obligations on universities, they do inform TEQSA's approach to its regulatory functions as well as universities' own understandings of their roles.

The Higher Education Standards Framework (Threshold Standards) 2021		
B1.1 'Institute of Higher Education' Category	To be registered as an Institute of Higher Education a provider must: • Have a clearly articulated higher education purpose that includes a commitment to freedom of speech and academic freedom, and offers at least one accredited course of study. • Have academic and teaching staff that are active in scholarship that informs their teaching, and active in research when engaged in research student supervision, supported by the provider.	There are four categories of institutions that can be registered by TEQSA to offer higher education (defined as qualifications at levels 5-10 of the Australian Qualification Framework - diploma through to doctoral degrees): • 'Institute of Higher Education' • 'University College' • 'Australian University' • 'Overseas University'. Institutes of Higher Education are non-university providers of higher-education that typically offer a more limited range of courses, generally do not conduct extensive research and have limited self-accrediting authority.
B1.2 'University College' Category	To be registered as a university college, a provider must meet additional requirements (beyond those applying to an Institute of Higher Education), relating to: • self-accreditation of 70 percent of its courses • a history of successful delivery with strong student outcomes • processes for the design, delivery, accreditation, monitoring, quality assurance, review and improvement of courses of study, and the maintenance of academic integrity • systematic support for scholarship • identifying, implementing and sharing good practices and advances in teaching and learning • academic leadership and expertise • engagement with employers, industry, and the professions in the areas in which it offers courses of study	University Colleges are an intermediate category of institution that offers a broader range of undergraduate, and some postgraduate courses. They may be on a pathway to becoming a full university. More limited self-accreditation than a full university.

	• civic leadership through engagement with its communities and a commitment to social responsibility	
B1.3 'Australian University' Category	To be registered as an 'Australian University' a provider must meet additional requirements (beyond those applying to a University College), relating to: • Having authority to self-accredit all courses in a breadth of fields • the support of the relevant State, Territory or Commonwealth government • delivering Doctoral Degrees (Research) in a breadth of fields. The legislation also allows for the registration of universities with a 'specialised focus' where they are only self-accrediting in one or two broad fields of education. The legislation also notes that the undertaking of research that leads to new knowledge and original creative endeavour and research training are fundamental to the status of an 'Australian University'. Within ten years of being registered as an 'Australian University', they are generally required to deliver research that is 'world standard' (or of national standing in relation to fields specific to Australia) in at least 50 percent of their broad fields of education.	The equivalent of a university in New Zealand, although some, such as the University of Divinity in Victoria, are privately owned (which is not possible in New Zealand). Allows for the establishment of universities with a 'specialised focus'. Universities in Australia are generally self-accrediting, but are subject to the oversight of TEQSA, which provides assurance that they continue to satisfy all of these criteria as a condition of their ongoing registration. The requirements on universities in Australia are significantly more prescriptive than New Zealand, particularly with regards to the breadth of delivery and quality of research.

Document 36

Vladka Smith

From: James Campbell
Sent: Tuesday, 23 July 2024 11:36 am
To: pd.gluckman@auckland.ac.nz; hema.sridhar@auckland.ac.nz
Cc: 9(2)(a) @tec.govt.nz; University Advisory Group
Subject: NZQA discussion with the UAG

Kia ora

At the Minister's meeting this morning there was a brief discussion about work that NZQA is doing on the qualifications framework, which the Minister suggested that they brief the UAG on. Their CE Grant Klinkum was very keen to do so and has previously offered to talk to the UAG about their perspective on broader quality assurance issues that relate to universities. I wondered whether this would be a good item to include on the agenda for the UAG's meeting in a fortnight's time (6 August) – what do you think? Grant has confirmed that he is available.

Ngā mihi
James

James Campbell | Senior Policy Manager, Tertiary Education
Te Pou Kaupapahere | Policy
9(2)(a)

Document 37

Vladka Smith

From: Peter Gluckman <pd.gluckman@auckland.ac.nz>
Sent: Tuesday, 23 July 2024 2:59 pm
To: Hema Sridhar; Alastair MacCormick; Arihiab; 9(2)(a) ; Bella; John Allen; Poreilly; David Skegg; hamish.spencer@otago.ac.nz; Tracey McIntosh
Cc: 9(2)(a) ; 9(2)(a) ; Katrina Sutich; James Campbell; 9(2)(a) ; Hema Sridhar
Subject: Report outline update
Attachments: UAG report 2.docx 37a

Ahead of our meeting today, attached is the outline and table for our interim report.

Peter

Sir Peter Gluckman ONZ KNZM FRSNZ FMedSci FTWAS FISC FRS
University Distinguished Professor
Koi Tū; The Centre for Informed Futures
President; International Science Council

University of Auckland
PA:Megan (m.stunzner@auckland.ac.nz)
pd.gluckman@auckland.ac.nz
www.Informedfutures.org

PA Emily emily.strong@auckland.ac.nz

Physical: **Level 7, Building 804, 18 Waterloo Quadrant, Auckland Central 1010**
Mail: **Private Bag 92019, Auckland 1142**

Document 38

From: Peter Gluckman
To: James Campbell
Subject: Re: Agenda for next week and university visits
Date: Wednesday, 24 July 2024 12:46:23 pm

We will be 10 min late for 1300
Peter
Sent from my iPhone

> On 19 Jul 2024, at 09:50, Peter Gluckman <pd.gluckman@auckland.ac.nz> wrote:
>
> Circulate
>
> Sent from my iPhone
>
> > On 19 Jul 2024, at 09:47, James Campbell <James.Campbell@education.govt.nz> wrote:
> >
> > Thanks Peter
> > Would you like us to circulate our 'definition of a university' paper at the same time, or hold off until you and Alastair have reviewed? It's been pointed out to me that we told the group last Friday that we would get it to them this week.
> > Ngā mihi
> > James
> > **James Campbell** | Senior Policy Manager, Tertiary Education
> > Te Pou Kaupapahere | Policy
> > Mobile 9(2)(a)
> >
> > **From:** Peter Gluckman <pd.gluckman@auckland.ac.nz>
> > **Sent:** Friday, July 19, 2024 8:54 AM
> > **To:** Hema Sridhar <hema.sridhar@auckland.ac.nz>; James Campbell <James.Campbell@education.govt.nz>; Alastair MacCormick <a.maccormick@auckland.ac.nz>
> > **Subject:** Re: Agenda for next week and university visits
> > We will send a modified agenda later today.
> > 22 and 23rd Aug are fine for me all day
> >
> > **From:** Hema Sridhar <hema.sridhar@auckland.ac.nz>
> > **Date:** Friday, 19 July 2024 at 7:45 AM
> > **To:** Peter Gluckman <pd.gluckman@auckland.ac.nz>
> > **Subject:** Fwd: Agenda for next week and university visits
> >
> > Are you happy with the agenda for next week?

It's based on the discussion yesterday

Hema Sridhar
Strategic Advisor - Technological Futures
Koi Tū: The Centre for Informed Futures
D +64 (9) 923 6442 | ext +85764 | **M** 9(2)(a)
E xxxx.xxxxxxx@xxxxxxxx.xx **W** https://informedfutures.org
A The University of Auckland, Building 804-705, Level 7, 18 Waterloo Quadrant, Auckland Central 1010.

From: James Campbell <xxxxx.xxxxxxxx@xxxxxxxxx.xxxx.xx>
Sent: Thursday, July 18, 2024 5:45:51 PM
To: Hema Sridhar <xxxx.xxxxxxx@xxxxxxxx.xx.xx>
Cc: Jill Rolston <xxxx.xxxxxxx@xxxxxxxx.xx.xx>; 9(2)(a) 9(2)(a) @tec.govt.nz>; 9(2)(a) @tec.govt.nz 9(2)(a) @tec.govt.nz>; Emily Strong <xxxxx.xxxxxx@xxxxxxxx.xx.xx>
Subject: Agenda for next week and university visits

Hi Hema

Following the discussion with Peter earlier, we've drafted the attached agenda. If this is fine by you then we can circulate to members alongside the last UAG minutes, and the Student Reference Group minutes.

What time tomorrow would suit you to discuss the logistics of the university visits (below is where we are at atm)? Key thing to land is whether Sir Peter is available for a full day panel meeting on 23/8 in Auckland, following UoA and AUT meetings the day before, or whether we need to try to fit in a full day on another date. Otherwise we just need to propose a date for Massey (would like to do this based on Peter's availability), and for Peter and Alastair to confirm their proposed discussion questions to help shape up the agendas.

University	Date (green confirmed)	Attendees (green confirmed)	Notes / Questions
VUW	Monday 12/8	Alastair MacCormick Arihia Bennett Phil O'Reilly	VUW has shifted dates from 13/8 to 12/8 – checking whether panel members still available VUW has provided a suggested agenda for feedback
Otago	Weds 14/8	Sir Peter Gluckman Arihia Bennett Paula Rebstock	Otago offered 14 and 15 August. All three members available either day, so suggesting 14 August to enable

			Arihia to get up to Waikato more easily on 16/8
Waikato	Friday 16/8	Alastair MacCormick Arihia Bennett John Allen	All three members available so date to be locked in – agenda to be confirmed.
Lincoln	Tuesday 20/8	Sir Peter Gluckman Sir David Skegg	Lincoln has offered the afternoon of 20/8, but Bella and Phil aren't available. Testing if Sir David is available
Canterbury	Weds 21/8	Sir Peter Gluckman Phil O'Reilly Bella Takiari-Brame Sir David Skegg	Three members available so date to be locked in – agenda to be confirmed. Testing if Sir David is available for this as well (may as well if he is also coming up for Lincoln).
AUT	Thursday 22/8	Sir Peter Gluckman Alastair MacCormick Arihia Bennett	To confirm asap if we have enough panel members available on 22/8 to run in parallel with Auckland Uni - then could look to have an in-person panel meeting on 23/8 in Auckland.
Auckland	Thursday 22/8	Sir David Skegg John Allen Paula Rebstock	Date confirmed. To confirm attendance, including whether can happen in parallel with AUT, and whether an in-person panel meeting on 23/8 in

			Auckland will work
Massey	TBC	Sir Peter Gluckman Bella Takiari-Brame Paula Rebstock	To go back to Massey with proposed dates based on Sir Peter's availability

DISCLAIMER:
This email and any attachments may contain information that is confidential and subject to legal privilege. If you are not the intended recipient, any use, dissemination, distribution or duplication of this email and attachments is prohibited. If you have received this email in error please notify the author immediately and erase all copies of the email and attachments. The Ministry of Education accepts no responsibility for changes made to this message or attachments after transmission from the Ministry.

Document 39

Vladka Smith

From: James Campbell
Sent: Wednesday, 24 July 2024 10:03 pm
To: Peter Gluckman; Alastair MacCormick; Arihiab; 9(2)(a) ; Bella; John Allen; Poreilly; David Skegg; Alastair MacCormick
Cc: University Advisory Group; 9(2)(a) ; 9(2)(a) @tec.govt.nz; hema.sridhar@auckland.ac.nz; Donna McKenzie; Catherine Ryan; 9(2)(a) @tec.govt.nz
Subject: Update on university visits and UAG meetings

Kia ora koutou

We are now very close to finalising arrangements for the university visits and meetings in August – thank you all for your patience (and to 9(2)(a) who is managing a lot of this at our end). Below are the proposed dates/attendance for the university visits – the key things to note are:

- **Proposed online meeting on Friday 9 August** – Sir Peter has asked us to shift the next online UAG meeting to 9 August. An invite will go out shortly for 1-3pm but if that time does not work for members then we could alternatively look at 11am-1pm. Please note that this is separate to the online session with NZQA's Chief Executive, Grant Klinkum, and DCE Quality Assurance, Eve McMahon on Tuesday 6 August.
- **Auckland University visit –** We now have tentative confirmation of 23 August for a visit to the University of Auckland. Based on what was indicated for the previously planned panel day meeting on that day, I understand that Sir David, Arihia, John and Phil are all available on that day – please just let us know if that is not the case.
- **Massey University visit** – We have now confirmed Tuesday 27 August for a visit to Massey University (Palmerston North campus). The proposed attendees are Sir Peter, Sir David, Bella and Dame Paula, who we understand are all available based on previous emails – again please just let us know if that's changed.
- **In-person panel meeting** – We are now proposing to hold a full-day panel meeting **in Wellington on either 26 or 28 August**. **Could members please complete the poll in this link to confirm your availability: View/vote in browser**

Hema and Sir Peter are preparing some broad discussion topics to share with the universities, based on the questions that Sir Peter circulated earlier in the week. We will then work with each university to confirm an agenda for the day, including time to meet with the student's association at each university. As mentioned at this week's meeting, a member of the secretariat will attend each meeting to take notes and provide any other support needed. A member from the SSAG will also be attending those meetings that Sir Peter isn't available for to engage on any SSAG related issues.

9(2)(a) will start getting in contact with each of you shortly to confirm your travel and accommodation arrangements over this period. We would be keen to lock these in as soon as possible so appreciate your responsiveness.

University	Date	Attendees	Notes
WEEK ONE – 12-16 AUGUST			
VUW	Monday 12/8	Alastair MacCormick Arihia Bennett Phil O'Reilly Sir David Skegg	
Otago	Weds 14/8	Sir Peter Gluckman Arihia Bennett Dame Paul Rebstock	
Waikato	Friday 16/8	Alastair MacCormick	

		Arihia Bennett John Allen	
WEEK TWO – 19-23 AUGUST			
Lincoln	Tuesday 20/8	Sir Peter Gluckman Sir David Skegg	Afternoon only
Canterbury	Wednesday 21/8	Sir Peter Gluckman Sir David Skegg Phil O'Reilly Bella Takiari-Brame	
AUT	Thursday 22/8	Sir Peter Gluckman Alastair MacCormick Arihia Bennett	
Auckland	Friday 23/8	Sir David Skegg Arihia Bennett Phil O'Reilly John Allen	Date still tentative – UoA confirming with the VC
WEEK THREE – 26-30 August			
Massey	Tuesday 27/8	Sir Peter Gluckman Sir David Skegg Bella Takiari-Brame Dame Paula Rebstock	
In-person panel meeting	Monday 26/8 or Wednesday 28/8	All members	In Wellington (TEC offices). Date depending on panel availability.

Ngā mihi
James

James Campbell | Senior Policy Manager, Tertiary Education
Te Pou Kaupapahere | Policy

9(2)(a)

Document 40

Vladka Smith

From: James Campbell
Sent: Tuesday, 30 July 2024 12:09 pm
To: pd.gluckman@auckland.ac.nz; hema.sridhar@auckland.ac.nz; Alastair MacCormick
Cc: 9(2)(a) @tec.govt.nz; 9(2)(a)
Subject: UAG discussions
Attachments: 40a International governance comparison table (002).docx; Out of scope
Out of scope

Kia ora

Just checking in on whether there are particular items you would like to cover at this afternoon's meeting?

I have a few things, but they probably better to cover at our catch up tomorrow – primarily:

- the discussion topics for the university visits (the universities are starting to chase us for these) and any specific feedback you would like us to provide on the draft agenda from VUW and the attached draft agenda we have received from Lincoln
- discussing how we best align the material we are producing for the UAG with the upcoming UAG meetings (updated calendar attached)
    - As previously noted we've been working on some analysis of international governance arrangements. We have a longer piece of analysis in draft, but we wondered whether the attached table summarising arrangements might be a good starting point?
- I'd like to share some initial thinking on options for 9(2)(f)(iv) – just tidying it up today but will share shortly. I haven't yet tested this broadly but interested in your thoughts.

Please just let me know if there is anything you'd like to cover this afternoon, or if you'd prefer we cancel this one, and whether there is anything else you would like to discuss tomorrow.

Ngā mihi
James

James Campbell | Senior Policy Manager, Tertiary Education
Te Pou Kaupapahere | Policy
9(2)(a)

Document 40a

International comparison of university governance arrangement – initial summary for University Advisory Group

	New Zealand	Australia	England	Scotland	Norway	Singapore	Republic of Ireland
Summary comparison	New Zealand's university governance settings are broadly similar to those of Australia, England and Scotland in terms of structure; oversight is overall somewhat stronger. A single main piece of legislation (ETA) makes it a simple system. Governing body sizes are the smallest of the jurisdictions surveyed.	Broadly comparable to New Zealand but governance requirements are not legislated. Sector has more flexibility in determining how to apply high-level principles, and there is greater variation as a result. *Note that further changes to the tertiary system are anticipated following the adoption of the Australian Universities Accord.	Like New Zealand, legislation is relatively prescriptive in terms of university governance arrangements. However, there are no ministerial appointments to governing bodies, and the sector has a more active role in setting standards. Regulations are spread across a mix of legislation, funding conditions, and sector codes, making it a complex system.	Like New Zealand, legislation is relatively prescriptive in terms of university governance arrangements. However, there are no ministerial appointments to governing bodies, and the sector has a more active role in setting standards. Regulations are spread across a mix of legislation, funding conditions, and sector codes, making it a complex system.	Unique among the jurisdictions surveyed in that private university colleges play a significant role in the system, and are subject to more permissive governance requirements. State university governance requirements are broadly comparable to those of New Zealand, but there is a stronger focus on student representation relative to other jurisdictions, and on students and learning in general. Like New Zealand, there is a single source of regulations.	Significantly stronger oversight relative to New Zealand and other jurisdictions: governing bodies are entirely appointed by the Minister and are directly answerable to them. Minister has broad powers to set policy. Legislation and regulations are much less descriptive relative to other jurisdictions.	Governance regulations were significantly overhauled and strengthened in 2022 and are now among the more prescriptive. Like New Zealand, governing body make-up must reflect national demographics. Regulations are spread across two Acts and a framework.
Legislative status of universities							
Establishment	Crown entities established or disestablished by Minister via Order in Council.	Crown entities, almost all established or disestablished under individual state or territory legislation[1].	Almost all are charitable organisations with exempt status as set out in Education Reform Act 1988.[2] Established via Royal Charter (pre 1992) or Instrument of Government (post 1992).	Charitable organisations with exempt status as set out in Further and Higher Education Act (Scotland) 2005. Established via Papal Bull or Royal Charter (pre 1992) or Instrument of Government (post 1992).	The 10 state universities, along with six university colleges and five scientific colleges, are state-owned entities. In addition, there are a large number of private university colleges that are required by law to be limited liability companies or foundations. State and private institutions are accredited under the Universities and University Colleges Act. Currently 15 private institutions are accredited and receive some government funding.	The six 'Autonomous Universities' are corporate entities and Institutions of Public Character under the Charities Act. Each has their own establishing legislation.	Almost all are charitable organisations with exempt status. Most established through the Universities Act 1997; Dublin City University and the University of Limerick have their own establishing legislation.

[1] There are a small number of exceptions: four higher education institutions including the Australian National University are established under federal legislation. There are four private universities in Australia; however they must comply with governance regulations as registered providers.
[2] There are five UK universities that are not charities; in order to retain OfS registration however they must comply with governance regulations and legislation.

	New Zealand	Australia	England	Scotland	Norway	Singapore	Republic of Ireland
Autonomy	Publicly-owned but operate independently	Publicly-owned but operate independently	Legally fully autonomous	Legally fully autonomous	State institutions are publicly-owned but appear to operate independently. Private institutions are autonomous but subject to the supervision of the Ministry of Education and Research.	Although they are independent charitable organisations, university governance bodies are directly accountable to the Minister.	Legally fully autonomous
Government policy-setting and monitoring							
Governance policy-setting	Higher education governance policy is set by MOE and reflected in the ETA. As Crown entities, university councils must also adhere to the governance principles of the Crown Entities Act.	No governance policy in legislation. At the federal level, high-level governance principles are developed by the Higher Education Standards Panel, adopted by the Minister, and reflected in the Higher Education Standards Framework (HESF), a legislative instrument under the Tertiary Education Quality and Standards Agency Act.	Higher education governance policy is set by the Department of Education (UK) and reflected in the Education Reform Act 1988.	Higher education governance policy is set by Scottish government and reflected in the Higher Education Governance (Scotland) Act 2016.	Higher education governance policy is set by the Ministry of Education and Research, and reflected in the Universities and University Colleges Act. This applies to both state and private institutions that have been accredited.	There is no higher-education specific governance policy. As Institutions of Public Character, universities must comply with the Code of Governance for Charities and IPCs.	Higher education governance policy is set by the Department for Further and Higher Education, Research, Innovation and Science, with advice from the Higher Education Authority (HEA). Policy is reflected in the Universities Act 1997, the Higher Education Authority Act 2022, and the *Higher Education Governance Oversight Framework*. Note the HEA Act amended the Universities Act to substantially strengthen the requirements on governing bodies.
Monitoring	Monitoring and oversight of governance including legislative compliance carried out by TEC.	Monitoring and oversight of governance including compliance with HESF carried out by Tertiary Education Quality and Standards Agency.	Monitoring and oversight of governance carried out by Office for Students, including compliance with the OfS Regulatory Framework good governance conditions.	Monitoring and oversight of governance including legislative compliance carried out by Scottish Funding Council.	Monitoring and oversight including legislative compliance and accreditation is carried out by the Norwegian Agency for Quality Assurance in Education (NOKUT).	Monitoring and oversight of compliance with Code of Governance including submission of annual Governance Evaluation Checklist is carried out by Ministry of Culture, Community and Youth.	The HEA carries out monitoring and oversight including compliance with legislation, the *Governance Oversight Framework*, and the *Code of Practice for the Governance of State Bodies*.
Governance standards							
	No code of practice, although the TEC publishes a *Governance Guide*	*Voluntary Code of Best Practice for the Governance of Australian Public Universities* (University Australia) – universities can choose to adopt this Code. Sets out general principles and specific structural recommendations relating to the governing body.	*The Higher Education Code of Good Governance* (Committee of University Chairs) – all UK universities can choose to adopt this or not. However, not doing so requires explanation and assurance that the governance arrangements meet these expectations of	*The Scottish Code of Good Higher Education Governance* (Committee of Scottish Chairs) – universities can choose to adopt this code or not, but it reflects legislative obligations and the expectations of the Scottish Funding Council, which can be required to make funding	None.	None.	None.

	New Zealand	Australia	England	Scotland	Norway	Singapore	Republic of Ireland
		*Note this will be replaced at end of 2024 with new *University Governance Principles and Recommendations* which universities will be required to report against.	the OfS Regulatory Framework. The *Code* is high-level and does not prescribe specific arrangements of the governing body.	conditional on satisfactory governance performance. The *Code* sets out general principles and specific structural recommendations relating to the governing body.			
Governing body constitution and membership							
Number of members	Minimum of 8 and maximum of 12 Council members required by legislation	Governing body membership set out in each university's establishing legislation – numbers vary. The *Voluntary Code* recommends a maximum of 22 members.	Minimum of 12 and maximum of 24 governing body members required in legislation	No minimum or maximum required; however the *Code of Good Higher Education Governance* sets out expectation that the size of the governing body supports its effective function.	The Universities and University Colleges Act requires that boards of state institutions have 11 members, and that boards of private institutions must have a minimum of five members.	No specified minimum or maximum in legislation.	The Universities Act requires that governing body membership of all higher education providers other than Trinity College is 19 members.
Appointments	3-4 ministerial Council appointments required by legislation	Establishing legislation for many, but not all, universities requires a number of state ministerial or gubernatorial appointments – the number varies.	No ministerial or governmental appointments unless the number of independent members falls below the required number – in this instance the Secretary of State appoints the required number of independent members.	No ministerial or governmental appointments.	State institutions: the Universities and University Colleges Act requires that the Ministry appoints one of the independent members as chair of the board, unless the Rector (Vice-Chancellor) has been elected, in which case the Rector must be chair of the board. Private institutions have no ministerial or governmental appointments.	Establishing legislation for each of the universities requires that all board members are appointed by the Minister. The Minister may remove or appoint members at any time.	The Universities Act requires that seven independent members are appointed by the governing body following a process that is approved by the Minister; in addition the Minister nominates 3 individuals for consideration.

	New Zealand	Australia	England	Scotland	Norway	Singapore	Republic of Ireland
Stakeholder representation	The ETA requires that Council membership **must** include elected student and staff representation, Māori representation, and **should** reflect university community and national gender split. Individual council constitutions/ statutes set out additional stakeholder representation requirements – e.g. alumni appointments, or appointments on advice of mana whenua representative groups.	The HESF requires that the governing body include independent members. The *Voluntary Code* recommends that a majority of members be independent, and that members of any state or federal government should not be appointed except where specifically selected by the governing body. Establishing legislation for each university requires a range of different stakeholder representation requirements e.g. student, staff, and union representation.	The Education Reform Act requires that governing body membership include elected staff and student representation, and that up to 13 members and at least half of the total membership, are independent. The *Higher Education Code of Governance* expects that governing bodies consider establishing a Senior Independent Governor role, who would among other things lead the appraisal of the Chair and Deputy Chair.	The Higher Education Governance Act requires that governing body membership include elected staff and student representation, and appointed teaching and support staff union representation. The *Code of Good Higher Education Governance* requires that the governing body have a majority of lay (i.e. independent) members. In practice, many governing body memberships also include local or city council representation.	The Universities and University Colleges Act sets out requirements for state and private institutions. State institutions: four members must be elected from the academic staff, one from the professional staff, two from the students, and four independent members. The board may by simple majority decide on a different composition so long as those stakeholder groups are 'satisfactorily represented'. Private institutions: staff and student representation must be included. If the board has more than ten members, staff and students must each have two representatives. There must be gender equality on the board, and the Gender Equality Act applies.	The Code of Governance requires that governing bodies of IPCs include staff representation and limits on staff representation.	The Universities Act requires that governing body membership must include appointed staff and student representation, that not less than 40% of members may be men or women, and that the composition of the governing body reflect Irish society including competency in the Irish language.
Skills-based memberships	Legislation requires that Council members have 'relevant knowledge, skills, or experience'.	The HESF requires that members are 'fit and proper', and a minimum of two are Australian residents. The *Voluntary Code* recommends skills-based membership, including financial/commercial expertise and higher education expertise.	Legislation requires that independent members have experience in industrial, commercial, or employment matters, or a profession.	No skills-based legislative requirement, but the *Code* sets out expectation that each governing body make lay appointments based on a public register of necessary skills and expertise.	No skills-based requirements.	No requirements in establishing legislation or the Code of Governance. Some of the university annual reports refer to board members having been appointed on the basis of relevant skills and expertise.	The Universities Act requires that independent members must have knowledge of, and experience in, matters connected with the objects and functions of the university.

	New Zealand	Australia	England	Scotland	Norway	Singapore	Republic of Ireland
	Functions, duties, and powers of governing body						
Appointment of Chair	The ETA requires that the Chancellor/ Chair is elected by the Council from among its membership.	Establishing legislation in most cases requires that the Chancellor/Chair is appointed by the governing body. There is no general legislative or other requirement that this be the case.	There are no legislative or other requirements in relation to the appointment of the Chair of the governing body. Note that the Chair is distinct from the Chancellor, which is a purely ceremonial role.	The Higher Education Governance (Scotland) Act requires that the 'Senior Lay Person' or Chair of the governing body be elected by the university. The Senior Lay Person is distinct from the Chancellor.	For state institutions, the Universities and University Colleges Act requires that the chair is either appointed by the Ministry from among the independent board members, or if the Rector is an elected role, the Rector is chair.	All board members are appointed by the Minister. It is not clear whether the Chair is then elected by the board members or appointed by the Minister.	The Universities Act requires that the Chair is elected by the governing body from among its independent membership.
Source of functions, duties, & powers	Functions, duties, and powers of Councils are set out in the ETA.	The HESF requires that governing bodies are 'accountable for all of the provider's operations', including maintaining compliance with the HESF. The Voluntary Code sets out the roles and responsibilities of the governing body, and recommends that these are specified in the establishing legislation. In most cases, the establishing legislation sets out the governing body's roles and responsibilities.	The Education Reform Act gives governing bodies power to 'do anything which appears to the corporation to be necessary' in providing education and carrying out research. Responsibilities of governing bodies are set out in the *Higher Education Code of Governance* which also requires that they adopt and publish a Statement of Primary Responsibilities.	The responsibilities of governing bodies are set out in the *Code of Good Higher Education Governance*, which also requires that they adopt and publish a Statement of Primary Responsibilities.	For state and private institutions, the responsibilities of the board are set out in the Universities and University Colleges Act. Responsibilities of private institutions are significantly more limited than those of state institutions.	Establishing legislation sets out very high-level functions of the university. Board functions are not described.	The functions and duties of governing bodies are set out in the Universities Act. Under the Higher Education Authority Act, designated higher education providers must satisfy conditions set by the Minister which include demonstrating 'integrated, coherent and effective governance structures in place concerning academic, administrative, financial and management matters'.
Notable functions or duties	ETA requires that Councils have a duty to acknowledge the principles of Te Tiriti.	HESF requires that governing bodies ensure institutions uphold and support academic freedom and freedom of speech.	The Higher Education Code requires that governing bodies adopt a Statement of Primary Responsibilities which is likely to include protecting academic freedom and freedom of speech, promoting a culture of diversity and inclusion, and ensuring staff and students have the opportunity to engage with the governance and management of the university.	The Code requires that the Statement of Primary Responsibilities includes providing for whistleblowing complaints.	For state institutions, the Universities and University Colleges Act requires that the board ensure the views of staff and students are heard in determining the organisation of all internal activities. For both state and private institutions, the board is responsible for ensuring a satisfactory learning environment including that it is accessible, safe, and well-adapted to the needs of both sexes.	Establishing legislation provides for Minister to develop any higher education policy they see fit, in consultation with the university, and to direct the university to implement it. The Minister's permission is required for 'the admission of any person as a member of the university company', as well as to remove any board member.	The Universities Act requires that governing bodies: ensure implementation of and reporting on compliance with government policy; ensure development of policies on widening access and equality including gender equality; provide for and maintain audit and risk management systems; and account to the HEA for HEA funding.

	New Zealand	Australia	England	Scotland	Norway	Singapore	Republic of Ireland
	Appointment and role of Vice-Chancellor/Chief Executive						
VC appointment	ETA requires that Vice-Chancellor is appointed and their performance monitored by the Council	Establishing legislation for most universities requires that Vice-Chancellor is appointed and/or their performance monitored by the Council. The *Voluntary Code* recommends that the governing body appoint and monitor the Vice-Chancellor	The *Higher Education Code of Governance* requires that the Vice-Chancellor is appointed and their performance monitored by the governing body.	The *Code of Good Higher Education Governance* requires that the Vice-Chancellor is appointed and their performance monitored by the governing body.	For state institutions, the Universities and University Colleges Act requires that the role of Rector is either appointed and overseen by the board, or that the role is elected by the academic and professional staff and the students. If the Rector is elected, the board must appoint a Director who is the chief administrator of the institution.	Unclear – establishing legislation is silent.	The Universities Act requires that the governing body manage the performance of the Vice-Chancellor.
VC membership	No legislative requirement to sit on Council although all 8 university Councils constitutions do include the Vice-Chancellor *ex officio*.	Establishing legislation for each university requires that Vice-Chancellor is *ex-officio* member.	The Education Reform Act requires that the Vice-Chancellor is a member of the governing body unless they choose not to be.	No legislative or other requirement/expectation to sit on the governing body although in practice it appears that all governing bodies do include the Vice-Chancellor as *ex-officio* member.	If appointed, the Rector is the secretary to the board. If elected, the Rector is chair of the Board, and the Director is secretary to the board.		The Universities Act requires that the Vice-Chancellor is a member of the governing body.

Document 41

Vladka Smith

From: James Campbell
Sent: Friday, 2 August 2024 2:14 pm
To: pd.gluckman@auckland.ac.nz
Cc: hema.sridhar@auckland.ac.nz; Alastair MacCormick
Subject: Discussion at 3pm
Attachments: UNZ briefings to UAG - cover note v2.docx; The Cost of Living and Universities (1).pdf; 9(2)(f)(iv)

41a 41b 41c

Kia ora Sir Peter

A few things to cover with you at the discussion at 3pm:

- Just checking in on the discussion topics for the university visits
- We have pulled together the attached note commenting on the UNZ papers, as well as the attached submission that has come through from VUWSA. Keen to test whether this is useful and whether there is any other information that you think the group would like on these.
- 9(2)(f)(iv)
-

Ngā mihi
James

Comment on Universities New Zealand and VUWSA briefings to University Advisory Group

Context

Universities New Zealand (UNZ) has provided briefing material on the following topics for the UAG's consideration:

- Future balance of online and in-person teaching
- Managerialism and centralisation
- Academic workforce
- University research and the Performance-Based Research Fund.

VUWSA has also provided a submission on implications of cost-of-living pressures for students.

This cover note provides some initial commentary and context from the UAG secretariat on these matters.

UNZ: Future balance of online and in-person teaching

UNZ's briefing highlights that university delivery is increasing blended, with campus-based delivery incorporating increasing elements of online delivery, both synchronous (real-time) and asynchronous.

We note that the commentary on the increase in distance delivery downplays it as a minor change of only 6% - in our view this is misleading given that a change from 15% to 21% represents a 40% increase in the number of students studying by distance.

The briefing presents blended delivery models as being driven by student preferences – this generally aligns with feedback from the Student Reference Group, although we are also aware of instances in which students have been unhappy that delivery has been shifted to online or blended models in order to reduce delivery costs. It is also important to recognise that student preferences are shaped by other pressures on their time, especially the need to work additional hours in response to high housing and other living costs – as is noted by VUWSA.

Other issues the UAG may wish to consider in this area include:

- opportunities for greater cooperation between universities utilising online delivery, for example shared delivery of low-volume subject areas
- the interaction of increasing online delivery with other issues such as the opportunities and challenges associated with artificial intelligence
- the implications for greater reliance on online delivery models on student experience.

UNZ: Managerialism and centralisation in universities

UNZ's briefing argues that centralisation of university management structures over the past four decades are the result of fundamental changes in universities as institutions and in what they are expected to deliver. It points to the increasing need for student support and wellbeing provision, increased external compliance requirements, and realising efficiencies though the centralisation of support services and of strategic planning and oversight. It also notes, using IDI data from 2018, that non-academic and non-student facing roles in universities account for around a third of total university workforces.

Claims that universities have been captured by managerialism to the detriment of academic staff and the academic mission have been regularly voiced internationally since 'New Public Management' became the dominant approach to running universities in the UK in the 1990s. In New Zealand, this has been most recently raised in a 2023 report by Michael Johnston and James Kierstead, and was a clear theme in phase one individual academic submissions to the UAG.

We agree that universities are fundamentally different in their scale and role compared to the 1980s, and that capable and professional management is essential. We also note that the changes to university management and governance in the UK were in part a response to a number of high-profile governance malpractice cases in the 1990s. However, centralisation of support services and strategic planning should not be at the expense of academic staff voice or governance.

We do not think that numbers of academic versus non-academic staff necessarily correlates with management approaches that disempower staff, and we would encourage the group to consider options for strengthening academic staff representation or input into governance and management structures rather than focussing on staff numbers. However, we note the following in relation to academic/non-academic staff ratios:

Data from the universities' annual reports shows that the overall ratio of non-academic to academic staff (including research-only staff) has increased over the past two decades. In 2022, across the universities there were 1.28 FTE non-academic staff members for every 1 FTE academic staff member, while in 2004, the first year this data was reported, the ratio was 0.98. As the table below shows, there is some significant variation between universities. This data does need to treated with caution as we do not have visibility of what roles are included in the non-academic staff category.

University	**2022 non-academic to academic staff ration (FTE)**	**2004 non-academic to academic staff ration (FTE)**
University of Auckland	1.51	0.87
Auckland University of Technology	1.02	0.86
University of Waikato	1.38	1.38
Massey University	1.39	0.92
Victoria University of Wellington	1.10	0.56
University of Canterbury	1.29	1.36
Lincoln University	1.08	1.75
University of Otago	1.18	1.08

The Ministry of Education university workforce survey data provides a more granular view, although comparable data only goes back to 2016. These data show that, across the universities:

Broad designation	Detailed designation	2016 percentage of staff (FTEs)	2023 percentage of staff (FTEs)	Change
Academic staff	Professors	5.0	5.9	0.9
	Readers/Associate Professors	4.9	5.7	0.8
	Senior Lecturers	11.6	10.1	-1.5

	Lecturers	6.0	5.2	-0.8
	Other teaching staff (includes tutors)	6.7	7.2	0.5
	Total	**34.2**	**34.0**	**-0.2**
Research staff	Research-only staff	6.0	7.1	1.1
	Research support staff	3.4	5.2	1.8
	Total	**9.4**	**12.3**	**2.9**
Other staff	Advisory and support staff	48.8	45.5	-3.3
	Executive staff	2.2	2.9	0.7
	General services staff	5.5	5.3	-0.2
	Total	**56.4**	**53.7**	**-2.7**

We note that the majority (71.6%) of 'advisory and support staff' is categorised in 'advisory and general support staff', which includes teaching and learning advisors, administrative staff, IT, finance, HR, research support services, communications. Other staff in this category include technicians, librarians and student support staff. Also, while the overall proportion of non-academic staff has decreased slightly during this time, the number of executive staff has increase by almost a third (although they still make up less than 3% of total FTE staff).

These data show a more nuanced picture than either that presented in the UNZ briefing paper, or arguments put forward by e.g. Johnston and Kierstead.

UNZ: Key issues and potential solutions regarding the academic workforce

UNZ's briefing offers limited insight into academic workforce issues and does not offer solutions beyond increasing the quantum of funding. In our view the 2020 briefing paper prepared by the Royal Society Te Apārangi into the research workforce offers a more robust analysis of the issues and potential solutions.

We acknowledge that many universities are under real funding pressures, due to per learner funding not keeping pace with inflation between 2018-2023, declining domestic enrolments after a peak during the COVID-19 pandemic, and the impact of the pandemic on international student revenue. However, we note that tuition subsidy and fee increases for 2024 and 2025 are likely to exceed inflation during this period.

UNZ is correct that that the real value of PBRF funding has decreased significantly since 2018 and that this impacts on the ability of universities to offer PhD stipends and postdoctoral fellowships.

We expect to provide the UAG with further advice and analysis on funding pressures to support this phase of its work later this year.

UNZ: University research and the Performance-Based Research Fund

UNZ's briefing considers what might be a useful replacement for the current PBRF and provided some commentary on how universities operate and what incentives might therefore drive greater value for the government in the research space.

The briefing notes that a positive about the PBRF has been that, as a bulk fund, it allows universities freedom to make decisions about research in a devolved way. It also notes that the RDC and ERI measures are reasonable and low compliance. However, it states that while holding a research assessment of some kind every six years is appropriate, the expense of a Quality Evaluation approach now outweighs any benefits.

The briefing suggests that key a problem with the Quality Evaluation is that it doesn't directly incentivise desired value-creating activities such as support for postgraduate research qualifications, early career researchers, and research infrastructure. It notes that the outputs of the Quality Evaluation process are too focused on academic considerations rather than outcomes for government or taxpayers. This suggests that UNZ believes a more impact-focused approach should be considered, however the paper is relatively silent on how a future PBRF would operate and what the design of a more impact-focused Quality Evaluation replacement might involve.

UNZ suggests that articulating government investment in terms of short, medium, and longer-term goals, with incentives targeted at each horizon, would help to increase the value of research to New Zealand.

The briefing also advocates for increasing the size of the PBRF fund and suggests a number of possible additional activities that could be more directly funded. These include doctoral scholarships, applied doctorates, mechanisms to connect academics to policy makers, sharing infrastructure, restoring postgraduate allowances, providing funding to reduce early career precarity, and adoption of open access.

VUWSA: Cost of living

VUWSA has made a submission to the UAG arguing that the group should focus on the cost of living and student hardship. VUWSA outlines some of the current financial challenges facing students and makes high-level recommendations on how these could be addressed.

We agree that the cost of living and hardship issues for students are relevant to the UAG's work, although we note that the student support system is outside of the UAG's terms of reference. International commentary has emphasised the impact of the cost of living on the quality of the student experience, with increased reliance on online learning and a loss of connection to their university. MoE research also shows that full-time students working over 20 hours a week have lower course completion rates than other full-time students, although this is not necessarily causal given differences in prior educational achievement and background that also correlate with student working hours.

There have been some changes to mitigate student hardship. In particular, student support rates are increased in line with inflation, and were increased by a further $25 per week in 2022 in line with benefit increases.

Evidence suggests that the current first-year fees free initiative (being shifted to a final-year fees free from 2025) has had no significant impact on tertiary participation. This aligns with our expectation that hardship issues while studying, as well as the significant foregone income associated with studying full-time, are more significant factors in student decision making than fees, especially given the interest free student loan scheme. Similarly, student allowances replace support funding that could otherwise be borrowed via the student loan scheme and do not have a significant impact on immediate hardship.

The burden of placements on students is an issue that the UAG could consider, noting that Australia has made changes in this area. Any shift to paid placements would likely need to be in the form of a stipend for limited areas (as exists for medical students) and would likely have significant fiscal impacts. Significant work is underway in the health system to improve the coordination of placements and student experience.

Document 41b

Submission of Victoria University of Wellington Student's Association – Te Aka Tauira

To the University Advisory Group,

I am writing to urge the group to consider the significant strain on student finances as a key issue. The Terms of Reference (ToR) set out by the University Advisory Group include several aims that are intrinsically linked to student financial hardship. Specifically:

1. Deliver graduates that address national workforce needs and challenges.
2. Build a strong, diverse, and inclusive workforce.
3. Examine funding policy settings including funding mechanisms, incentives, and the role of international education.
4. Review regulatory frameworks, incentives, and policies relevant to universities.
5. Develop policies and strategies to achieve equity for disadvantaged groups in the university system, including Māori, Pacific, and disabled learners.

- To achieve these aims, it is crucial to address the financial burdens that students face due to governmental decisions and current funding structures.

I present that the aims discussed in the University Advisory Group's ToR are closely linked with student financial hardship.

1. Financial hardship will deter potential students from applying to University due to the perceived cost and poor living standard. This will result in fewer graduates and thus critically fewer doctors, dentists, nurses, midwives, teachers, engineers, and technicians. 71% of respondents to an ERA survey described "high skilled" worker vacancies as the most difficult to fill.
2. There is an increasing risk that as students are placed under greater and greater financial hardship, only the privileged few who can afford it will be able to pursue tertiary education. This will fail to facilitate a strong, diverse and inclusive workforce in sectors dependent on highly-skilled employees.
3. It is important that student financial hardship is considered in exploration of funding policy to ensure that policy changes do not place further financial pressure on students, and that the burden to fund education is not placed so much on the individual when education is in fact a public good.
4. Student loans and allowances need to be viewed as clear incentives/disincentives to study, especially in relation to the cost of going straight into the workforce from secondary school. The regulatory frameworks around costs for students (eg. the Annual Maximum Fee Movement) should also be considered with the relevant cost factor alongside potential regulatory frameworks and policy that could be put in place to ease the cost of living for students (eg. rental controls).
5. Finally, a key component of the pursuit of equity for disadvantaged groups is easing student hardship. If tertiary education can be made more accessible, it would stand to

reason that there would be a greater uptake from disadvantaged groups. Further targeted financial assistance to disadvantaged groups can encourage group members to pursue tertiary education and retain them over the course of their studies.

Current Financial Challenges for Students:

Tuition Fees and Government Funding:

- The shift of university funding onto student fees, while government funding remains below inflation, has individualised the cost of education rather than recognising it as a public good.
- The 2024 government budget indicates a maximum course fee increase of 6%, while government funding to universities has not kept pace with inflation for the past two decades, resulting in a real-term decrease in funds available to universities.

Student Allowances:

- Student allowances are tied to parental and partner income, rendering many students ineligible even when their parents and partners do not provide financial support. The calculation methods are flawed, with loopholes for retired parents and an extremely low income threshold.

Student Loans:

- Students are required to repay loans with interest if they go overseas, which creates a significant financial burden post-graduation.

Unpaid Placements:

- Many courses require unpaid placements that must be undertaken alongside studies. This prevents students from engaging in paid work, pushing them further into poverty and hardship. The dropout rate for courses requiring unpaid placements is 45%.

Housing Costs:

- Rent often consumes over 70% of a student's income. Poor quality housing exacerbates physical and mental health issues, and rental costs continue to rise.

Food and Healthcare Costs:

- The cost of fresh food is prohibitive for many students. Additionally, medical and dental care costs are too high, with some universities offering subsidies but not all. This results in many students forgoing necessary health care.
- Mental healthcare costs are also prohibitive, leading to undiagnosed and untreated mental health issues.

Utility Costs:

- High electricity costs, coupled with poor-quality housing, result in increased sickness during winter. Students do not qualify for the winter energy payment, exacerbating this issue.

Recommendations:

To address these financial challenges and align with the ToR objectives, the following measures should be considered:

Increase Government Funding:

- Align government funding with inflation to reduce the dependency on student fees and ensure that education is funded as a public good.

Reform Student Allowances:

- Remove means testing from student allowances or adjust the eligibility criteria for student allowances to reflect the actual financial support received from parents, and raise the income threshold.

Loan Repayment Policies:

- Re-evaluate the interest on student loans for graduates living overseas to reduce financial burdens post-graduation.

Paid Placements:

- Implement policies to ensure that all placements are paid, reducing financial hardship and decreasing dropout rates.

Affordable Housing Initiatives:

- Develop strategies to make student housing affordable and improve the quality of student rentals.

Subsidize Essential Costs:

- Provide greater subsidies for medical, dental, and mental healthcare to ensure that students can access necessary services.
- Introduce subsidies or financial support for food and utilities to reduce the financial strain on students.

By addressing these key issues, the University Advisory Group can ensure that the higher education system delivers on its promise to produce a skilled, diverse, and inclusive workforce while promoting equity for all students, especially those from disadvantaged backgrounds.

We appreciate your consideration of our submission and are available for further discussion and consultation on this critical issue. Please feel free to contact VUWSA President Marcail Parkinson at president@vuwsa.org.nz

Sincerely,

Victoria University of Wellington Student's Association

For further information on this issue please see the People's Inquiry Into Student Wellbeing (2022) or the CAB Spotlight Report on the issues facing young people in Aotearoa

Document 42

Vladka Smith

From: James Campbell
Sent: Friday, 2 August 2024 3:37 pm
To: pd.gluckman@auckland.ac.nz; hema.sridhar@auckland.ac.nz
Subject: FW: Letter from Universities New Zealand - regulatory burden in the university sector
Attachments: Letter Minister Simmonds Regulatory Burden in the University Sector July 2024.pdf

FYI

James Campbell | Senior Policy Manager, Tertiary Education
Te Pou Kaupapahere | Policy
9(2)(a)

From: Chris Whelan <chris.whelan@universitiesnz.ac.nz>
Sent: Tuesday, July 30, 2024 11:22 AM
To: Penny Simmonds (MIN) <P.Simmonds@ministers.govt.nz>
Subject: Letter from Universities New Zealand - regulatory burden in the university sector

Kia ora Minister, attached please find a letter from Cheryl de la Rey as Chair of Universities New Zealand.

Chris Whelan
Chief Executive

Universities New Zealand - Te Pokai Tara
Level 3, 69 The Terrace, PO Box 860, Wellington 6140
Phone +64 4 381 8500 | 9(2)(a) | http://www.universitiesnz.ac.nz
Universities NZ is the peak body for New Zealand's eight universities. It is also known as the New Zealand Vice-Chancellors' Committee.

Document 42a

TE PŌKAI TARA
UNIVERSITIES
NEW ZEALAND

30 July 2024

Hon Minister Simmonds
Minister of Tertiary Education
Parliament

Via Email

Kia ora Minister,

Re: Regulatory burden on the university sector.

In November 2023 the university Vice Chancellors met with you and in this meeting discussed providing advice on *"…areas where regulatory cost is particularly high for the sector and options for paring them back."*

Since then, Universities New Zealand has undertaken an initial scan of current regulatory issues and this letter outlines some areas for possible further investigation.

Firstly, we welcome the removal of the Unified Funding Scheme and would like to offer our strong support for returning all university funding to DQ7+. As you will be aware, the cost of the Unified Funding Scheme (UFS) to universities has been around $5 million dollars a year and we strongly support this change.

In relation to other regulatory issues, we have identified that, rather than a single large issue, the burden stems from the impact of a range of issues that cumulatively increased the cost and time burden for universities.

The area that has most impacted universities over the last decade is the increase in compliance and monitoring. We have already written to you about the Education (Pastoral Care of Tertiary and International Learners) Code of Practice 2021. However, the universities also note the impact of initiatives such as Learner Success Plans and the Disability Action Plans.

While the universities absolutely support the intentions of each of these initiatives, the increasing operational involvement of agencies such as the Tertiary Education Commission (TEC) has meant universities are often required to provide the same reporting multiple times, and in multiple ways throughout the year. In many places, the planning and reporting for those requirements are significantly out of step with (or duplicative of) the planning that goes on as part of the regular university strategic planning cycles. There is also little evidence that they have spurred or achieved anything that the universities were not already committed to.

Where these plans are genuinely required and can be demonstrated to add value, they should align better with the strategic planning cycles of each university. If you are interested, we could suggest some alternative approaches to compliance and monitoring.

The universities have also identified that Official Information Act (1982) requests have increased significantly over recent years and have become a large burden for universities (*see appended report*). The universities are all committed to ensuring access to official information, but in reviewing current OIA activity, the universities have identified that there are some things we can do amongst ourselves to improve the burden. We also have several suggestions about changes to the legislation that would better balance the tax-payer borne costs of making official information available with the benefits.

New Zealand Vice-Chancellors' Committee | Level 3, 69 The Terrace | PO Box 860 | Wellington 6140 | New Zealand
T 64 4 381 8500 | **W** www.universitiesnz.ac.nz

There is also a lot of concern about the timeliness and quality of current audit processes. A number of universities would like more say in who undertakes their audits and would like to be able to go to market for audit providers. If you are interested in further work on this, Universities New Zealand could further investigate the issue of university audits and whether it's possible to have better service and/or price.

In addition to the areas of regulatory burden identified above, insurance costs were also flagged as an ongoing issue. The university Chief Financial Officers wrote to the Tertiary Education Commission in 2023 regarding the escalating and prohibitive cost of insurance. We know this is a concern shared by every other part of Government that has property holdings – including all councils.

Ngā mihi mahana

Cheryl de la Rey
Chair Universities New Zealand

Document 43

Vladka Smith

From: James Campbell
Sent: Friday, 2 August 2024 4:07 pm
To: Peter Gluckman; Alastair MacCormick; Arihiab; 9(2)(a) ; Bella; John Allen; Poreilly; David Skegg; Alastair MacCormick
Cc: University Advisory Group; 9(2)(a) @tec.govt.nz; 9(2)(a) hema.sridhar@auckland.ac.nz; 9(2)(a) @tec.govt.nz; Catherine Ryan; Donna McKenzie
Subject: UAG progress update
Attachments: UAG Briefing Note future of online vs campus based learning V3.docx; UAG Briefing Note What are the key issues and potential solutions regarding the academic workforce V3.docx; UAG Briefing Note Have universities become overly centralised and managerial V4.docx; UAG Briefing Note PBRF V6.docx; UNZ briefings to UAG - cover note v2.docx; Indicative UAG activities July August 2024.docx; The Cost of Living and Universities (1).pdf 43a, 43b, 43c, 43d, 43e, 43f, 43g

Kia ora koutou

We have now finalised dates for all of the UAG university visits and for a series of online meetings in August – as per the attached. You should all have holding invites for these meetings and invites in your diaries and 9(2)(a) is in the process of booking flights etc. We understand that Sir Peter is in the process of finalising discussion topics for the meetings, and a member of the secretariat will attend each meeting to take notes etc.

As Sir Peter mentioned at the last meeting, UNZ has prepared four papers for the UAG's consideration, which I have attached along with a note from us providing some initial commentary. Our commentary also covers the attached submission from VUWSA on cost-of-living issues.

Next Tuesday's online meeting at 3.30pm is an opportunity for the group to meet with Grant Klinkum, chief executive of NZQA, and Eve McMahon, its DCE Quality Assurance. Grant and Eve are planning to talk to:.

- NZQA's role in the system, which includes
  - managing the New Zealand Qualifications and Credentials Framework
  - running the assessment system for secondary schools
  - independently checking the quality of tertiary education providers, except universities
  - administering the Code of Pastoral Care
  - recognising overseas qualifications
  - managing standard-setting for some unit standards and qualifications.
- Upcoming changes to the New Zealand Qualifications and Credentials Framework, which they are currently engaging with the university sector on, prior to wider public consultation.
- Their views on quality assurance arrangements in the university sector, including on UNZ's recent decision to disestablish the Academic Quality Agency.
- They would also be happy to discuss other matters may be of interest to the Group, such as :
  - the role of micro-credentials, both in advancing further professional development and as an exit qualification.
  - degree apprenticeships, including the two current initiatives that are being progressed.
  - Unified degrees – does the ITP sector model of a single degree programme being developed for multiple providers offer a way to reduce costs particular for vocational degrees leading to professions that have narrow registration criteria.

I understand that next Friday's online meeting will be focussed on discussing the first draft of the UAG's interim report, and that Sir Peter expects to circulate this to members early next week.

We have also produced other material available to support the UAG's upcoming discussions on the purpose of a university, governance arrangements in other jurisdictions and on PBRF. Rather than send you even more attachments right now we will work with the Chair to confirm how we best align material with the agendas of your upcoming meetings. In the meantime, we will continue to save finalised material in the shared document space here: https://tecgovtnz.sharepoint.com/:f:/s/ExternalShare/Epk1xBuyiphCvqzYXjzbdF0B-BLwCtoEN2G70BX9oVnPTA.

Please just reach out if there is anything we can assist with – otherwise I hope you all have a very good weekend.

Ngā mihi
James

James Campbell | Senior Policy Manager, Tertiary Education
Te Pou Kaupapahere | Policy
9(2)(a)

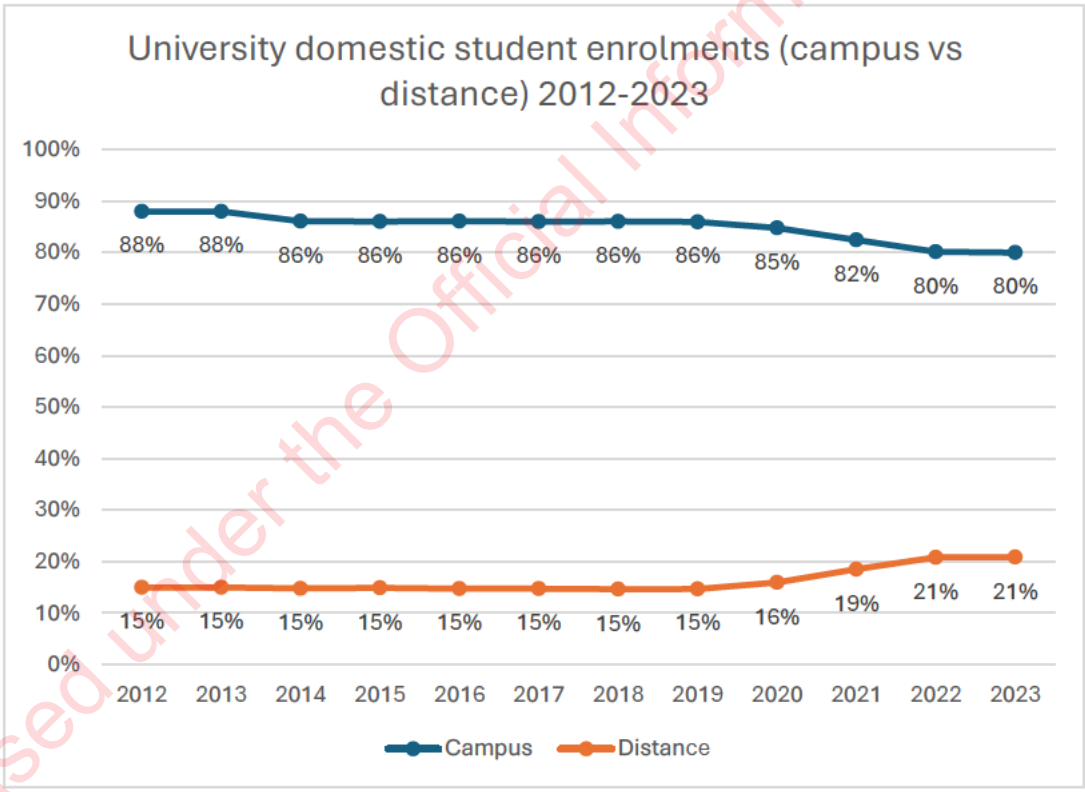
Briefing Note: What does UNZ think the future looks like in the balance between online and in-person teaching – particularly at postgraduate level?

The distinctions of 'distance' and 'campus-based' learning are increasingly blurred.

All learning models now sit on a technology-enabled continuum that provides learners with a wide range of choices as to when and how they engage with their learning.

New Zealand Government has been collecting and publishing data on 'distance' and 'campus-based for decades. In 1984[1], there were 54,149 students recorded as being enrolled in university studies. 45,311 were campus-based (83.7%) and the other 8,838 (16.3%) were distance with all but 341 enrolled at Massey University. Of the 8,838, 8439 (99%) were part time and mostly older students already in the workforce. For all of those distance students, coursework was mostly done via physical mail.

Government still tracks whether students are campus-based or distance and the percentages haven't really changed since 1984. Over the long term the percentage of students categorised as 'distance' has stayed around 15-16% - only increasing in the last few years due to Covid and, even then, only by 6%.



But, what is considered to be campus-based and distance looks nothing at all like what it did back in 1984.

Distance learners are still overwhelmingly more likely to be part time, working, older (non-school leaver) learners for whom full time and/or campus-based learning is impractical. Campus-based learners are still more likely to be full time and direct from school but less so than, say, forty years ago.

[1] Page 16, *Education Statistics of New Zealand*, Department of Education, 1984

Both groups want maximum flexibility in how they learn - balanced with an engaging, well-designed learning experience. The Covid lock-down period saw a lot of tradition campus-based learning suddenly shifted online. Although the curriculum was good, it was often synchronous learning via Zoom. This mode of delivery was referred to at the time as 'emergency online learning'. It was not ideal, but it was necessary to ensure learners could continue to pursue their qualifications.

Although Emergency Online Learning was necessary during the lock down periods, the university sector learned a lot from it and it accelerated trends that had already been underway pre-Covid. Emergency online learning has led to much more sophisticated technology enabled and technology-enhanced modes of learning for learners that are primarily campus based. Although curriculum is still developed by the academic experts, curriculum delivery is now much more likely to have been designed and implemented by dedicated professional support teams within each university.

Both sets of learners (primarily online and primarily on-campus) require credentials that will be recognised and valued equally by employers and lead to good career outcomes.

For qualifications that require competence in interacting with specialist equipment or facilities (such as being able to work in a lab as a part of a science or engineering degrees) distance learners will typically participate in a block of in-person laboratory-based learning every 4-6 weeks. The practical components of the programme always build on theory developed through structured online learning and access (online) to tutors and other support. It is also typically complemented by access to simulations and virtualisation technologies allowing students to test theory in a simulated environment before applying it in the real world. The following is a hypothetical but also plausible post-work evening in the life of a distance (blended) learner:

> *Around 7pm log into the online system and look at the dashboard which indicates 7 of the 9 course modules are now complete. Open module 8 and resume working through the information, and exercises that give feedback in real time.*
>
> *The system marks an answer as incorrect. Try again, but still incorrect. The system automatically goes to another page with five exercises that help the student step through the problem and better understand the workings. Put a question to the online tutor via the chat function and check the answer before completing the final exercise that results in the module being marked as complete.*
>
> *8.30pm join the study group online to work on the group assignment - a plan for what will be done when the full class travel to campus this weekend for the two days of hands-on laboratory and workshop time (as happens one weekend in every four). Collectively work on the simulation seeing what works and what doesn't work. Revise the plan for the weekend based on the simulation results.*

In-person learning has also moved quickly and comprehensively away from requiring students to be on-campus for every aspect of their learning experience. Students increasingly want flexibility in when and how they learn. For example, the following is a hypothetical but entirely plausible day in the life of a modern 'in-person' learner – studying on campus (or nearby), coming into in-person lectures, tutorials, laboratories (etc), but also engaging online prior to and following their in-person learning experiences:

> *Attend the 8am lecture in a lecture theatre, do their 9-11am lab in the adjacent science lab, watch the 11am lecture live on their smartphone in the campus cafeteria, participate in their 2pm tutorial chatroom on their tablet at home, and view a recording of their 4pm lecture that evening after getting home from their part-time job. Complete their group assignment that night from the bedroom via a laptop and internet connection*

– where everyone is on Zoom, and collectively contributing to a shared document, while accessing their course materials and all the resources of the university library.

Learning is now more of a continuum where you have in-person on campus at one end, with block mode and distance, and hybrid/blended (partly online and partly in-person) in the middle, through to fully online.

There will not ever be a one-size-fits-all model for higher education. Students have different situations, different preferences, and different learning styles. Universities themselves are always evolving and responding to learner needs and preferences.

Other observations:

- The experience of universities internationally is that there is significantly greater risk of disengagement or poor performance for younger students studying wholly online.
- Undergraduate education is likely to remain primarily the campus-based blended-learning model – particularly for full-time students doing programmes with extensive workshop, laboratory, practicum, or other collaborative components.
- More postgraduate education may become distance-based as more people seek qualifications while working.

Postgraduate qualifications at Honours (Level 8 on the NZQF) and Masters (Level 9) broadly incorporate one or more of the following elements:

- **Cognate** – a research element resulting in a thesis or portfolio that makes some contribution to knowledge or understanding.
- **Applied/Practical** – capabilities are developed in a real world setting via work placements, work-based projects, performance/composition/portfolio, etc.
- **Taught** – knowledge and skills are largely developed through lectures, tutorials, assignments, etc.

Doctoral qualifications (Level 10) are both cognate and applied.

With proper design and adequate support, all of these can be done through on-campus or on-line models.

What is far more important is that the student's own needs, preferences, and learning styles are supported.

But changes in technology and pedagogy provide much greater scope in future for non-full time postgraduate qualifications to be completed successfully online. Where people are in the workforce and needing upskilling or reskilling from locations without a university physically nearby, it will be a lot easier, a lot more satisfying, and a lot more successful in future.

UAG Briefing Note - What are the key issues and potential solutions regarding the academic workforce?

New Zealand universities are autonomous institutions. Each have their own policies and industrial arrangements for the employment, promotion, and performance management of their academic workforce. They all generally cover the same sorts of things, but differ substantially in the detail and how they operate.

As autonomous independent institutions, that is appropriate.

However, there are investment and policy settings that are controlled by Government that directly impact the academic workforce and its ability to compete effectively with other countries to recruit and retain the best academic staff.

1. **Funding.** First and foremost among these is the overall quantum of funding. Nearly 70% of university funding either comes from Government or is controlled by Government.

   Between Quarter 1 of 2018 and Quarter 2 of 2024 inflation was 25.8%. By contrast:

   - DQ7+ (SAC) funding per student rose 19.1% - a shortfall of 6.7%.
   - PBRF and other Crown research funding did not increase at all.
   - The amount spent by universities on personnel increased by 17.1% - a real drop in salaries of 8.7%.

   This fall in real funding is further complicated by the fact that most funding comes through volume-based student funding (DQ7+/SAC) – creating a different set of distortions and risks for the wider academic workforce. The number of staff is driven by numbers of students making the research needs of the country a hostage to EFTS based funding.

   We are struggling to remain competitive in our ability to recruit and retain good academic staff.

   The academic job market is global and there are now too many barriers to attracting and retaining academic talent. Although lifestyle is a consideration for many academics in choosing New Zealand, universities are now reporting that many of the best doctoral graduates are choosing to now go overseas. We are facing the risk of a lost generation of academics.

   There is substantial insecurity for people wanting to enter the academic workforce. Many are initially employed on research-focused Crown-funded event-based contracts that are only renewed if project funding is renewed or there is funding for new projects when older ones complete. A lot of these early career academics live for many years on fixed term contracts with all the insecurity that comes with them. We need something like the Strategic Science Investment Fund for the university sector so we can reduce this insecurity and more specially recognise academic workforce development that integrates research with knowledge transfer through teaching more seamlessly *(See 'Reduce early-career researcher precarity' in the UAG Briefing note on PBRF)*

   Early career academics need consistent financial support for a period of time to establish their own research profile, as well as to develop their teaching credentials. They need the research profile that will allow them to successfully compete for external research funding and to progress up the promotion ladder. Even small research grants can make a very large difference to an academic being able to do useful research. A lot of this research funding comes from sources like PBRF and just growing PBRF is key in this area.

We also need more postdoctoral programmes to help bridge the gap between completion of a PhD and securing a permanent academic or industry position. These programmes see postdocs working on externally funded research projects and/or collaborative projects with a research team. They are usually mentored by more senior staff and there is often some expectation that they will teach. By the end of the postdoctoral period they have the profile and experience to secure open-tenure employment within or outside academia.

Approximate average annual salaries of postdoctoral scholarships				
Aus	**US**	**UK**	**Canada**	**NZ**
NZ$114,000	NZ$100,000	NZ$79,000	NZ$78,000	NZ$77,000

The main issue for New Zealand is the number of these postdoctoral fellowships that universities can afford. We should be offering more, but can only do so with a substantial increase in funding – mainly via PBRF.

There has also been insecurity around our workforce caused by time-limited Government initiatives. For example, in 2016, the Government announced the Entrepreneurial Universities programme which would provide matched funding to universities to recruit world-class academic experts to New Zealand. It was very successful at bringing a number of extraordinary people here, but was then wound up when the Government changed. Universities were left the cost of the programme and will be rightfully wary about supporting similar initiatives in future.

Such initiatives can generate real value for both universities and the country, but they need to be long term commitments supported by all the major political parties.

2. **Equitable workforce.** We continue to have challenges in creating a more equitable workforce. Māori make up 7.1% of the university sector's academic and research workforce as compared with 19.6% in the general population. Pacific make up 2.7% of the same university workforce and 8.9% of the general population (noting that methodologies for counting Māori and Pacific are different for universities and Statistics NZ). Women are still under-represented in more senior academic roles. Universities are actively working on these through professional development, mentoring, management practices, recruitment and promotion policies.

Briefing Note: Managerialism and centralisation in universities

The UAG has heard claims that universities have been captured by managerialism. These claims include that Internal academic governance has been weakened with more control from administrators and the centre – evidenced by the claim that growth in administrative staffing has outstripped growth in academic staffing.

Response

The claims show a fundamental misunderstanding of what is actually happening in universities across the western world.

The evolution of universities over the past thirty years has involved responding to a wide range of overlapping expectations and needs that have required significantly more specialisation and professionalisation.

These expectations and needs are the result of trends that mostly began around the 1980s and that have continued to this day – focussed on managing risk, unlocking more value and improving outcomes and effectiveness from taxpayer funding.

They are not unique to New Zealand but are also happening across the publicly funded higher education systems of Australia, the United Kingdom, Canada, and the United States.

There has been massive growth in the proportion of school leavers going to higher education. In New Zealand in 1900, 0.1% of the population was enrolled at university. In 1950, this had risen to 0.6%. As of 2020, it was 3.4%.

In 1991, 8.3% of the working age population had a degree. By 2018 this was 26% and around 32% of young people are now starting university within a few years of leaving school.

This growth is the result of a deliberate policy of successive governments (with equivalents around the world) as they seek to grow economies, lift productivity, improve wellbeing, and reduce inequality. These governments have generally understood that labour market outcomes are better for people with higher levels of educational attainment – they are more likely to be employed, remain employed, earn more, pay more taxes, and cost less for their government in terms of social entitlements and welfare.

But massive growth in student numbers has also seen massive growth in spending on tertiary education. Successive governments have been more focussed on managing the cost of tertiary education and in getting more from their spend.

As the proportion of the population going to university increased, the profile of the student body changed. Fifty years ago, university students tended to be a small proportion of the most highly qualified school leavers academically, and typically from more affluent families who were able to support their children through university studies. Today the make up of the university student population is a lot more varied with many students requiring greater levels of financial, pastoral, and academic support. Governments (and society generally) expect universities to be supporting all students to succeed in their studies.

The data captured by Government has evolved significantly over time. Many of the things we measure today were not measured in the past. For example, in 1994 (forty years ago) student data on ethnicity not published in the official datasets. However, the following gives a sense of where (and how) things have changed for universities over past five decades[1]:

[1] All 2023 data comes from Education Counts: *'Provider-based-enrolments-2023'*. All 1984 data comes from *Education Statistics of New Zealand*, Department of Education, 1984.

- In 1964 exactly 25 Māori 'boys' and 4 Māori 'girls' were reported as going to university from school – just 0.8% of Māori school leavers[2]. Māori were 8.7% of domestic students in 1994[3] and 12.4% in 2023.
- International students were 3.9% of all students in 1984 and 14% in 2023 (down from 16% pre Covid in 2019)
- 6.7% of students in 1984 were in postgraduate (Level 8+) studies versus 31.7% in 2023.
- 41% of students in 1984 were part time as compared with 32% in 2023.
- 63.7% of students attempting University Entrance in 1984 gained it versus 49.7%[4] in 2023
- 1.8% of New Zealand's population (of 3.20m people) were enrolled in university studies in 1984. In 2023 that was 3.5% of the population (of 4.99m people)

All governments (here and overseas) have had to manage a long-term increase in overall funding for their universities (and for student support via loans, allowances, etc), .

To an extent, They have all tended to do it by assuming that increases in numbers of students (scale) should allow for efficiencies. However, exactly how much that efficiency dividend should be has been a point of contention over the past couple of decades.

In New Zealand, over the past twenty years, university costs per student have increased by an average of 1.5 times the Consumer Price Index (CPI) whereas Government funding per student has increased by about half the rate of CPI.

This means that funding per student has declined in real terms over time. Universities have been forced to find those scale efficiencies by adopting new technologies and ways of working.

The large increase in public spending on universities has seen successive governments impose additional monitoring and reporting requirements on universities to demonstrate returns on public investment. This has included ever-increasing funder expectations around quality and relevance of teaching, quality and real-world impact of research, student wellbeing and experience, student work-readiness and employment outcomes, and equitable access into and through university for parts of the population previously underrepresented at university.

At the same time technology has become an integral part of every aspect of teaching, learning, and research. Learners expect a consistent user experience with interfaces and content that enhance and enrich their learning experience.

The only way to achieve quality outcomes, or to effectively and efficiently apply technology at scale has been through a combination of centralised and decentralised decision making. At the institution level, there is more strategy, planning, and oversight of capital spending. However, at the department and academic level there remains considerable agency and authority.

For example, individual academic staff retain a high degree of control over teaching materials, teaching practice and pedagogy and the curriculum. Their departments and colleges manage and deliver the university's qualifications offered and the courses that populate them.

But things like facilities management, ICT investment and service delivery, research support services, academic development services, and student support services have all been centralised to maximise quality, efficiency and effectiveness, to ensure consistency, and to minimise risk of poor outcomes and financial loss. Even then, many of these services are

[2] Page 49, *Education Statistics of New Zealand*, Department of Education, Part II, 1964.
[3] *Tertiary Education Statistics 1994*, Data Management and Analysis Section, Ministry of Education, December 1994.
[4] https://www2.nzqa.govt.nz/about-us/news/ncea-and-ue-2023-attainment-data-now-available/

discipline-agnostic and often delivered in a 'hub and spoke' type of model (centrally funded and managed but with local-level, department or school level, leadership and engagement).

On top of all this, successive governments have introduced significant additional legislative requirements. For publicly funded organisations like universities these have included everything from making official information publicly available, through to additional procurement requirements, audit and probity requirements, and additional obligations around the health and wellbeing of the student community. For all organisations (public and private) there have been additional requirements across areas such as occupational health and safety, employment law, privacy requirements, and property development and management obligations.

Expectations around governance have also increased significantly. All universities have had to respond to an ever-growing set of expectations around good governance, risk, audit, finance, capital asset management, commercialisation, etc. Universities have also been required to be more outward facing with better engagement with industry, policy agencies, and other parts of society. All of this requires a different set of skills to those traditionally found within previous iterations of the academy.

In combination these trends have collectively required universities to change how they are managed and supported - to ensure they have specialist staff (professional and academic staff in leadership roles) who can respond to increasing compliance issues and who can allow academic staff to focus on teaching and research.

Looking around the world, the only universities that have been able to retain the old ways of highly decentralised operations have been those that are well-endowed or funded. While waxing lyrical about the past, it is also is easy to overlook the things that were bad about a decentralised system – the inequities that existed between different parts of a university (for both staff and students), the systems of local patronage that operated, and the bad behaviours that went unchecked.

There is no reliable publicly-available central dataset of exactly what all the staff employed by the university sector do. The closest is the information available via the Integrated Data Infrastructure (IDI) where we can do a very rough analysis using IRD data to identify employees of universities and Census data to get a very rough idea of what those employees were doing. There are many problems with this data and interpreting it – not the least of which are that (a) we can only run it for 2013 and 2018 while we wait for 2023 Census data to be published around September this year, and (b) there are many roles with job titles that can't be categorised.

But, of the roles that have a sufficiently descriptive job title to support classification in 2013 and 2018, the proportion of roles that are focussed on institutional support remained largely unchanged at 35% of all staff. All other roles (whether academic or non-academic) were directly supporting teaching, research, or the student experience.

Count of roles that could be categorised	**Census 2013**	**Census 2018**	**Examples of job titles in each category**
Academic or academic facing roles	10,368	11,949	*[Academic, lab technician, faculty heads, library roles, animal attendant, etc]*
Student facing roles	1,311	1,995	*[Resident medical officers, counsellors, accommodation, cooks, fitness instructor, etc]*
Institution-facing general staff roles	6,273	7,497	*[ICT support, business analysts, managers, project managers, HR, communications, finance, etc]*
Totals	**17,952**	**21,441**	

Percentages	2013	2018
Academic or academic facing roles	57.8%	55.7%
Student facing roles	7.3%	9.3%
Institution-facing general staff roles	34.9%	35.0%
Totals	**100.0%**	**100.0%**

It is important to note that most of the 'professional' roles within universities are not managers. Far more of them are specialists supporting teaching, research, student success and care, quality, and other mission-critical areas.

To quote the late Professor Stuart McCutcheon from an article he wrote during his time as Vice-Chancellor of the University of Auckland (with figures updated for 2023), *"There is no doubt that modern universities have, and presumably must have, managers, because they are large and complex organisations. If there was an 'average' university in New Zealand it would teach and care for just under 23,000 students, employ 2,800 staff, earn and spend $619 million a year and have responsibility for nearly $1.76 billion of public assets. It would offer a vast array of teaching and research programmes, work with schools and communities to create opportunities for students from underrepresented groups and operate over many physical sites. In short, it would need to be managed—few of us could imagine such a large and complex organisation being run through a self-assembling cooperative."*

Briefing Note: University research - metrics for demonstrating value and driving further investment.

The UAG posed the question of the Vice-Chancellors: if PBRF Quality Evaluation is done away with, what other metrics might be more useful for (a) demonstrating value, and (b) encouraging further Government investment?

To answer this, the following needs to be better understood:

1. The university business model is built on a virtuous cycle of quality teaching and research that attracts staff and students that provide the funding to support even better teaching and research.
2. The things that support that virtuous cycle in universities includes many things that governments value and want, but more value could be realised with different incentives and investment settings.
3. PBRF sits at the very base of the research system. As a devolved fund, it enables universities decide where best to invest to produce the best outcomes. It is a key part of creating the country's research workforce and developing it. It is a key source of fundamental research. It allows universities to maintain a vast array of expertise that can be accessed as and when needed by end-users.
4. To gain the greatest benefit from PBRF, Government needs to deliberately support and incentivise activity that sits in the sweet spot of what universities value and what will translate the value of research into benefit for the country.

This briefing note explains this in more detail and suggest areas where additional value could be unlocked.

Introduction and Context

Since 2019 there have been at least two attempts to review the science and research system - MBIE's 2019 consultation document on 'New Zealand's Research, Science, and Innovation Strategy' and the 2021 'Te Ara Paerangi – Future Pathways Green Paper'. Both identified a number of common problems and challenges. Key among these are:

1. The RS&I system has a lot of priorities and players. The current system is complex to navigate and there is duplication of effort. We produce a lot of research but are only a little above the OECD average for highly cited research papers.
2. Competition for funding is a good way of forcing the RS&I system to be innovative and responsive to funder priorities, but it inevitably also fosters a degree of unproductive competition and may impede collaboration.
3. The system has a lot of inertia built into it. It takes decades to produce specialist researchers – starting from what they focus on at high school through to when they are able to successfully secure research funding and run impactful research projects. Research entities (Crown Research Institutes, universities, National Science Challenges, Centres of Research Excellence, etc) have a similar inertia. Once capability is in place, it can be hard to redirect it.
4. Our researchers are well connected with other researchers internationally, but could be better connected with some domestic users of research.
5. The level of business investment into research carried out by universities is low compared with the OECD.
6. Our country has a problem with low productivity.

Universities can play a role directly or indirectly in all of these but within some fundamental constraints. Key among these are:

1. Universities cannot tell students what to study. However, universities can (a) provide advice and information to help students take decisions that make it more likely they position themselves for successful lives and careers and (b) provide some financial support for students via targeted scholarships and/or stipends.
2. Universities are highly devolved internally. They cannot tell academic staff what to research. All universities (and funders) can do is create incentives that align the research (and teaching) interests of academics with wider priorities and needs.
3. Universities must be financially sustainable. University leaders are always focussed on ensuring that they are not entering into financial commitments that can become a downstream liability if funder priorities change.
4. The academic community is not homogenous, but is overwhelmingly populated by people who are there because of the potential to make public-good contributions. People generally do not choose university careers to get rich, or to solve problems that don't interest them.
5. Universities take a broad view of research impact and quality whether applied or pure – mission-led, or investigator led. Universities generally consider research to be valuable and impactful when it satisfies one or more of the following:
    a. The researcher's subject area is generally interesting to students and the academic's research is fully funded through student enrolments (including postgraduate research qualifications).
    b. The research is of interest to other researchers and is cited and built upon. It contributes to the university's reputation and rankings. *[This heavily incentivises international collaborations and publication in international journals]*.
    c. It has a public good impact – driving better policy, better interventions, better understanding, and better uptake.
    d. Someone is funding the research – implying it has potential value.

New Zealand universities all have a variety of mechanisms for understanding the contribution of their staff across these areas. Not all staff are expected to be contributing fully at all times, but those that are not are expected to be on track for doing so at some appropriate point in future.

In the main, universities are funded through tuition fees and funding from taxpayers. 53% of income ($2.63bn) is student related income and 28% ($1.4bn) is research related income – with 91% of that 30% ($1.27bn) coming through some taxpayer funded channel.

Our universities are autonomous Crown entities expected to operate on a public-good basis – contributing widely and freely to the widest range of societal, environmental, and economic challenges. As much as possible, universities should be connected with the communities they serve and their knowledge and capability should not be overly locked away behind paywalls or patents.

The Performance-Based Research Fund

The PBRF was created based on the recommendations of a 2002 working group. The working group justified the creation of the PBRF by noting that the *"absence of incentives for performance places New Zealand at a disadvantage, since many of the nations we traditionally*

compare and benchmark ourselves against have – or are increasingly moving towards – performance-based funding and regulatory systems for tertiary research."[1]

PBRF funding originally came from funding provided to universities as research-degree 'top ups'. PBRF remains essentially a university research fund with 96% of its funding going to universities.

The main challenge with the PBRF in the ensuing years is that what has been measured and rewarded in each Quality Evaluation round only peripherally reflects what PBRF funding is actually used for.

PBRF funding is provided as devolved bulk funding allowing universities to decide where and how the funding will deliver the greatest value. In the main, it is used by universities for four things:

1. **Support for postgraduate Masters and PhD research qualifications** – particularly through doctoral scholarships and stipends.
2. **Support for early career researchers** - supporting research that will successfully develop them into mid-career researchers able to successfully secure external research funding. Provision of postdoctoral fellowships.
3. [Linked to (2) above] **Support for fundamental research and investigator-led research**- 53% of basic and fundamental research is done by universities.
4. **General research infrastructure** – library resources, ICT infrastructure, laboratories, workshops, etc, that underpin the wide range of knowledge transfer, teaching, and research.

PBRF is just a contributor to these things and universities do not directly associate PBRF funding with the amount of funding directed to these activies. All of them are cross-subsidised to some extent from other university income – reflecting the fact that PBRF funding comprises just 6.7% of overall university sector funding. Each university also prioritises these things differently and may use funds for additional purposes – including investing in research that the university sees as strategically important.

We believe that the return on investment in having PBRF funding directed to these four areas is high – probably as high or higher than the returns from other Crown research investment given the substantial indirect and spillover benefits to every other part of the research and innovation system.

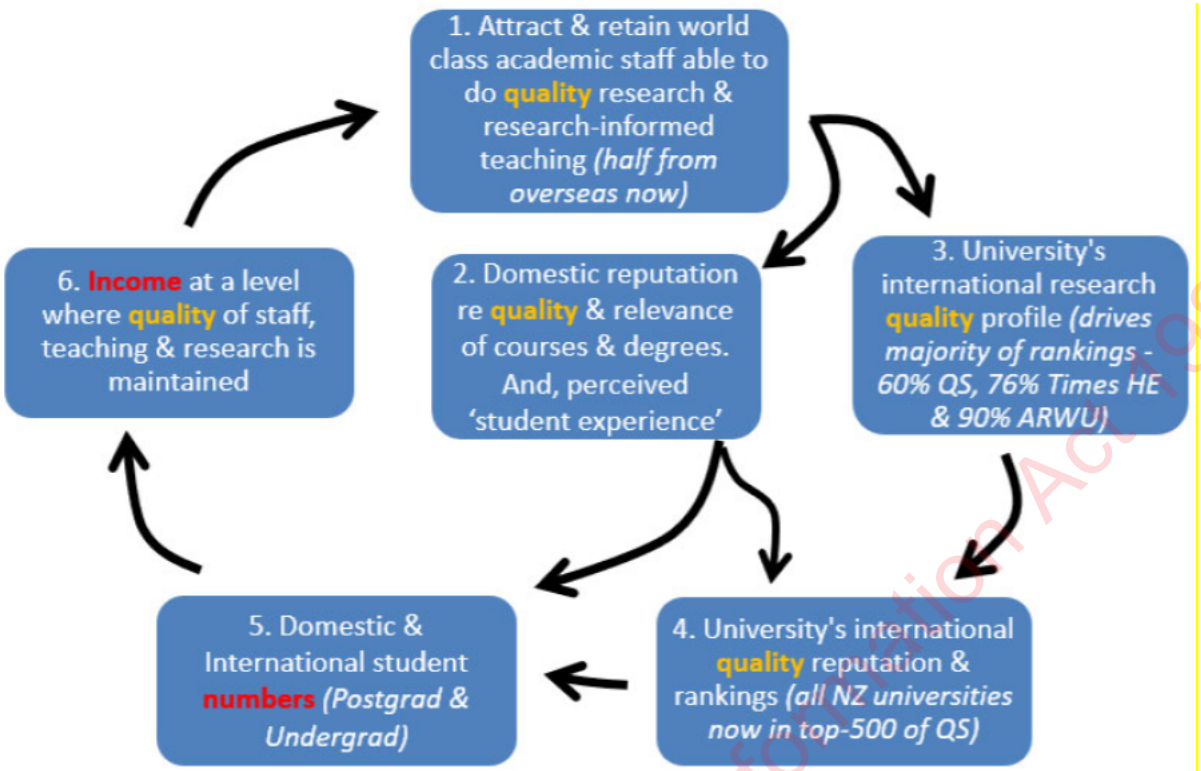
However, the return from investment is hard to quantify given the large majority of benefits are realised outside of the sector over long timeframes with massive variation in what is realised and where and how.

The Universities Business Model

At a greatly simplified level, the university sector business model can be envisaged as a virtuous cycle built on a mutually self-reinforcing interaction between quality and income. This virtuous cycle underpins the ability of universities to fulfil their broader missions across areas such as educating future generations and growing knowledge and understanding .

This is shown in the diagram below.

[1] Recommendation 4. 'Investing in Excellence' The Report of the Performance-Based Research Fund Working Group, Ministry of Education and Transition Tertiary Education Commission, December 2002. https://www.beehive.govt.nz/sites/default/files/Investing%20in%20Excellence.pdf



Without government, universities would broadly configure themselves to generate the best possible outcomes under this model. At a very simplified level:

- They would actively support quality teaching and research and do everything necessary to ensure qualifications are understood and respected by employers.
- They would continue to support research that is of high quality and that is widely cited. But, particularly for early career researchers, this would naturally tend to be research that is cited by other academics nationally and internationally.
- They would continue to support their early career academics to develop to the point where they are able to successfully compete for external research funding. But, this would more often than not be by encouraging the academic to do more investigator-led research on topics of academic interest for publication in academic journals.
- They would continue to encourage and support students through postgraduate research qualifications, but with research topics relevant to the academic supervisor's own research interests.

Overall, universities are heavily incentivised towards international connections, collaborations and citations – and this is not a bad thing in itself. But there are other things that the model is currently less effective at supporting – even though there is often genuine interest and willingness from both Government and universities. These include:

1. Supporting more people into and through postgraduate studies. Growing the proportion of the workforce with the research skills to be able to contribute to innovation and productivity. Although PBRF already provides funding for research degree completions, broader funding settings don't incentivise and support students themselves to pursue these qualifications.
2. A research workforce that is more deliberately developed to better align with the long-term research needs of the country.
3. Doctoral and post-doctoral research that addresses real world domestic problems and that grows a research workforce (whether in academia or outside) can continue to work on real world problems. Doctoral and post-doctoral research that is done with and for end-users.

4. Supporting a greater number of Māori and Pacific successfully into the research workforce. Supporting more women into more senior academic positions.
5. Knowledge transfer to end-users - particularly from the fundamental and investigator-led research being done by early career researchers.

PBRF cannot and should not be used to address these challenges by itself, but more value could be unlocked if it was looked at in combination with wider Government teaching and research policy and investment settings,

The remainder of this paper explores this in the next four sections:

1. The return from investing in PBRF – the case for investment.
2. Aligning investment to short, middle, and long term strategic objectives.
3. Using quality evaluation to incentivise universities (and to support the case for further Government investment).
4. Funding levels and settings that will support universities to realise the strategic objectives.

The return from investing in PBRF (and universities). The case for investment.

Given the relatively small dollar value of PBRF and the fact it is a devolved fund that universities apply and cross subsidise in different ways, it is not possible to determine the return on investment from different settings around PBRF and other university research activity. But we can infer returns from the limited information that is currently available and from overseas experience

The additional income that people earn on average over their working lives where they have some sort of post-school qualification is shown below based on data from the 2018 Census.

Earnings over working life ABOVE that of someone with no post-school qualification (people in full time study only)	Lvl 4 (Certificates)	Lvl 5 (Diplomas)	Lvl 7 (Bachelors)	Lvl 8 (Honours)	Lvl 9 (Masters)	Lvl 10 (PhD)
Sciences	$0.6m	$0.8m	$1.1m	$1.4m	$1.3m	$1.6m
ICT	$0.5m	$1.0m	$1.6m	$2.0m	$1.8m	$2.0m
Engineering	$1.2m	$1.5m	$1.6m	$2.3m	$1.9m	$2.1m
Architecture & Building	$1.1m	$1.3m	$1.7m	$1.9m	$1.7m	$1.3m
Agriculture & Forestry	$0.6m	$0.8m	$1.1m	$1.2m	$1.1m	$1.5m
Nursing & Rehabilitation Therapies	$0.2m	$0.7m	$1.2m	$1.5m	$1.7m	$1.7m
Medicine (incl Doctors)	$0.4m	$0.9m	$3.5m	$3.9m	$3.7m	$4.0m
Dental	-$0.3m	$0.3m	$0.6m	$0.9m	$1.1m	$1.6m
Veterinary	$0.0m	$0.6m	$2.1m	$1.9m	$3.1m	$3.3m
Other Health (radiography, optical, pharmacy, etc)	-$0.4m	-$0.1m	$1.8m	$2.1m	$1.9m	$2.2m
Alternative Health	$0.0m	$0.4m	$0.7m	$1.0m	$1.1m	$1.7m
Education	$0.1m	$0.3m	$0.5m	$0.8m	$0.8m	$1.2m
Business & Accounting	$0.8m	$1.1m	$1.8m	$1.9m	$1.9m	$2.0m
Tourism & Office Mgmt	$0.3m	$0.4m	$0.2m	$0.6m	$0.8m	
Arts	-$0.1m	$0.2m	$0.7m	$1.0m	$1.0m	$1.5m
Political Science		$1.2m	$1.4m	$2.0m	$2.0m	$1.9m
Law	$1.1m	$1.3m	$2.6m	$2.7m	$2.8m	$2.1m
Economics	$0.3m	$0.4m	$1.6m	$2.3m	$1.8m	$2.4m
Creative & Performing Arts	$0.3m	$0.5m	$0.6m	$0.7m	$0.6m	$0.7m
Hospitality & Food	$0.1m	$0.1m	$0.2m	$0.4m	$1.2m	
Averages	**$0.8m**	**$0.9m**	**$1.3m**	**$1.6m**	**$1.6m**	**$2.0m**

Someone with a masters qualification will earn $1.6m more over their working lives and that rises to $2.0m for someone with a doctorate. These qualifications also open up career paths closed to those without an advanced research qualification.

Universities use PBRF to provide financial support to around 26% of doctoral students during their doctoral studies. The support provides these 26% of students with typically around $60,000 of fees and contribution to living expenses over a 3 - 3.5 year period. This is a net annual spend across the eight universities $68m – or 22% of PBRF funding.

A graduate that gains a doctorate in their 20s and earns the additional $2.0m over their working life will pay the Crown around $630,000 in additional income tax. They also contribute back via GST and their contribution to their employer's company taxes.

It is impossible to quantify exactly what benefit Government has received from the $68m of PBRF funding that is being invested annually to producing a research-degree qualified workforce, but given the numbers above it must be in the order of 10-20 times the initial investment in training them.

Entities that employ researchers, commission research, or that use researcher-generated knowledge generate a range of economic, social, and cultural benefits. They solve problems and realise opportunities. They also pay taxes – from income that should be larger because of research and researchers. Some of that research has been commissioned directly. Other research was accessed to the entity.

At present, only 7% of New Zealand's workforce has a postgraduate (research) qualification, compared with an OECD average of 15%. The table below shows the percentage of the population in New Zealand, Australia, Canada, the UK, and US enrolled in masters or doctoral studies in 2013 and in 2020. New Zealand is experiencing real growth, but we still have just 0.274% of our population studying at these levels compared with an average that is nearly double that (0.508%).

% of population in PhD or masters studies	2013	2020	Growth 2013 to 2020
Australia	0.501%	0.777%	55.0%
Canada	0.433%	0.471%	8.8%
New Zealand	**0.190%**	**0.274%**	**44.5%**
United Kingdom	0.392%	0.480%	22.5%
United States	0.548%	0.538%	-1.8%

We don't really know why the proportion of the population gaining a postgraduate qualification is so much lower than the rest of the OECD, but we believe its closely linked to the fact that we don't provide allowances to help postgraduate students with living costs while they pursue their studies.

There are some insights in the Integrated Data Infrastructure (IDI) and the Census. Focusing on people who were studying for a doctorate in 2018 (N=4920)

- 40% were aged 40 or more.
- 71% were working while studying – a mix of full and part time.
- 63% reported an income below $50,000
- 17% were employed to teach or tutor at the place where they were studying.

In general, we believe that employment outcomes are better for graduates whose research was done with or for end-users and we know that these graduates contribute more to employers through actionable insights and research.

Together these grow the return on investment for (a) students investing their time and money on postgraduate studies, and (b) government supporting those students into qualifications that will lead to much larger returns through income tax, GST, company tax, and non-financial outcomes such as better policy, and broader social and cultural outcomes.

We also think that there are lessons internationally that can inform an assessment of the likely value of university research to New Zealand – including that supported or enabled by PBRF.

For example, The National University of Singapore (NUS) research centres drive advancements in technology, healthcare, and finance, contributing to Singapore's knowledge-based economy. Singapore's economy performed well despite recent global challenges. Irish universities, including Trinity College Dublin and University College Dublin, have been instrumental in Ireland's economic success. They collaborate with multinational corporations, supporting research and development initiatives. Ireland's GDP per capita ranks 7th globally, reflecting its strong economic performance. Universities in Denmark, such as the University of Copenhagen and Aarhus University, engage in interdisciplinary projects, addressing societal challenges like sustainability, health, and digitalization. Like Ireland, Denmark has maintained steady growth over the past years. Its GDP per capita ranks 10th globally, highlighting its economic stability.

These examples show how universities foster innovation, produce skilled graduates, and collaborate with industries, all contributing to their country's economic growth. By way of comparison, New Zealand's GDP per capita was 25th in the world in 2023. International comparisons show the value of investment in excellent university research. PBRF is one mechanism for enhancing the type of research excellence that is shown to provide economic gains internationally.

Aligning investment settings and incentives with short, middle, and long-term needs.

We suggest returns from PBRF and other associated Government investment can be maximised if settings and incentives are better aligned with what the system needs in the short term (say over the next 5 years), middle-term (say 5-15 years), and long-term (15-30+ years). Settings and incentives should be broadly aligned as follows:

1. **<u>Long-term (15-30+ years).</u>**

    1.1. Research priorities should identify the things that we will still be addressing in thirty years' time. These are likely to include areas such as (a) climate adaptation, (b) aging and health, (c) government policy making, etc.

    1.2. Permanent research infrastructure (capital assets and standalone research institutes) should only exist where they align with a long-term priority.

    1.3. Government should be incentivising doctoral research that deliberately creates a research workforce that will be able to support these long-term needs over their (typically) 30+ year careers.

2. **<u>Middle-term (5-15 years)</u>**

    2.1. Government policy ministries and industry bodies should be publishing their middle-term research problems – the things that they have to work out how to solve in the next 5-15 years but don't currently have a solution for. *EXAMPLE: An existing model for this*

is the United Kingdom's 'Areas of Research Interest[2]' which sees departments publish details of the main research questions facing them. This is something that could be overseen by the office of the Chief Scientist and supported by the network of science advisors.]

2.2. Doctoral scholarships and post-doctoral fellowships should incentivise research with and for policy ministries, industry bodies, and large employers to develop solutions for middle-term problems.

3. <u>Short-term (0-5 years)</u>

3.1. Government policy ministries, industry bodies, and large employers should be publishing their current information and knowledge gaps.

3.2. Government should be incentivising knowledge transfer from universities to domestic end-users in line with current information and knowledge gaps and fostering connections between the university academic workforce and the end users.

Evaluation and incentives (refining Quality Evaluation)

As a devolved fund, PBRF has given universities considerable freedom to decide where and how to invest it to generate the greatest impact within the context of the particular university.

The process for allocating PBRF has been a mix of (a) easy and inexpensive to measure metrics *(research degree completions, and the value of external research income)* and (b) the much more onerous and expensive Quality Evaluation (QE) round carried out every six years.

Universities support the decision to not proceed with a 2026 QE round and agree that the QE process is no longer delivering sufficient value to warrant resurrecting the process at some point in future.

A weakness of QE process was that spending a lot of time and effort categorising academic staff into A, B, C, and C (NE) never really mattered to taxpayers or ministers. The number of people in a particular quality category is not an outcome or impact measure. It is hard to make a case for further investment in PBRF when the outcome is mainly an input metric – growing the proportion of academics doing high quality research.

We believe that there should be some sort of evaluation of quality and that it should remain broadly focussed on ensuring excellence in research. But we also think it should be focussed more on the sweet spot of things that taxpayers, governments, and universities themselves care about:

1. Creating incentives for universities to generate as much value as possible domestically around short-term, middle-term, and long-term objectives and needs.
2. Driving impact and return on investment.
3. Supporting the university business model.
4. Supporting the case for further investment.

We also believe that any mechanisms for evaluating quality and allocating funds should:

a. Continue working to a six-year cycle.
b. Be simple and inexpensive in both time and money for both universities and taxpayers.
c. Incentivise universities to be forward looking – focussed on current and emerging needs for knowledge, ideas, and skills.

[2] https://www.gov.uk/government/collections/areas-of-research-interest

We think that the focus must remain on excellence in research. We need universities to continue doing the sorts of basic fundamental research for which there may be no current application but that may lead to something more transformative in future. We also need universities connecting and collaborating internationally.

However, there are opportunities for universities to measure and communicate more clearly the value added from some of the things that demonstrate a return on investment.

1.1. Proportion of the university research workforce (academic and non-academic) that is aligned with long-term research and policy priorities.

1.2. Research collaborations across disciplines.

1.3. Research collaborations across domestic institutions.

1.4. Leadership and mentoring of more junior researchers.

1.5. Growth in research-degree qualified graduates – particularly in areas aligned with long-term research and policy priorities.

1.6. Research degrees done with and for end-users.

1.7. Where government policy agencies and industry bodies publish middle or long term research priorities, the proportion that are being advanced or have been adequately addressed through university research. .

1.8. Evidence of progress towards an equitable and representative research workforce.

We also think that efforts should be made to understand and quantify the extent to which successful knowledge transfer is taking place between universities, government, civil society, and industry. Although much of this is informal and unacknowledged, we expect that developments in AI will make it easier to survey and assess this in future.

We also believe that international connections, collaboration, and knowledge exchange is a key source of value for the country. We recommend continuing to assess this and to also find ways of assessing quality and impact. Much of this can be done through existing databases (Scopus, Web of Science, etc) and, again, more will be possible in future through use of AI.

We are monitoring developments in this area in the UK and Australia[3]. Although we think both systems are heading in a better direction by taking a more holistic view of research quality, both will still require substantial investment of time and effort.

---

[3] Research quality in the UK is assessed through the Research Excellence Framework (REF) evaluations. Subject experts evaluate research submitted by universities assessing research outputs, impact case studies, and the research environment. Contributions to Knowledge and Understanding (CKU) (50% - proportion proposed for the 2029 REF across 34 units of assessment, i.e. disciplines) are assessed according to rigour, significance, and originality of research publications. Engagement and Impact (E and I) (25%) is based on reach and significance beyond academia (e.g., societal, economic, or cultural impact). The People, Culture and Environment (25%) uses criteria related to research culture, sustainability, and facilities with these still under consideration. The REF considers a holistic view of research quality, moving beyond narrow metrics and ensuring those that adhere to the principles of responsible research assessment. Expert reports advised against the use of AI/ML to streamline assessment. Therefore, the REF will continue to use expert review with some use of metric indicators. Sub-panels will consider each Unit of Assessment (i.e. discipline). The Excellence in Research for Australia (ERA) use somewhat similar criteria to the UK REF. The ERA also assesses research performance through expert peer review panels. However, the ERA is more explicit about the use of bibliometrics (such as publication counts and citation impact) to evaluate research quality. Panels use a Citation Index related to individual research outputs based on their citation impact and citations are compared to world and Australian benchmarks. The ERA assesses Relative Impact to determine how research outputs perform compared to global and local standards. Like the REF, Research Environment is assessed by considering facilities, and collaboration opportunities. Both the UK REF and the Australian ERA are moving away from individual researcher assessment (the EP of previous PBRF) to the assessment

For New Zealand, an approach that makes use of readily available metrics to assess overall university research quality at the institutional level rather than at the individual level makes good economic sense and would be in line with the UK and Australian systems. UNZ could look to the systems being developed in the UK and Australia and draw from the best of both.

Under all scenarios we do not support returning to any evaluation mechanism that requires expensive time-consuming production and assessment of portfolios.

Funding settings around PBRF (and other associated Crown investment streams) that will support universities to realise the strategic objectives.

As previously stated, PBRF is mainly used to support (a) postgraduate research qualifications, (b) support for early career researchers, (c) support for early career research – including much of the fundamental research done within universities, and (d) general research infrastructure.

But PBRF does not exist in a vacuum. Universities extensively cross-subsidise the things PBRF is directed to and some of the things that PBRF supports (like research degree completions) also depends on funding settings in areas such as DQ7+ (SAC) and StudyLink.

Although PBRF is provided as devolved bulk-funding, we believe that universities can be assisted and incentivised to direct it towards areas that unlock the greatest value through things like (a) dedicated supplementary funding targeted to short, middle, and long-term priorities, and (b) ensuring that policies and funding levels associated with other funding streams are aligned with PBRF objectives.

Most of the issues and opportunities are directly linked to funding.

We suggest the following:

1. **Doctoral scholarships** *(Increase PBRF to support more doctoral research)*

   PBRF funding only allows universities to provide financial support to 26% of students undertaking doctoral studies. We suggest that the payback to the Crown is substantial enough that PBRF funding be increased to allow support for a much larger percentage of doctoral students –particularly those doing their PhD at the start of their working lives.

2. **Applied doctorates** *(Ringfenced funding on top of PBRF to grow the impact of PBRF)*

   The decision in Budget 2023 to establish Government funded Applied Doctorates was welcomed by the sector. We see these applied doctorates as one of the most important elements in solving real world middle to long term problems and developing a research workforce that is aligned to long term research and policy priorities.

   These Applied Doctorates need deliberate strategy and additional ringfenced funding to ensure they will unlock the greatest value possible. We believe they need the following key elements:

   2.1. Doctoral research is overseen by both a university and an end-user that is able to take a middle to long term strategic view of research needs – such as a sector body, a large employer, a Government policy agency, etc.

---

of institutions and disciplines (units of analysis) within those disciplines for the REF and for the ERA assessment of institutions.

2.2. The PhD candidate, university, and end-user would agree a real-world middle-term problem that the end-user needs addressed and that the university agrees will be PhD level research.

2.3. Doctoral candidates without relevant experience in the research or policy area would have financial and non-financial support from Government and the end-user for gaining real world experience ahead of defining their research problem.

2.4. Funding would be sufficient to allow for any or all of the following where agreed criteria are met: (a) salary/wages for the student to spend time working in the industry, (b) costs associated with investigating and researching the problem, and/or (c) costs for the university and industry in overseeing and administering the research.

3. **Mechanisms to better connect academic experts with policy makers on current and short term research and policy problems** *(supplementary funding to get more value from PBRF)*

   There are different ways this might work, but one successful model is to be found in Ireland. There the Irish Universities Association (IUA) runs a successful 'Evidence for Policy' initiative. IUA takes a theme (like substance abuse) and brings together all the main policy people from Government and the key academics. Generally, this sees around thirty people at each session broken into groups of about 10 each to facilitate conversations. Policy makers report that having contacts and access to experts and to put questions is hugely helpful. Academics enjoy it as well and report that is an opportunity to showcase their work and ideas and to potentially make a difference.

4. **Settings that encourage sharing of research infrastructure** *(make PBRF go further)*

   Individual universities have a wide range of research infrastructure and arrangements that allow for non-university researchers to access it for a fee when it is not otherwise needed. These relatively ad hoc arrangements only happen after a university has made an internal case for investment in the infrastructure. This often means that spare capacity is often limited (or not built into the investment decision) and opportunities for joint-investment and shared access are often missed.

   A formal pan-university and Crown research sector body for identifying needs and opportunities for investing in research infrastructure and encouraging a consortia approach would be sensible. The role of Government could be to funding business case development where potential investment aligns with wider science investment priorities.

5. **Grow PBRF overall** *(prevent PBRF delivering less)*

   PBRF has not increased since 2018 despite inflation of nearly 24%. Universities have increased the value of doctoral scholarships and post-doctoral fellowships but have had to reduce overall numbers. Funding available to support early career research and investment in basic research infrastructure has been similarly cut in real terms.

   With the exception of the Quality Evaluation component, PBRF is an administratively efficient way of generating substantial benefits for the wider research system and society generally.

   PBRF funding more generally sets a limit on the amount of research that universities can support among the early career academic workforce. In addition to generating useful knowledge, this early career research output helps grow the academic's research profile – accelerating the time before they are able to successfully secure research funding externally and start up the promotion ladder. For the early career workforce, this research funding substantially improves productivity, effectiveness, satisfaction, and retention.

One university reports that it takes an average of 22 years for those that come in as junior lecturers to progress to the rank of full professor. The timeframe is very much linked to the ability of the academic to gain the teaching and research profile necessary to get the funding and collaborations and networks that allow them to be effective in knowledge transfer and in contributing to community understanding.

The quantum of all research funding has a similar effect on the ability of universities to recruit academic staff from overseas. Around half the academic workforce was recruited from overseas (including attracting New Zealanders back home). The salary that New Zealand universities can pay is always lower than the salaries they can earn in places like the UK, US, Canada, and Australia. In place of salary, our universities recruit on the basis of (a) lifestyle, and (b) the ability to do interesting research. However, the ability to do this interesting research depends on access to funding.

In addition, we think that there are other areas outside of PBRF where different settings would unlock significantly more value through PBRF and universities more generally.

6. **Postgraduate living allowances** *(DQ7+ & StudyLink to grow postgraduate qualification participation and completions)*

   In 2013 eligibility for student allowances was removed for students studying postgraduate qualifications above Level 8 (Honours). Prior to 2013 around 18% of postgraduate students received an allowance. This relatively low percentage did not reflect demand but rather the fact that most students were limited to a total of five years of allowances across all tertiary studies.

   We think that more students would want to pursue postgraduate studies if they were able to access financial support to assist with living expenses while studying. We recommend reinstating and significantly expanding access to postgraduate allowances – particularly for students doing their doctoral studies in their 20s (with long careers and tax-paying years ahead of them).

7. **Reduce early-career researcher precarity** *(Consider a Strategic Science Investment Fund for the university sector)*

   Universities can only employ early career researchers on open tenure contracts when they have the funding to do so.

   Most non-PBRF research funding is provided on a project by project basis with large projects broken into funding tranches. Universities are only able to employ much of their early career workforce on fixed term contracts that align with funding tranches, or event-based contracts that conclude if funding is not renewed. This creates enormous insecurity for the early career academic workforce. A lot of these early career academics live for many years on fixed term contracts.

   The Crown Research Institutes had the same issue and Government resolved it in 2017 by moving $193m of annual funding into the Strategic Science Investment Fund – providing a mechanism for Government to support the development and maintenance of science capability in areas that are long term research priorities.

   There would be benefit in doing something similar for the university sector. Where early career researchers are working in areas that align with long term research priorities, Crown funding should be provided in ways that allow universities to employ and develop their workforce on an open-tenure basis. They will still move around multiple projects, but they will have security of tenure.

8. **Most or all research brought out from behind paywalls**

   At present just 44% of New Zealand university research is available via an open-access channel, compared with the UK at 67%. As publicly funded institutions most or all publicly funded research should be publicly available. Aim for 70-80% of research to be in open access in the next 5-10 years to improve the ability for potential end-users to find and utilise this knowledge.

Indicative UAG activities 29/7 – 30/8

Monday	Tuesday	Wednesday	Thursday	Friday
29/7	30/7 Fortnightly SPG / leadership catchup	31/7	1/8	2/8 Agenda for 23/7 to UAG University governance paper to UAG [TBC] PBRF paper to UAG [TBC]
5/8	6/8 UAG briefing with NZQA	7/8	8/8 Student reference group meeting Preparedness and participation paper to UAG	9/8 UAG online meeting
12/8 VUW visit	13/8 UAG online meeting Fortnightly SPG / leadership catchup	14/8 Otago visit	15/8 UAG online meeting	16/8 Waikato visit
19/8 UAG online meeting	20/8 Lincoln visit	21/8 Canterbury visit	22/8 AUT visit	23/8
26/8 UoA visit	27/8 Massey Visit Fortnightly SPG / leadership catchup	28/8	29/8	30/8 UAG interim report delivered

Key: **Panel meeting** **University visits** **Briefing papers**

UAG university visits planning as of 30/7

University	Date	Attendees	Notes
WEEK ONE – 12-16 AUGUST			
VUW	Monday 12/8	Alastair MacCormick Arihia Bennett Phil O'Reilly Sir David Skegg	
Otago	Weds 14/8	Sir Peter Gluckman Arihia Bennett Dame Paul Rebstock	
Waikato	Friday 16/8	Alastair MacCormick Arihia Bennett John Allen	
WEEK TWO – 19-23 AUGUST			
Lincoln	Tuesday 20/8	Sir Peter Gluckman Sir David Skegg	Afternoon only
Canterbury	Wednesday 21/8	Sir Peter Gluckman Sir David Skegg Phil O'Reilly Bella Takiari-Brame	
AUT	Thursday 22/8	Sir Peter Gluckman Alastair MacCormick Arihia Bennett	
WEEK THREE – 26-30 August			
Auckland	Monday 26/8	Sir David Skegg John Allen Sir Peter Gluckman	
Massey	Tuesday 27/8	Sir Peter Gluckman Sir David Skegg John Allen	

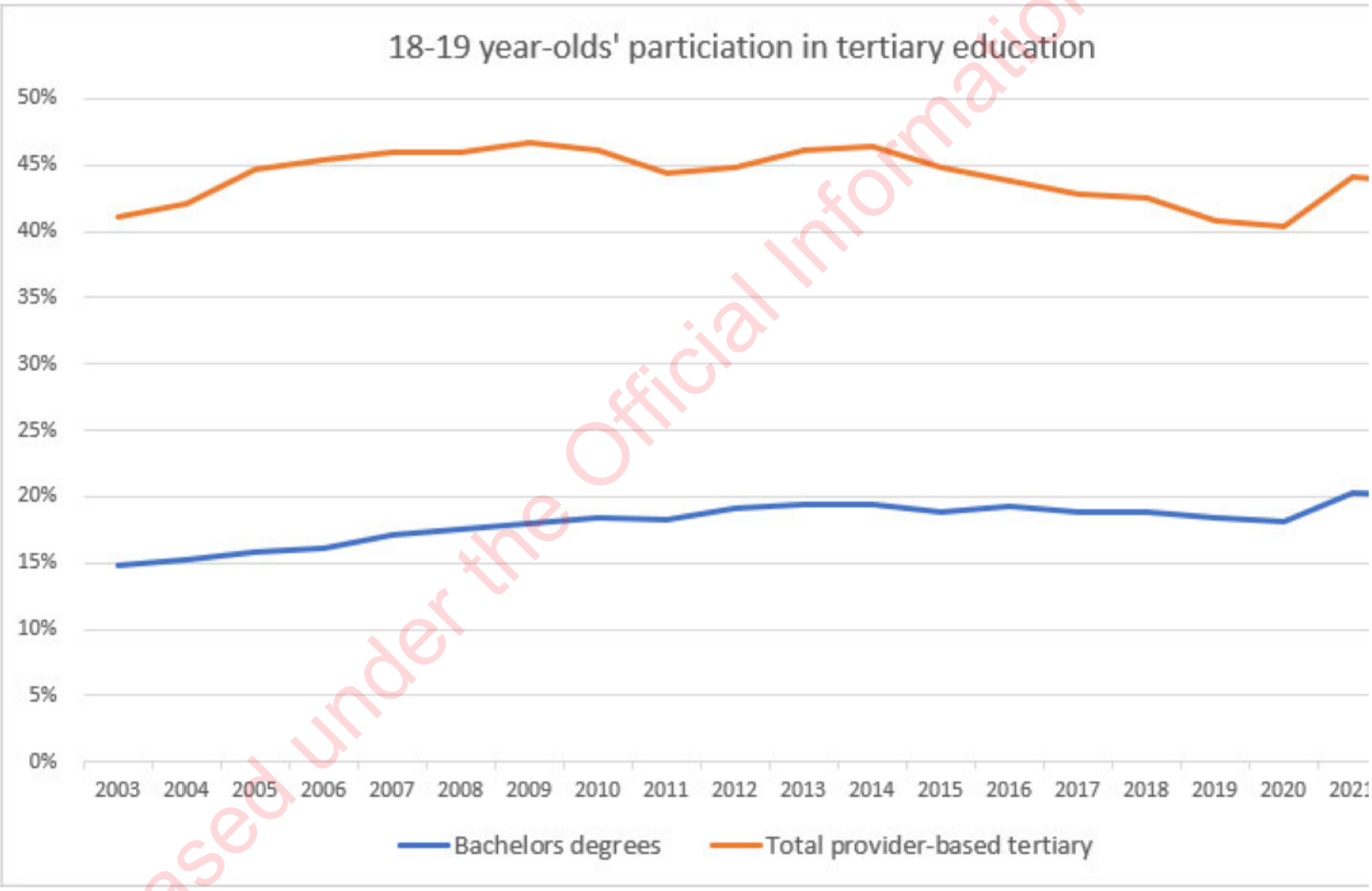
Document 44

Vladka Smith

From: James Campbell
Sent: Monday, 5 August 2024 2:12 pm
To: Peter Gluckman
Subject: RE: University crisis looms as teenagers say no to degrees

Hi Peter

I don't think there is clear evidence of this here at this stage. We record enrolments (as opposed to applications), but NZ participation rates among school leavers at a bachelor's level has remained relatively stable over the last 10 years, with a uptick in 2021 and 2022 due to COVID:



We haven't published official 2023 participation rates yet – we did see a decline in the number of 18-19 year olds enrolling at a degree level (from 25,090 to 24,005), but this is basically a return to pre-Covid levels – my understandings is that 2024 enrolments are also consistent with this. More generally our forecasts on overall participation levels have retained their predictive strength – these are primarily driven off the size of the 18-24yo cohort and forecast unemployment rates. These forecasts tend to be most accurate for participation in degree level study: https://www.educationcounts.govt.nz/publications/80898/172620

The article you shared argues that the declining wage premiums and employment outcomes are behind their declining enrolments, although doesn't provide any data to support this. OECD data suggests that both NZ and the UK have very high employment rates for bachelor's degree graduates, but that the UK has a somewhat higher wage premium for

degrees (1.45x that of someone with an upper secondary education vs 1.26x in NZ). Of course there are a lot of other factors in the UK, including some very significant cost-of-living pressure on students and very different tuition fee and student support settings that may also be impacting on the attractiveness of university education there.

We'd be happy to do some more work on this if there is anything you'd like us to dig into here.

Ngā mihi
James

James Campbell | Senior Policy Manager, Tertiary Education
Te Pou Kaupapahere | Policy
9(2)(a)

From: Peter Gluckman <pd.gluckman@auckland.ac.nz>
Sent: Sunday, August 4, 2024 11:46 AM
To: James Campbell <James.Campbell@education.govt.nz>
Subject: Fwd: University crisis looms as teenagers say no to degrees

Do we have any hint of same in NZ

Sent from my iPhone

Begin forwarded message:

> **From:** Peter Gluckman 9(2)(a) >
> **Date:** 4 August 2024 at 11:43:33 NZST
> **To:** Pete Gluckman <pd.gluckman@auckland.ac.nz>, Alastair MacCormick 9(2)(a)
> **Subject: University crisis looms as teenagers say no to degrees**
>
> I thought you would be interested in this story from The Sunday Times.
>
> University crisis looms as teenagers say no to degrees.
>
> https://www.thetimes.com/article/a60138e0-9724-45c5-baf6-713f39d38cc1?shareToken=8b3e4581a1c4cf8e61686aba6e793003
>
> For more, download The Times and The Sunday Times app here.
>
> Sent from my iPhone

Document 45

Vladka Smith

From: James Campbell
Sent: Tuesday, 6 August 2024 4:30 pm
To: 'Peter Gluckman'; 'Alastair MacCormick'; 'Arihiab'; 9(2)(a) '; 'Bella'; 'John Allen'; 'Poreilly'; 'David Skegg'; 'Alastair MacCormick'
Cc: 'University Advisory Group'; 9(2)(a) @tec.govt.nz'; 9(2)(a) 'hema.sridhar@auckland.ac.nz'; 9(2)(a) @tec.govt.nz'; Catherine Ryan; Donna McKenzie
Subject: RE: UAG progress update
Attachments: UAG briefing on university definition 19 July 2024.pdf 45a

Kia ora

The attached briefing includes the section on post-graduate research degree delivery that I referred to. We would be happy to come back to this or other parts of this briefing in future discussions.

Ngā mihi

James Campbell | Senior Policy Manager, Tertiary Education
Te Pou Kaupapahere | Policy
9(2)(a)

From: James Campbell
Sent: Tuesday, August 6, 2024 4:00 PM
To: Peter Gluckman <pd.gluckman@auckland.ac.nz>; Alastair MacCormick <a.maccormick@auckland.ac.nz>; Arihiab 9(2)(a) >; 9(2)(a) <9(2)(a) >; Bella <9(2)(a) ; John Allen 9(2)(a) ; Poreilly <9(2)(a) ; David Skegg <david.skegg@otago.ac.nz>; Alastair MacCormick 9(2)(a)
Cc: University Advisory Group <secretariat@uag.org.nz>; 9(2)(a) @tec.govt.nz; 9(2)(a) 9(2)(a) @tec.govt.nz>; hema.sridhar@auckland.ac.nz; 9(2)(a) @tec.govt.nz; Catherine Ryan <Catherine.Ryan@education.govt.nz>; Donna McKenzie <Donna.McKenzie@education.govt.nz>
Subject: RE: UAG progress update

Kia ora – as discussed, UNZ letter re AQA

James Campbell | Senior Policy Manager, Tertiary Education
Te Pou Kaupapahere | Policy
9(2)(a)

From: James Campbell
Sent: Friday, August 2, 2024 4:07 PM

University Advisory Group briefing: definition of a university

Contents

Purpose

The purpose of this briefing is to provide information to the University Advisory Group to support their consideration of the definition of a university in legislation. This briefing responds to members' requests for further advice on three potential directions for change:

- Adopting a more outcomes-focussed definition of a university
- Incorporating clearer expectations on the role of universities in relation to Te Ao Māori and Te Tiriti o Waitangi / the Treaty of Waitangi (Tiriti/Treaty)
- Defining a university as the only type of institution to be able to offer higher research degrees.

Context

Existing legislative provisions

Annex 1 provides an overview of the existing provisions in the Education and Training Act 2020 (the Act) that define and/or set expectations on universities, with some brief comments. This is intended to provide the UAG with a summary of the key sections, rather than detailed legal analysis, and is therefore not comprehensive. Obligations that are relevant to universities in other legislation, such as the Crown Entities Act, Public Audit Act, and Public Finance Act, have not been described. Further, more detailed, advice could be provided at the UAG's request.

We note that the interaction between the purposes, characteristics, obligations and duties of a university can be complex and need to be considered as a whole. In considering changes to any of these areas, we would suggest that the UAG focus on its objectives for the change, and the overall direction, rather than specific changes to individual sections. For example, a change could be aimed at:

- Signalling a desired shift in the focus or role of universities
- Reinforcing an existing role that universities play that may not be adequately reflected in the legislation
- Changing the accountabilities of universities' councils
- Influencing how Ministers, the TEC and other agencies engage with the university system
- Shifting the statutory threshold for the establishment of a university.

More generally, the UAG may wish to consider how the system ensures that universities continue to meet the expectations outlined in any definition or purpose statement. At present these expectations are broadly reflected in the audits undertaken by the Academic Quality Agency (an independent subsidiary of Universities New Zealand), but which is being disestablished with future arrangements yet to be confirmed. In Australia, by comparison, the Tertiary Education Quality and Standards Agency (TEQSA), which is an independent government agency, is responsible for ongoing assurance that universities and other higher education providers continue to meet the relevant requirements.

Adopting a more outcomes-focussed definition of a university

In the UAG's discussion on 13 June, members drew comparisons between the current definition of a university and the way that a university is defined in other jurisdictions. In particular, members noted that the definition of a university in Australia is more directly connected to what a university is expected to deliver for learners, communities and the country more broadly, whereas the New Zealand definition is more focussed on the activities that take place within a university.

One of the reasons for the difference in approach is that New Zealand's legislation provides a list of *characteristics* of a university to be taken into account when a Minister is seeking to establish a university. In comparison, the Australian legislation is laying out the distinctive *purposes* of a university (which the legislation aims to support). To that extent the more relevant comparison in Australia is arguably to the much more detailed list of criteria which institutions are required to meet to be recognised as an "Australian University", which are outlined in **Annex 2**, alongside the prescribed criteria for the recognition of other sorts of higher education institutions and universities.

As is outlined in **Annex 1**, New Zealand's legislation (s252) does include objectives for the whole tertiary system, which have more in common with the purposes of the Australian university system. These objectives include reference to the need for the system to respond to the needs of learners, foster a skilled and knowledgeable population, contribute to New Zealand's cultural and intellectual life and enhance New Zealand's research capabilities. However, this section does not specify the distinctive role that universities play in achieving these objectives.

The Act is arguably clearer on the roles of wānanga and Te Pūkenga, which have been set out more recently:

- The wānanga characteristics were updated in 2023 following extensive engagement with the wānanga. While the wānanga characteristics are also intended to inform any decision to establish a wānanga, they do more strongly connect to the broader outcomes that wānanga are seeking to achieve, including that wānanga "have a role in the promotion and maintenance or social, spiritual, cultural, political, and economic well-being in the community…"
- The Act outlines the functions that Te Pūkenga should pursue and provides a charter that it is required to give effect to. The functions include things that that Te Pūkenga is required to do (e.g. providing, arranging and supporting education and training, conducting research with a focus on applied and technological research), as well as outcomes that it is expected to pursue (e.g. improving the consistency of vocational education and training, improving outcomes for Māori). The charter primarily focuses on the way in which Te Pūkenga is required to operate when performing its functions.

Relevant feedback from Phase One submissions

While the Phase One consultation did not ask specifically about what should define a university, it did ask "What should be the primary functions of universities for a contemporary world?". As is outlined in more detail in the full summary of submissions, feedback on this question often referred to the existing statutory characteristics of a university, although they often also discussed the broader purpose of the university system.

Submissions tended to focus on three broad functions: teaching, research and a "third mission" framed variously as knowledge transfer, community engagement, and dissemination

of knowledge, with some noting that the third mission is not clearly acknowledged in legislation. Some also focussed on the role that universities have in local and national economies.

Options for consideration

The UAG could consider whether the legislation should articulate a statutory purpose for universities that they are expected to pursue, or whether the current characteristics could be expanded to include reference to broader factors. In particular, the UAG may wish to consider the merits of:

- An articulation of the distinctive *purpose* universities should play in the system (rather than solely what characterises a university)
- More clearly reflecting a "third mission" for universities in the definition (e.g. to contribute to society by making good use of their knowledge and output to address growing societal and economic challenges)
- Emphasising the role that universities play in providing learners with the skills and attributes they need to succeed in the workforce and to contribute to society
- More explicit reference to the connections that universities are expected to have at a local, national and global level
- Clearer connection to the role that universities are expected to play in the overall research system
- Changes to other obligations on universities, such as to Council duties, to more strongly incorporate any of the above.

Te Tiriti o Waitangi / the Treaty of Waitangi and the university system

Te Tiriti o Waitangi / the Treaty of Waitangi in the Act

The Act includes explicit Te Tiriti o Waitangi / Treaty of Waitangi (Te Tiriti) requirements alongside broader signals about the role of Te Tiriti in the education system as a whole. The key overarching provision is section 4(d), which provides that a purpose of the Act is to establish and regulate an education system that honours Te Tiriti and supports Māori-Crown relationships. This is a broad, high-level provision that applies across the education system.

Section 9 of the Act lists the main provisions that "recognise and respect the Crown's responsibility to give effect to" Te Tiriti, including a number of provisions that apply to universities. For example:

- Section 278 sets out representation considerations and requirements for TEI councils, including that each TEI's council needs to have at least one Māori member.
- Section 281 provides that it is a duty of each TEI's council, in performing its functions and exercising its powers, to acknowledge the principles of Te Tiriti, and to encourage the greatest possible participation by the communities served by the institution, with particular emphasis on groups in those communities that are under-represented among the students of the institution.
- Section 597 sets out the 'good employer' requirements on all employers in the education service, including operating an employment policy that requires recognition of the aims, aspirations, and employment requirements of Māori, as well as the need for greater involvement of Māori in the education service.

Beyond these provisions the Act does not specify the nature of universities' roles or responsibilities under Te Tiriti, nor to whom and how universities are accountable for these obligations. A question the Group could consider is whether there should be clearer and more definitive obligations related to Te Tiriti for universities in the Act.

What we heard through consultation

A common focus of university submissions was the importance of Te Ao Māori, Te Tiriti, and indigeneity for New Zealand universities. All the universities stated that they are committed to embracing Te Tiriti as a core value, noting that Tiriti relationships distinguish New Zealand universities.

Universities generally stated that they are complying with their statutory obligations and making progress on integrating the principles of Te Tiriti into their values, strategies, policies and operations, but progress is often slow and challenges remain. Some urged the UAG to take a broader view of what honouring Te Tiriti means for universities.

The Academy of the Royal Society Te Apārangi considered that one of the primary functions of universities is its 'duty of care to adhere in their mission to support the principles of Te Tiriti o Waitangi'.

Some submissions from university affiliated groups and staff raised concerns that the lack of clarity on the interaction between universities' responsibilities under Te Tiriti and academic freedom is leading to self-censorship.

The UAG could recommend clarification of universities' role and obligations

Currently, section 4 of the Act is broad enough to give universities the flexibility to determine what honouring Te Tiriti looks like in their specific context. Each university has taken a different approach to reflecting Te Tiriti in its policies and practices, including developing and formalising relationships with iwi partners.

The Group could explore including a reference to Te Tiriti in the definition of a university in the Act. This could include:

- broad reference to the role that Te Ao Māori plays in making New Zealand universities distinctive compared to universities in other jurisdictions;
- setting high-level expectations on universities to honouring Te Tiriti/the Treaty; and/or
- specific obligation/s on universities in relation to Te Tiriti/the Treaty e.g., outcomes for Māori learners, engaging with Māori communities, etc.

The legislation for Te Pūkenga could provide a useful reference point for exploring what a specific Tiriti obligation could look like for universities (noting that these provisions are likely to be revisited as part of the Government's commitment to disestablish Te Pūkenga):

Reference	Provision
Section 315: Functions of Te Pūkenga	Te Pūkenga has the following functions: (f) to improve outcomes for Māori learners and Māori communities in collaboration with Māori and iwi partners, hapū, and interested persons or bodies.
Schedule 13: Te Pūkenga charter	4. Te Pūkenga must operate in a way that allows it to – (d) reflect Māori-Crown partnerships in order to – (i) ensure that its governance, management, and operations give effect to Te Tiriti o Waitangi; and (ii) recognise that Māori are key actors in regional, social, environmental, and economic development; and (iii) respond to the needs of and improve outcomes for Māori learners, whānau, hapū and iwi, and employers.

Key considerations

If UAG members want to consider recommending changes in this area we would advise that they take the following factors into consideration:

Process considerations

If the Group is considering any changes in this space, the most important consideration is good process: "The way the Treaty is recognised…should be the product of genuine engagement with relevant iwi/Māori groups".[1] To date, the UAG has received limited formal

[1] Te Arawhiti (2022), *Providing for the Treaty of Waitangi in Legislation and Supporting Policy Design – Questions for Policy-makers*, retrieved from https://www.tearawhiti.govt.nz/assets/Tools-and-Resources/Providing-for-the-Treaty-of-Waitangi-in-legislation.pdf

feedback from Māori outside of the university system on these issues. The Secretariat can provide further advice and support on an approach to engaging with Māori.

We also suggest that the UAG explore this issue in greater depth with each of the universities. The individual institutions have each done a significant amount of thinking on these issues, although as we have noted their approaches are each distinct. We would suggest that UAG members seek further information on how each university is approaching this issue as part of their upcoming visits to the universities.

Whether greater legislative specificity is desirable

Including a specific reference to Te Tiriti in the Act can be a useful way of:

- providing clarity on what honouring Te Tiriti means in the university context;
- holding universities accountable for their role in honouring Te Tiriti;
- providing individual universities with a clearer mandate to take action to honour Te Tiriti;
- recognising Māori rights and interests in the university system; and
- setting a foundation for growing meaningful reciprocal relationships between Māori and universities.

On the other hand, specifying the nature of universities' role and responsibilities under Te Tiriti in the Act may not be the most effective or meaningful way for universities to honour Te Tiriti. As Te Arawhiti stated in its guidance on providing for Te Tiriti in legislation:

> *Recognising the Treaty is not reliant on having specific reference to it in legislation. The best expression of Treaty partnership, for example, may be non-legislative policies and practices that engage Māori in day-to-day operations...The most important thing is to identify the outcomes you are seeking to achieve and how the Treaty is engaged with those outcomes, so you can achieve them in the most meaningful way.*[2]

Allowing universities to develop their own approaches in response to the expectations of iwi, hapū, staff and students may provide flexibility for their approach to evolve, without sparking a potential contentious debate within and around these institutions.

More generally, we are aware that some academics have questioned whether it is correct for universities to be conceptualised as part of the Crown when thinking about Te Tiriti.[3] We note that Crown entities such as universities are not considered to be formally part of the Crown for Te Tiriti purposes and that universities are particularly distinct given that they are legally constituted by their staff, students and graduates. While these factors do create some complexity, they could also be used as an argument in favour of the Crown more clearly setting out what it expects from universities as part of the Crown honouring its obligations, rather than relying on individual institutions making their own judgments about what Te Tiriti means for them.

Concerns regarding academic freedom

As noted above, some submitters argued that universities seeking to give effect to Te Tiriti involves the institution taking a political position, with some raising concerns that this can limit

[2] *Ibid.*

[3] See, for example, Dominic O'Sullivan, 'NZ universities and not normal Crown institutions – they shouldn't be Tiriti-led', https://theconversation.com/nz-universities-are-not-normal-crown-institutions-they-shouldnt-be-tiriti-led-202037

academic debate around Te Tiriti-related issues. Examples cited include Massey University's proposed changes to its curricula, which are intended to give effect to its Te Tiriti aspirations, with some academics raising concerns that they require a particular perspective to be taught and apply more broadly than is appropriate.

Any changes would need to take care to preserve academic freedom, including maintaining the ability to state controversial opinions in relation to Te Tiriti, and to focus on what is expected of universities as educational institutions rather expecting them to take public positions on issues of the day.[4]

Consideration of the role of wānanga

Any change to the definition of the role of universities should take into account the role of wānanga as kaitiaki of mātauranga Māori, te reo Māori and tikanga Māori within the tertiary education sector, as is now set out in the Act:

Characteristics of Wānanga in the Education and Training Act 2020 (s389D)

Wānanga are institutions that—

a. Māori, primarily iwi, have been instrumental in establishing; and

b. are concerned with a wide diversity of **teaching and intellectual endeavour (including research)** that is—

   i. closely interdependent; and

   ii. **associated with higher learning**; and

c. are **kaitiaki of mātauranga Māori, te reo Māori, and tikanga Māori within the tertiary education sector**; and

d. have a role in the promotion and maintenance of social, spiritual, cultural, political, and economic well-being in the community; and

e. follow practices that are consistent with mātauranga Māori and tikanga Māori at all levels of governance and operations; and

f. **accept a role as a critic and conscience of society from a mātauranga Māori, te reo Māori, and tikanga Māori perspective**; and

g. position themselves within the networks of indigenous tertiary institutions across the world and **contribute to the setting of international indigenous standards of teaching and intellectual endeavour, including research**.

As stated by the Waitangi Tribunal in its report on the Wānanga Capital Establishment claim (WAI 718):

> *[Wānanga are] an institution that devotes a significant proportion of its activities to protecting and revitalising te reo Maori… It might be argued that other TEIs have Māori studies departments that provide this protection. While this may be true to a certain extent,* ***te reo Māori and mātauranga Māori are not central tenets to the activities of mainstream universities and polytechnics in the way they are to wānanga.***

[4] We note that recent discussions about institutional neutrality tend to focus on universities taking positions that are outside of their core functions, rather than making judgements on what is required of them as educational institutions. See, for example, Harvard University's *Report on Institutional Voice in the University* https://provost.harvard.edu/sites/hwpi.harvard.edu/files/provost/files/institutional_voice_may_2024.pdf

> *Wānanga are statutorily compelled to have regard to teaching and research that maintains ahuatanga Māori and tikanga Māori. In this regard, they are unique.*[5]

We would suggest particular engagement with the wānanga as part of testing the interaction between any proposals and the role of wānanga in the system.

[5] Waitangi Tribunal (1999), *The Wānanga Capital Establishment Report (WAI 718)*, pp.49-50.

Delivery of post-graduate research degrees

Context

UAG members have queried whether universities should be defined as the only type of institution able to offer 'higher degrees' – i.e. master's and doctorate qualifications. We understand that concerns primarily relate to the ability of non-universities to provide quality programmes at this level, as well as about the competitive environment between TEO types, and that these concerns are focussed on research master's and PhDs, rather than taught master's.

As we noted in the international comparison document that we prepared for the UAG, universities in other jurisdictions usually have the broadest authority to offer research master's and doctorates, although non-university institutions are sometimes able to offer this delivery in their specific fields of specialisation. It is also worth noting that in many of these jurisdictions the term 'university' is used in relation to entities that are not 'full' universities in their system, for example Technological Universities in Ireland and University Colleges in Norway, while others allow for the establishment of private universities. Often institutions that are not 'full' universities are subject to additional accreditation requirements for higher-degree delivery.

New Zealand's policy settings have tended to emphasise the importance of TEO autonomy and learner choice, as well as the idea of a "level playing field" and the importance of leaving room for innovation. As such, they do not restrict delivery of degree and postgraduate programmes to any particular type of TEO, although specific accreditation from NZQA is needed for non-universities to deliver at Level 7 (e.g. bachelor's degree) and above. For new programmes, the TEC also requires a TEO through its Investment Plan to demonstrate that the programme meets a clearly evidenced stakeholder need.

What we heard through consultation

There were no specific questions about this issue in Phase 1 consultation. However, university responses to Question 2 (on the long-term shape of university sector) showed a desire to strengthen the sector's difference to other sectors by limiting non-university degree and postgraduate provision to universities. Massey University suggested that degree and postgraduate provision should be distinctive to universities, for example, while Otago University suggested that competition from ITP degree provision had made some university programmes unsustainable.

Submissions on Question 2 from individual university staff members frequently mentioned the idea of limiting degree and postgraduate provision to universities, but this was not a common theme in submissions from faculties, departments, and research centres.

Te Pūkenga, the wānanga, and PTE submissions on Question 2 argued strongly that they had an important place in the tertiary education system delivering at degree and postgraduate levels.

Responses to Question 3 (on barriers to efficiency and effectiveness) from the universities highlighted their view that there is too much competition for students and that can lead to an unhelpful duplication of offerings. As with Question 2, some universities argued that other TEO types should be excluded from degree and postgraduate provision.

Other TEO types agreed there was too much competition, but in response advocated for more collaboration for the benefit of learners rather than for limiting this type of provision to universities.

Current delivery of post graduate programmes

At master's level…

Looking at all Master's degrees (taught and research), universities are by far the largest providers, but PTEs, ITPs and wānanga have a small but significant level of enrolments.

2023 Master's Degree Equivalent Full-Time Students (EFTS)

	Domestic	International	Total	Percentage
Universities	8,850	4,820	13,670	84
ITPs	380	1,165	1,545	9.5
Wānanga	175	0	175	1.1
PTEs	415	460	875	5.4
Total	9,820	6,445	16,265	

Universities' dominant role in Master's provision has remained relatively consistent over time, although the number of ITP and PTE Master's degrees has increased significantly since 2014 (from a low base).

Our enrolment data does not clearly distinguish between research and taught master's, but our understanding is that the vast majority of master's degrees delivered outside of the universities are taught master's. This is supported by PBRF data, which provides 2022 research master's degree completions (noting that not all providers participate in PBRF).

2022 PBRF Research Master's Completions

TEO type	Research Master's Completions	Percentage
University	2,211	93.2
ITP	113	4.8
Wānanga	33	1.4
PTE	15	0.6
Total	2,372	

PBRF data also shows that the subject area for research master's differs significantly by subsector.

2022 PBRF Research Master's Completions by Subject Area

Subject areas	University	ITP	Wānanga	PTE
Agriculture, Environmental and Related Studies	56	1	-	-
Architecture and Building	254	35	-	-
Creative Arts	294	29	-	8
Education	72	4	-	-

Subject areas	University	ITP	Wānanga	PTE
Engineering and Related Technologies	145	-	-	-
Health	263	18	-	-
Information Technology	69	2	-	-
Management and Commerce	73	18	-	-
Mixed Field Programmes	12	1	-	-
Natural and Physical Sciences	486	-	-	-
Society and Culture	487	5	33	7
Total	2,211	113	33	15

At doctoral level

Universities deliver all but a very small number of qualifications at a doctoral level. The most significant provider outside of the universities is Te Whare Wānanga o Awanuiārangi, which offers both a successful PhD programme and professional doctorates in Māori Development and Advancement, and in Indigenous Development and Advancement. Delivery in the ITP sector is limited to Unitec and Otago Polytechnic, which offer doctorates of professional practice and, in the case of Unitec, a doctorate in computing and a PhD in education. No PTE has offered a doctorate programme since 2010.

2023 Doctorate EFTS

	Domestic	International	Total	Percentage
Universities	3,955	3,270	7,225	98.2
ITPs	20	5	25	0.3
Wānanga	100	10	110	1.5
PTEs	0	0	0	0
Total	4,075	3,275	7,355	

Quality of delivery

NZQA is responsible for assuring the quality of academic programmes outside of the university sector, including for postgraduate and research qualifications. As noted, specific approval and accreditation to deliver is required from NZQA for programmes at all levels, including degrees and higher-level qualifications. The process is extensive and involves both a desk and a panel evaluation. For programmes at the doctorate level, a CUAP representative is engaged in the evaluation process.

All programmes of study that lead to diplomas, degrees and related qualifications at levels 7-10 are monitored by an external monitor on an annual basis. Degree monitors are generally from the university sector and are expected to have expert knowledge of the discipline area of the programme and experience in academic processes.

The purpose of monitoring is to provide evidence that:

- the programme is being managed, planned and implemented as it was approved
- consideration has been given to any recommendations made during the programme approval and accreditation process

- any minor modifications and enhancements made by the institution are consistent with the intent of the approved programme and the ongoing development of a quality programme, and in line with a type 1 change
- there is independent, external academic input during reviews and consideration of significant programme enhancements (i.e. type 2 changes)
- NZQA is made aware of issues affecting the satisfactory provision of the programme
- the quantity and quality of staff research outputs are consistent with the development and maintenance of an ongoing research culture in support of the programme.

Monitoring by NZQA is not intended to replace the actions taken by institutions to monitor, review and regularly improve the quality of the programmes they are responsible for.

These processes are supported by the External Evaluation and Review (EER) process. EER is a periodic review of g(TEOs), conducted by NZQA. All EER reports include two statements of NZQA's confidence in a TEO. One statement covers educational performance; the other, the TEO's capability in self-assessment.

Educational performance means the relative quality of the outcomes achieved by a TEO on behalf of its learners and community. It also takes into account the key supporting processes of the TEO and the resources it holds. Capability in self-assessment refers to the TEO's relative effectiveness in understanding its own mission (or kaupapa), and the needs of its learners and other stakeholders. It considers how well the TEO responds to these needs. It also considers how this self-assessment has contributed to improved performance.

NZQA is confident that these processes are robust and ensure that postgraduate degrees delivered outside the university sector are of a comparable quality both nationally and internationally. NZQA has offered to speak to the UAG about its views on this matter and quality assurance more generally.

Comment

The data shows limited postgraduate research degree provision outside the university sector, and we are not aware of quality concerns in relation to these programmes, or of an impact on universities from this delivery. Research master's represent only a small minority of master's degree delivery outside of the universities, and this appears to be centred in relative areas of expertise for non-university providers (e.g. building and creative arts for ITPs, society and culture for wānanga).

Defining universities as the only tertiary institutions that are capable of this delivery would be a significant shift in approach for New Zealand. While this is the case in some overseas jurisdictions, these jurisdictions often have greater variation in what is defined as a university, such as specialist universities, technical universities and private universities. Some of these institutions would not meet the definition of a university in New Zealand.

New Zealand's current system separates questions of what type of tertiary institution is able to offer what type of qualification from the question of institutional form. Provided that the quality assurance system is robust and effective, this should make for a more flexible, responsive and accessible system. We are not aware of any substantive concerns about the adequacy of current quality assurance arrangements for ITPs, wānanga and PTEs.

While it is appropriate for the UAG to provide recommendations on what the distinctive role of the universities is and should be, we suggest that the role of other parts of the tertiary education system should primarily be considered as part of other policy work, such as ongoing

work on the disestablishment of Te Pūkenga. While the immediate financial impact on most non-universities is unlikely to be significant (other than for Te Whare Wānanga o Awanuiārangi – see below – and possibly some specialist PTEs), it could signal a loss of confidence in the quality of provision at these institutions more generally. Any change would also need to ensure that it does not undermine their ability to effectively deliver at the undergraduate degree level, given that this delivery is required to be primarily taught by research-active staff.

Considerations regarding Wānanga

We expect that the wānanga would reject the premise that universities are inherently better equipped to support higher level research qualifications, particularly where the subject matter relates to mātauranga Māori or indigenous development. This has been the subject of multiple Waitangi Tribunal reports (as described earlier in this report) and significant work has occurred in across tertiary education agencies in recent years to better recognise and support the role of wānanga.

For Te Whare Wānanga o Awanuiārangi, the inclusion of the word "whare" in the name is deliberately intended to denote the higher spectrum of learning at PhD level that Awanuiārangi offers. A stated objective for Awanuiārangi is to provide its students (particularly ākonga Māori) with a pathway to progress all the way from foundation education programmes to PhDs. It also attracts international doctorate students based on its strong reputation in indigenous studies. NZQA's most recent assessment described its PhD programme as "making significant contributions of consequence both locally, nationally and internationally" and described the quality of teaching and support as excellent.[6]

[6] https://www.nzqa.govt.nz/bin/providers/download/provider-reports/9386-2023.pdf

Annex 1: Key Education and Training Act 2020 provisions

Provision	Description of provision	Comment
	Relevant to all providers in the tertiary education system	
Section 4	The Act's purpose is to establish and regulate an education system that: • provides New Zealanders and those studying in New Zealand with the skills, knowledge, and capabilities that they need to fully participate in the labour market, society, and their communities; • supports their health, safety, and well-being; • assures the quality of the education provided and the institutions and educators that provide and support it; and • honours Te Tiriti o Waitangi and supports Māori-Crown relationships.	These types of purpose provisions are generally intended to communicate Parliament's overall objectives for the legislation, to guide how Ministers, agencies and providers exercise powers under the legislation, and to influence how the courts interpret the legislation. While it is important not to overstate the impact of these sorts of purpose provisions, they can influence what is expected of different parts of the education system, including universities.
Section 7	The Government must issue a tertiary education strategy (TES) that sets out the Government's long-term strategic direction and current and medium-term priorities for tertiary education.	The TES is intended to provide strategic direction to the sector. The TEC is required to give effect to the TES, and universities and other providers are in turn required to articulate how they contribute to this strategy via their investment plans. These strategies have differed significantly between governments, in terms of focus and level of detail.
Section 252	The objectives of the tertiary education and vocational education and training part of the Act is to foster and develop a system that:	In addition to the broader signalling and interpretative role of section 4

	• fosters, in ways that are consistent with the efficient use of national resources, high-quality learning and research outcomes, equity of access, and innovation; • contributes to the development of cultural and intellectual life in New Zealand; • responds to the needs of learners, interested persons or bodies, and the nation, in order to foster a skilled and knowledgeable population over time; • contributes to the sustainable economic and social development of the nation; • strengthens New Zealand's knowledge base and enhances the contribution of New Zealand's research capabilities to national economic development, innovation, international competitiveness, and the attainment of social and environmental goals; and • provides for a diversity of teaching and research that fosters, throughout the system, the achievement of international standards of learning and, as relevant, scholarship.	(discussed above), this section requires the Minister, the TEC, and NZQA to take these objectives into account when making decisions in relation to the tertiary education system.
Relevant to universities as tertiary education institutions		
Section 267	This section sets out Parliament's intention to preserve and enhance academic freedom and the institutional autonomy of universities (and wānanga). In turn these institutions are required to act in a manner that maintains the highest ethical standards, permits public scrutiny, and maintains accountability. Academic freedom is defined as: • the freedom of academic staff and students, within the law, to question and test received wisdom, to put forward new ideas, and to state controversial or unpopular opinions: • the freedom of academic staff and students to engage in research: • the freedom of the institution and its staff to regulate the subject matter of courses taught at the institution: • the freedom of the institution and its staff to teach and assess students in the manner that they consider best promotes learning: • the freedom of the institution through its chief executive to appoint its own staff.	The Minister, agencies and universities are required to give effect to these intentions.

Section 268	Universities are characterised 'by a wide diversity of teaching and research, especially at a higher level, that maintains, advances, disseminates, and assists the application of knowledge, develops intellectual independence, and promotes community learning', and have the following characteristics: • they are primarily concerned with more advanced learning, the principal aim being to develop intellectual independence; • their research and teaching are closely interdependent and most of their teaching is done by people who are active in advancing knowledge; • they meet international standards of research and teaching; • they are a repository of knowledge and expertise; and • they accept a role as critic and conscience of society.	This section defines the characteristics of a university for the purpose of setting out the criteria that the Minister must meet when recommending the establishment of a university.
Section 281	The duties of university councils are: • to strive to ensure that the institution attains the highest standards of excellence in education, training, and research; • to acknowledge the principles of Te Tiriti/the Treaty; • to encourage the greatest possible participation by the communities served by the institution so as to maximise the educational potential of all members of those communities, with particular emphasis on groups in those communities that are under-represented among the students of the institution; • to ensure that the institution does not discriminate unfairly against any person; • to ensure that the institution operates in a financially responsible manner that ensures the efficient use of resources and maintains the institution's long-term viability; and • to ensure that proper standards of integrity, conduct, and concern for the public interest and the well-being of students attending the institution are maintained.	

Annex 2: Purpose and definition of a university in Australian legislation

Provision	Summary of provision	Comment
	Higher Education Support Act 2003	
Section 2-1 Objects of this Act	The objects of this Act are: (a) to support a higher education system that: (i) is characterised by quality, diversity and equity of access; and (ii) contributes to the development of cultural and intellectual life in Australia; and (iii) is appropriate to meet Australia's social and economic needs for a highly educated and skilled population; and (iv) promotes and protects freedom of speech and academic freedom; and **(b) to support the distinctive purposes of universities, which are:** **(i) the education of persons, enabling them to take a leadership role in the intellectual, cultural, economic and social development of their communities; and** **(ii) the creation and advancement of knowledge; and** **(iii) the application of knowledge and discoveries to the betterment of communities in Australia and internationally; and** **(iv) the engagement with industry and the local community to enable graduates to thrive in the workforce;** (c) to strengthen Australia's knowledge base, and enhance the contribution of Australia's research capabilities to national economic development, international competitiveness and the attainment of social goals; and (d) to support students undertaking higher education and certain vocational education and training.	This provision sets out the purposes (or 'objects') of the Australian higher education funding and student support systems. Subsection (b) is the clearest legislative statement of what Australia sees as the distinctive purposes of its universities. Although it does not directly impose obligations on universities, they do inform TEQSA's approach to its regulatory functions as well as universities' own understandings of their roles.

The Higher Education Standards Framework (Threshold Standards) 2021		
B1.1 'Institute of Higher Education' Category	To be registered as an Institute of Higher Education a provider must: • Have a clearly articulated higher education purpose that includes a commitment to freedom of speech and academic freedom, and offers at least one accredited course of study. • Have academic and teaching staff that are active in scholarship that informs their teaching, and active in research when engaged in research student supervision, supported by the provider.	There are four categories of institutions that can be registered by TEQSA to offer higher education (defined as qualifications at levels 5-10 of the Australian Qualification Framework - diploma through to doctoral degrees): • 'Institute of Higher Education' • 'University College' • 'Australian University' • 'Overseas University'. Institutes of Higher Education are non-university providers of higher-education that typically offer a more limited range of courses, generally do not conduct extensive research and have limited self-accrediting authority.
B1.2 'University College' Category	To be registered as a university college, a provider must meet additional requirements (beyond those applying to an Institute of Higher Education), relating to: • self-accreditation of 70 percent of its courses • a history of successful delivery with strong student outcomes • processes for the design, delivery, accreditation, monitoring, quality assurance, review and improvement of courses of study, and the maintenance of academic integrity • systematic support for scholarship • identifying, implementing and sharing good practices and advances in teaching and learning • academic leadership and expertise • engagement with employers, industry, and the professions in the areas in which it offers courses of study	University Colleges are an intermediate category of institution that offers a broader range of undergraduate, and some postgraduate courses. They may be on a pathway to becoming a full university. More limited self-accreditation than a full university.

	• civic leadership through engagement with its communities and a commitment to social responsibility	
B1.3 'Australian University' Category	To be registered as an 'Australian University' a provider must meet additional requirements (beyond those applying to a University College), relating to: • Having authority to self-accredit all courses in a breadth of fields • the support of the relevant State, Territory or Commonwealth government • delivering Doctoral Degrees (Research) in a breadth of fields. The legislation also allows for the registration of universities with a 'specialised focus' where they are only self-accrediting in one or two broad fields of education. The legislation also notes that the undertaking of research that leads to new knowledge and original creative endeavour and research training are fundamental to the status of an 'Australian University'. Within ten years of being registered as an 'Australian University', they are generally required to deliver research that is 'world standard' (or of national standing in relation to fields specific to Australia) in at least 50 percent of their broad fields of education.	The equivalent of a university in New Zealand, although some, such as the University of Divinity in Victoria, are privately owned (which is not possible in New Zealand). Allows for the establishment of universities with a 'specialised focus'. Universities in Australia are generally self-accrediting, but are subject to the oversight of TEQSA, which provides assurance that they continue to satisfy all of these criteria as a condition of their ongoing registration. The requirements on universities in Australia are significantly more prescriptive than New Zealand, particularly with regards to the breadth of delivery and quality of research.

Document 46

Vladka Smith

From: James Campbell
Sent: Monday, 19 August 2024 11:18 am
To: pd.gluckman@auckland.ac.nz; Alastair MacCormick; Alastair MacCormick; Phil O'Reilly; 9(2)(a) ; david.skegg@otago.ac.nz; 9(2)(a) ; 9(2)(a) ; John Allen; Hamish Spencer; t.mcintosh@auckland.ac.nz
Cc: hema.sridhar@auckland.ac.nz; 9(2)(a) @tec.govt.nz; Donna McKenzie; Catherine Ryan; Tim Fowler - TEC; Andy Jackson; 9(2)(a) ; 9(2)(a)
Subject: MoE/TEC feedback on draft interim report
Attachments: MoE TEC Interim report initial feedback.docx; 9(2)(f)(iv)

46a 46b

Kia ora koutou

As mentioned last week, we have prepared some initial feedback on the version of the draft interim report that was circulated on 8 August – please see attached. I'm conscious that the UAG is continuing to refine its views and that thinking on some issues has moved on somewhat. In particular, as discussed on Thursday, delaying finalisation of the report to allow feedback from the university visits and second phase of consultation would address one of the more substantive concerns.

9(2)(f)(iv)

More generally, we would be very happy to discuss any of the points raised in our feedback or any questions the UAG might have.

Ngā mihi
James

James Campbell | Senior Policy Manager, Tertiary Education
Te Pou Kaupapahere | Policy

9(2)(a)

Document 47

Vladka Smith

From: James Campbell
Sent: Monday, 19 August 2024 12:30 pm
To: Peter Gluckman; Tim J Fowler (tim.fowler@tec.govt.nz)
Cc: Andy Jackson; Alastair MacCormick 9(2)(a)); 9(2)(a)
Subject: RE: University funding

Kia ora Peter

We'd be very happy to provide the group with a more detailed overview of the funding system (building on what we provided in our initial briefing materials), including outlining some of the key tradeoffs in terms of funding system design and how NZ compares to other jurisdictions on those.

We can provide a proper breakdown but I don't think that 30 funding lines is correct (unless we're including non-TEC sources of funding – e.g. MBIE administered research funding). By my count there are currently more like 10 TEC administered funds that are relevant to universities, with the vast majority of funding coming via the Delivery at Levels 7+ fund (previously called the Student Achievement Component or SAC), and PBRF.

Ngā mihi
James

James Campbell | Senior Policy Manager, Tertiary Education
Te Pou Kaupapahere | Policy
9(2)(a)

From: Peter Gluckman <pd.gluckman@auckland.ac.nz>
Sent: Sunday, August 18, 2024 8:43 PM
To: Tim J Fowler (tim.fowler@tec.govt.nz) <tim.fowler@tec.govt.nz>
Cc: Andy Jackson <Andy.Jackson@education.govt.nz>; James Campbell <James.Campbell@education.govt.nz>; Alastair MacCormick 9(2)(a)
Subject: University funding

Tim

It is time the UAG started turning its mind to the real hard question of funding. I remember you said there were more than about 30 lines of funding (some very small) going to Unis. It would be good if in the next 2-3 weeks, you or someone call outline what is they current model and even indicate where you think change makes sense.

Best

Peter

Sir Peter Gluckman ONZ KNZM FRSNZ FMedSci FISC FRS
University Distinguished Professor

Koi Tū; The Centre for Informed Futures
President; International Science Council

9(2)(a)

PA Emily emily.strong@auckland.ac.nz

This address should not be used for matters related to the science sector or university advisory panels (the reviews).
Please address correspondence on these to chair@ssag.org.nz or chair@uag.org.nz

Document 48

Vladka Smith

From: Emily Strong <emily.strong@auckland.ac.nz> on behalf of Peter Gluckman <pd.gluckman@auckland.ac.nz>
Sent: Friday, 30 August 2024 1:29 pm
To: Andy Jackson; Katrina Sutich; Iona Holsted; Tim Fowler; 9(2)(a)
Cc: Alastair MacCormick; David Skegg (david.skegg@otago.ac.nz); Phil O'Reilly; 9(2)(a); Arihia Bennett; Dame Paula Rebstock (9(2)(a); John Allen; Hamish Spencer; Tracey McIntosh; James Campbell; 9(2)(a)@tec.govt.nz; 9(2)(a); Catherine Ryan; Donna McKenzie; Hema Sridhar
Subject: Thank you to MoE and TEC secretariat members from the UAG panel

Hi all,

The UAG panel has now completed all the University visits and while there were some issues that were noted from the discussions, the whole exercise went off smoothly. In particular, the panel members, Hema and I want to extend our sincere thanks to your team who have been working tirelessly over the last month or so to pull together the visits and making all the necessary arrangements . In particular, James, 9(2)(a) , 9(2)( ) Catherine, Donna and Creana's support in their execution of these visits have been greatly appreciated.

Regards,
Peter

Sir Peter Gluckman ONZ KNZM FRSNZ FMedSci FISC FRS
University Distinguished Professor
Koi Tū; The Centre for Informed Futures
President; International Science Council

Document 49

Vladka Smith

From: James Campbell
Sent: Sunday, 1 September 2024 10:39 pm
To: 9(2)(a); Peter Gluckman; Alastair MacCormick; Arihia Bennett; Dame Paula Rebstock; John Allen; Phil O'Reilly; David Skegg; xtn_Alastair MacCormick; Hamish Spencer; Tracey McIntosh; Hema Sridhar
Cc: 9(2)(a); Catherine Ryan; Donna McKenzie; Bella Takiari-Brame; Emma Santer
Subject: RE: UAG panel meeting agenda and papers
Attachments: UAG Auckland University visit notes.docx; University Review Paper Kaupapa Maori Aug 20 LU.docx 49a, 49b

Kia ora

Attached are the notes from the Auckland University Visit, as well as a copy of proposals given by Māori academic leaders at Lincoln University. These are also now saved in the shared space.

Ngā mihi
James

James Campbell | Senior Policy Manager, Tertiary Education
Te Pou Kaupapahere | Policy
9(2)(a)

From: 9(2)(a)@tec.govt.nz>
Sent: Friday, August 30, 2024 4:03 PM
To: Peter Gluckman <pd.gluckman@auckland.ac.nz>; Alastair MacCormick <a.maccormick@auckland.ac.nz>; Arihia Bennett <9(2)(a)>; Dame Paula Rebstock 9(2)(a); John Allen 9(2)(a); Phil O'Reilly 9(2)(a) David Skegg <david.skegg@otago.ac.nz>; xtn_Alastair MacCormick 9(2)(a) Hamish Spencer <hamish.spencer@otago.ac.nz>; Tracey McIntosh <t.mcintosh@auckland.ac.nz>; Hema Sridhar <hema.sridhar@auckland.ac.nz>
Cc: 9(2)(a)@tec.govt.nz>; James Campbell <James.Campbell@education.govt.nz>; 9(2)(a) 9(2)(a)@tec.govt.nz>; 9(2)(a); Catherine Ryan <Catherine.Ryan@education.govt.nz>; Donna McKenzie <Donna.McKenzie@education.govt.nz>; Bella Takiari-Brame 9(2)(a)>; Emma Santer <9(2)(a)>
Subject: UAG panel meeting agenda and papers

Kia ora koutou,

Ahead of Monday's UAG panel meeting, please find attached:

- The agenda
- Officials' notes from the university visits (note that those for Auckland are forthcoming - apologies)
- A briefing on academic governance, along with a 2003 MoE review of TEI governance, and the previously-circulated international governance comparison table

- A briefing note on system governance provided by Phil

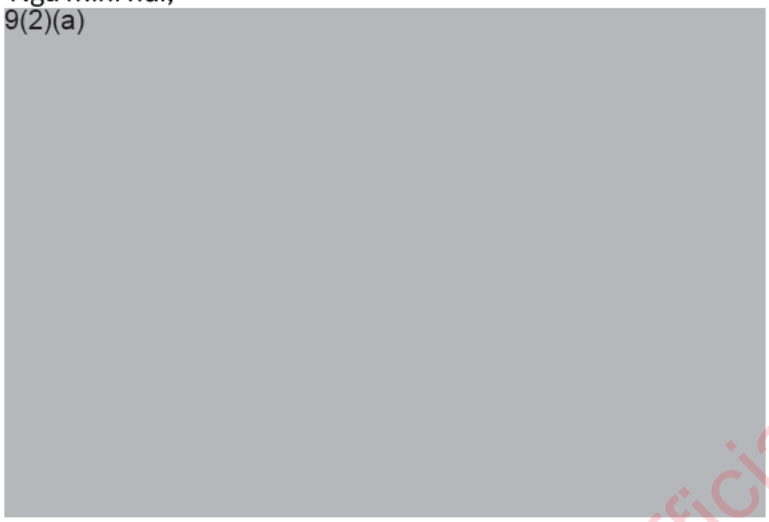
You can also find a link here to Universities NZ's press release published today which summarises the key points of their phase 2 submission and links to the submission itself: Reaffirming key principles | Universities New Zealand - Te Pōkai Tara (universitiesnz.ac.nz)

This material has also all been uploaded to the shared folder. University visits material can be found here: University visits and the governance material can be found here: Governance. You can also find minutes for all UAG panel meetings to date here: Summary minutes

I hope you all have a good weekend.

Ngā mihi nui,

9(2)(a)



University Review Panel
Lincoln University visit 20 August 2024

Introduction
This document aims to provide 3 high level points relating to progressing Kaupapa Māori within and across the university sector.

We respond broadly to questions that relate to university leadership, e.g.

- In what ways would you wish your university to be seen as a leader?
- Differentiation and Cooperation among universities in NZ
    - Focus, where would you wish your university to be seen as a leader?
- Engagement and links to business, to public policy, and to the wider community

Our Response

1. Implementing regional Te Tiriti-based tertiary partnership

1.1 The concept
Implementing Te Tiriti o Waitangi within a tertiary context means partnering between Crown and mana o te whenua and developing a kaupapa (plan) that looks to support and enhance rangatiratanga (Article 2) through mechanisms available through delegated authority to universities and other Crown agencies (Article 1: kawanatanga).

1.2 Within a rohe (region), this includes between universities, other tertiary providers, Crown institutes and mana o te whenua organisations such as rūnanga/rūnaka, iwi/hapū trust boards and marae.

1.3 Other organisations may join the partnership to support the exercise of rangatiratanga according to skills and expertise and therefore include independent research organisations and other private sector businesses.

1.4 The primary purpose of the partnership is to advance research and learning interests of mana o te whenua and mātāwaka (Māori from other tribal areas) and for mana o te whenua to support tertiary providers in their delivery.

1.5 Te Tapuāe o Rehua, established in 1998, was a Treaty-based model between Kai Tahu and South Island tertiary providers that originally aimed to provide a coordinated and cooperative approach to increase the number of Māori participating in tertiary education. It was broadly concerned with the delivery of quality education and furthering opportunities to the Māori community.

1.6 Te Tapuāe o Rehua provides a platform to advance thinking for now for the region. Its ideas can be progressed where matters including the following can be considered: A. What are the current needs for research and learning within the rohe and who is best to deliver them, including what coordination between institutions can be undertaken; B. Who else should be involved (e.g. CRIs, independent research organisations, other private organisations); C. What ongoing support is required for its operation (Question: What is the Crown article 1 duty?).

1.7 The ideas in Te Tapuāe o Rehua offers a Treaty-model (see 'The Guidelines') for any rohe to implement similar tertiary-mana o te whenua partnerships, modified to suit their circumstances (e.g. multiple mana o te whenua partners within a region). Universities may continue to have their own partnerships as singular institutions with mana o te whenua and other iwi for their own specific purposes. A regional,

coordinated multi-institutional Tiriti partnership is a higher-level strategic relationship where broad, mutual goals and interests can be shared.

2. Whanake Ake: Supporting early Māori academic careers

2.1 **The concept**
Te Whanake Ake, like other similar programmes run by universities nationwide that support emerging Māori academics, needs to be an established Crown programme to promote and grow Māori teaching and research scholarship.

2.2 Outcomes: Deepening Māori capacity across physical and social sciences; increasing the proportion of Māori academic staff in under-represented, high-demand, high-need fields and disciplines.

3. Te Pā model 'It takes a village': regional multi-institutional network of tertiary Kaiāwhina Māori advancing Māori student success

3.1 **The concept**
Te Manutaki - The LU Office of Māori & Pasifika Development, implement the model 'It takes a village to raise a child'. The core purpose is to keep students safe, connected, and succeeding.

3.2 It takes a village to raise a child is the basic idea where staff approach the Pastoral and Academic monitoring from a village perspective.

3.3 The 'Village' needs to be wider than Lincoln University: inclusive of other tertiary providers through a regionalised network (to share ideas, programme implementation, problem-solving etc).

3.4 We need to learn from and support each other's student success programmes: from recruitment to enrolment to building student capacity as tauira Māori as they journey through their studies. Te Manutaki are a diverse Māori & Pasifika team with strong community connections that help support and feed 'Te Pā'. The operating model of Te Manutaki, and arguably other Māori student support offices within universities, would be greatly enhanced through a formalised network, fully supported by the Crown.

3.4 Positive outcomes: Increased retention rates, course completion and qualification rates; an enlarged community with Māori (and Pasifika) thriving in education, being strong in their ancestral roots of knowledge then going on successfully in the careers and lives.

Professor Merata Kawharu
Professor Hirini Matunga
Sheree Jahnke-Waitoa

Document 50

Vladka Smith

From: Peter Gluckman <pd.gluckman@auckland.ac.nz>
Sent: Monday, 2 September 2024 4:58 pm
To: James Campbell; 9(2)(a) ; Alastair MacCormick; Arihia Bennett; Dame Paula Rebstock; John Allen; Phil O'Reilly; David Skegg; xtn_Alastair MacCormick; Hamish Spencer; Tracey McIntosh; Hema Sridhar
Cc: 9(2)(a) ; Catherine Ryan; Donna McKenzie; Bella Takiari-Brame; Emma Santer
Subject: Re: UAG panel meeting agenda and papers
Attachments: universities-for-the-future.pdf 50a

For those interested this review/report from an agency of the Danish govt has interesting comments on university governance pp 36-38

Peter

From: James Campbell <James.Campbell@education.govt.nz>
Date: Monday, 2 September 2024 at 8:02 AM
To: 9(2)(a) @tec.govt.nz>, Peter Gluckman <pd.gluckman@auckland.ac.nz>, Alastair MacCormick <a.maccormick@auckland.ac.nz>, Arihia Bennett 9(2)(a) >, Dame Paula Rebstock 9(2)(a) >, John Allen 9(2)(a) , Phil O'Reilly 9(2)(a) , David Skegg <david.skegg@otago.ac.nz>, xtn_Alastair MacCormick 9(2)(a) >, Hamish Spencer <hamish.spencer@otago.ac.nz>, Tracey McIntosh <t.mcintosh@auckland.ac.nz>, Hema Sridhar <hema.sridhar@auckland.ac.nz>
Cc: 9(2)(a) @tec.govt.nz>, 9(2)(a) 9(2)(a) @tec.govt.nz>, 9(2)(a) >, Catherine Ryan <Catherine.Ryan@education.govt.nz>, Donna McKenzie <Donna.McKenzie@education.govt.nz>, Bella Takiari-Brame <9(2)(a) >, Emma Santer <9(2)(a) >
Subject: RE: UAG panel meeting agenda and papers

Kia ora

Attached are the notes from the Auckland University Visit, as well as a copy of proposals given by Māori academic leaders at Lincoln University. These are also now saved in the shared space.

Ngā mihi
James

James Campbell | Senior Policy Manager, Tertiary Education
Te Pou Kaupapahere | Policy
9(2)(a)

From: 9(2)(a) @tec.govt.nz>
Sent: Friday, August 30, 2024 4:03 PM

Vladka Smith

From: James Campbell
Sent: Friday, 6 September 2024 2:26 pm
To: pd.gluckman@auckland.ac.nz; Alastair MacCormick; Alastair MacCormick; david.skegg@otago.ac.nz; 9(2)(a) ; 9(2)(a) 9(2)(a) ; p 9(2)(a) ; John Allen; Hamish Spencer; Tracey McIntosh
Cc: hema.sridhar@auckland.ac.nz; 9(2)(a) Donna McKenzie; Catherine Ryan
Subject: Phase 2 UAG submissions

Kia ora koutou

I hope you have all had a good week and are keeping well. I just thought that I would send through a brief update on the Phase 2 submissions, which closed last Friday. In total we received 85 submissions, which have been saved into the shared space and should be accessible to you all now via: Phase 2 consultation

The secretariat team are in the process of analysing the submissions and will prepare a similar summary of submissions document to what we produced for Phase 1. I will update you all on progress on this next week, but in the meantime if you have any questions or specific requests for the submission analysis please just let me know.

Ngā mihi
James

James Campbell | Senior Policy Manager, Tertiary Education
Te Pou Kaupapahere | Policy
9(2)(a)

Document 52

Vladka Smith

From: James Campbell
Sent: Friday, 13 September 2024 5:19 pm
To: pd.gluckman@auckland.ac.nz; Alastair MacCormick; Alastair MacCormick; david.skegg@otago.ac.nz; 9(2)(a) 9(2)(a) ; 9(2)(a) ; 9(2)(a) John Allen; Hamish Spencer; Tracey McIntosh
Cc: hema.sridhar@auckland.ac.nz; 9(2)(a) Donna McKenzie; Catherine Ryan; Grace McFarlane
Subject: Update on Phase 2 Submissions
Attachments: A3 Academic preparedness 230824.pptx; EAG 2024 - MOE Seminar.pptx 52a

Kia ora

Just a brief update to let you all know that we have completed our initial analysis of submissions and will be sending through a summary document to you next week, which should hopefully be useful in finalising the interim report. In the meantime our spreadsheet summarising each submitters answers to each question (along with the full submissions) is available in the shared space: Phase 2 consultation

I've also attached a couple of things we thought UAG members may find useful:

- A high level summary of issues and measures of academic preparedness – we are happy to provide further information on any aspects that members might be interested in.
- Slides summarising the latest OECD 'Education at a Glance' comparisons. Tertiary education is covered in from slide 25, and the New Zealand summary report is available here: https://www.educationcounts.govt.nz/publications/series/education-at-a-glance/how-does-new-zealands-education-system-compare-oecds-education-at-a-glance-2024

Finally, if anyone is looking for something to listen to over the weekend, you might be interested in a recent interview of Tim Renick on the HEDx podcast – he led the student success work at Georgia State University that was very influential on the TEC's current focus on Learner Success/Ōritetanga: https://hedx.com.au/podcast-hedx-episode-135/.

Hope you all have a good weekend.

Ngā mihi
James

James Campbell | Senior Policy Manager, Tertiary Education
Te Pou Kaupapahere | Policy
9(2)(a)

Academic preparedness and support for school leavers transitioning to degree-level study

School leavers are diverse in their needs and experiences

- A growing proportion of school leavers are Māori, Pacific or other ethnic minorities; 15% of school leavers have a disability and 9% are neurodivergent; 82% of leavers have work or caring responsibilities outside school (Jackson et al, 2022).
- Proficiency in academic literacies and non-cognitive skills (such as motivation and study habits) will vary amongst learners, owing to their academic abilities, language skills and cultural backgrounds, and the historical and social context of their discipline.

All learners face challenges in the transition to degree-level study

- Whatever their schooling achievement, students will face a range of challenges in the transition to university as they move from school student to adult learner.
- Key transition issues include student expectations; building learner identity, socialisation and adaptation; and use of assessment feedback to develop disciplinary and autonomous learning skills (Briggs et al., 2012).
- Some groups continue to enjoy advantage or to face disadvantage even once their school achievement has been taken into account.

School achievement is the strongest indicator of performance in tertiary

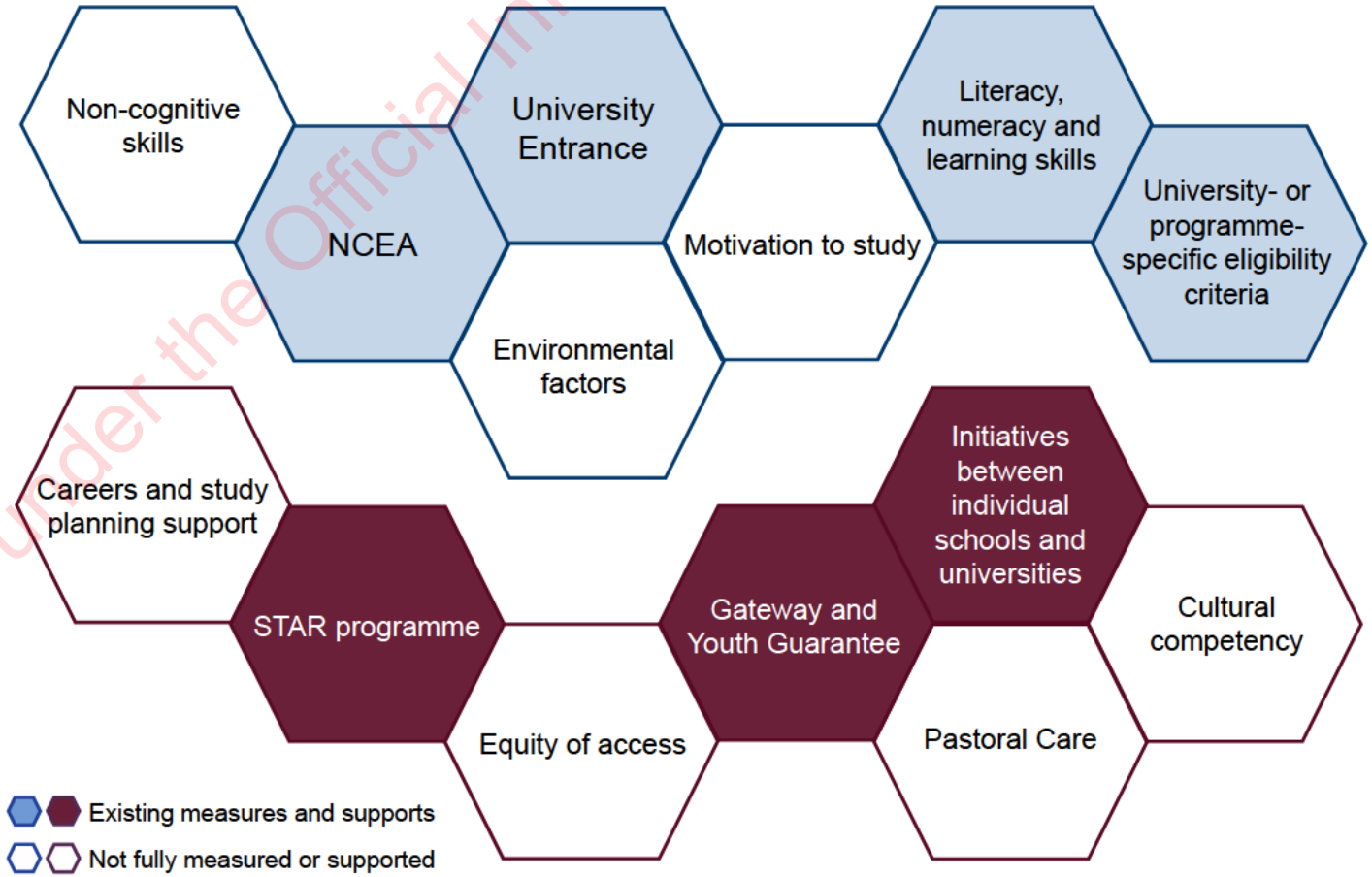
- A wide range of factors influence participation and achievement in tertiary education. Previous educational success is the strongest factor associated with achievement (Earle, 2018).
- There are real concerns about the performance of school leavers, with declines in maths and literacy scores and the proportion of school leavers obtaining UE. However, students score well in PISA assessments for their capacity to engage in creative thinking and problem solving in technology rich environments.

Academic preparedness measures do not reflect the totality of learners' needs and abilities

- There are persistent barriers to NCEA and UE attainment for Māori and Pacific school leavers along with gender and socioeconomic patterns.
- Young Māori and Pacific learners, those from disadvantaged backgrounds and others with disabilities or learning support needs experience additional challenges.
- The financial circumstances of tertiary learners are also becoming of increasing concern to students, students' associations and other organisations such as the Tertiary Education Union.

Learners need additional support in the transition to degree-level study

- Support during this transition is particularly needed by those who have not been well-served by the education system to date.
- We do not have a full picture of the level and quality of access school leavers have had to careers guidance, information about their pathways to university, and how the subject offerings of their schools might have impacted their course of study.
- Although some joint programmes and initiatives exist in New Zealand to support learner transitions, system level initiatives generally have a vocational education focus.

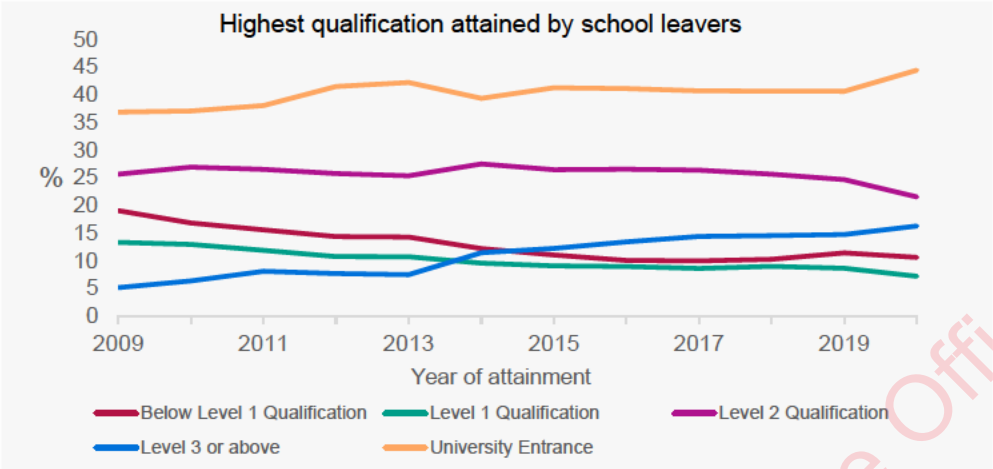


Current academic preparedness measures: a snapshot

The number of students obtaining university entrance has remained relatively stable over the last ten years

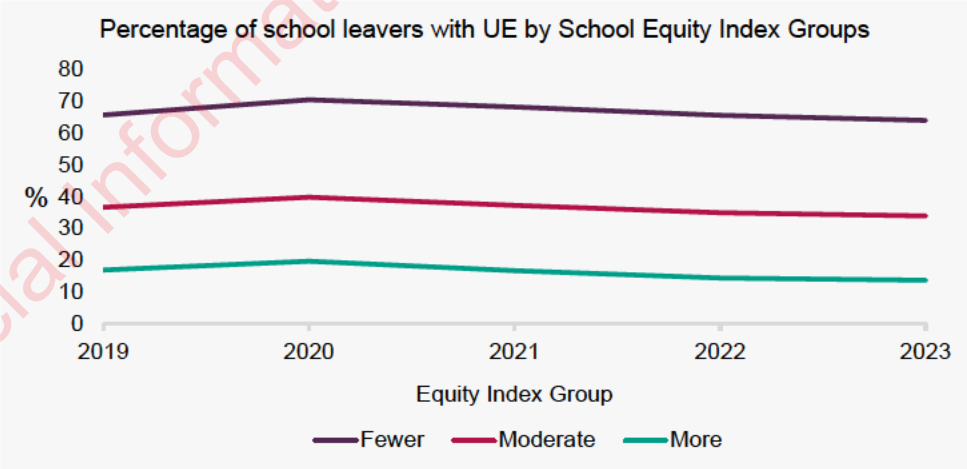
Since 2014, the UE standard has required NCEA Level 3 and subject requirements in approved UE subjects, causing a decrease in the proportion of school leavers who attained UE standard between 2013 and 2014, though the proportion of school leavers with NCEA Level 3 increased.

In 2023, 37.8% of all school leavers attained UE Standard, a 0.7 percentage points decrease from 2022 (38.5%) (Education Counts, 2023).



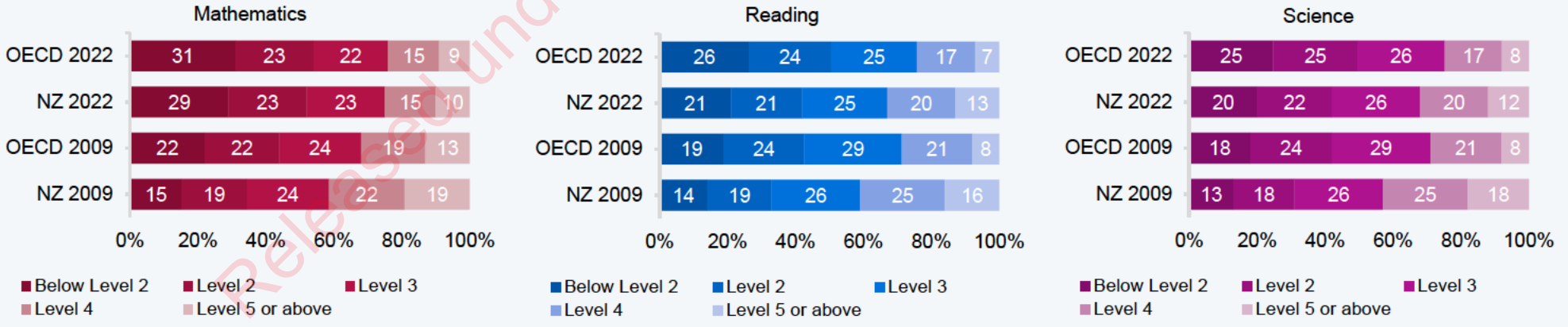
School leavers from schools with fewer barriers to achievement were more likely to attain university entrance

There is an association between the socioeconomic mix of the school a school leaver attended, as measured by the School Equity Index Groups, and the percentage of school leavers with NCEA Level 3 or above. School leavers who have attained University Entrance or a Level 3 qualification are almost twice as likely to make a direct transition to tertiary as those who leave with lower levels of attainment (Education Counts, 2023).



New Zealand remains above the OECD average in PISA maths, reading and science assessments, however results have declined over time

PISA results show a decline in the proportion of 15-year-olds with the highest level of skills, as well as an increase in the proportion with lower skills, particularly in mathematics.



Document 53

Vladka Smith

From: James Campbell
Sent: Wednesday, 18 September 2024 12:04 pm
To: Hamish Spencer; pd.gluckman@auckland.ac.nz; Alastair MacCormick; Alastair MacCormick; David Skegg; 9(2)(a) ; 9(2)(a) 9(2)(a) ; 9(2)(a) John Allen; Tracey McIntosh
Cc: hema.sridhar@auckland.ac.nz; 9(2)(a) Donna McKenzie; Catherine Ryan; Grace McFarlane
Subject: RE: Update on Phase 2 Submissions
Attachments: A3 Academic preparedness 230824.pptx 53a

Kia ora Hamish

Thank you for picking this up – this was indeed an error that apparently was introduced in the interaction of excel and powerpoint – apologies all. A corrected version is attached, noting that the main change that you'll see is in the OECD average for Proficiency Levels in Science in 2002, which should have been 25% Below Level 2. Noting also that the proficiency levels proportions will sometimes sum to 99 or 101 instead of 100 due to rounding.

More generally, here is some background on the data and sources for these graphs if you are interested:

Notes:

1. PISA scales are divided into proficiency levels. For example, for PISA 2022, the range of difficulty of mathematics items is represented by eight levels of mathematics proficiency: the simplest items correspond to Level 1c; Levels 1b, 1a, 2, 3, 4, 5 and 6 correspond to increasingly difficult items. Individuals who are proficient within the range of Level 1c are likely to be able to complete Level 1c items but are unlikely to be able to complete items at higher levels. See Appendix B: Proficiency Levels, pg 42 of *PISA 2022: Aotearoa New Zealand Summary Report* for further information.
2. Some figures have been rounded and may not appear to add.
3. In PISA 2022, Aotearoa New Zealand and 11 other countries did not meet the technical standards for response rates. In Aotearoa New Zealand, the school sample was representative, but the student sample was biased upwards, potentially by about 10 PISA points. Caution is required when interpreting the results.
4. The OECD average includes only the OECD countries: no non-OECD (partner) countries are included in this average. The OECD average is the average of the means for all the OECD countries that have data available.
5. Further information on data collection and the use of proficiency levels, along with technical notes, is available in the reports referenced below.

References:

1. Steve May and Emma Medina (2003), *PISA 2022: Aotearoa New Zealand Summary Report*, Ministry of Education, https://www.educationcounts.govt.nz/__data/assets/pdf_file/0015/224601/PISA-2022-summary-report.pdf
2. OECD (2023), *PISA 2022 Results (Volume I): The State of Learning and Equity in Education*, PISA, OECD Publishing, Paris, https://doi.org/10.1787/53f23881-en. Statistical tables: https://stat.link/2uzmxk
3. Maree Telford with Steve May (2010), *PISA 2009: Our 21st century learners at age 15*, Ministry of Education, PISA 2009 Our 21st century learners at age 15 (educationcounts.govt.nz)
4. OECD (2010), PISA 2009 Results: What Students Know and Can Do: Student Performance in Reading, Mathematics and Science (Volume I), PISA, OECD Publishing, Paris, https://doi.org/10.1787/9789264091450-en. Statistical tables: http://dx.doi.org/10.1787/888932343152

James Campbell | Senior Policy Manager, Tertiary Education
Te Pou Kaupapahere | Policy

9(2)(a)

From: Hamish Spencer <hamish.spencer@otago.ac.nz>
Sent: Tuesday, September 17, 2024 4:45 PM
To: James Campbell <James.Campbell@education.govt.nz>; pd.gluckman@auckland.ac.nz; Alastair MacCormick <a.maccormick@auckland.ac.nz>; Alastair MacCormick <a.maccormick@auckland.ac.nz>; David Skegg <david.skegg@otago.ac.nz>; 9(2)(a) ; 9(2)(a) ; 9(2)(a) 9(2)(a) John Allen <j9(2)(a) ; Tracey McIntosh <t.mcintosh@auckland.ac.nz>
Cc: hema.sridhar@auckland.ac.nz; 9(2)(a) @tec.govt.nz>; Donna McKenzie <Donna.McKenzie@education.govt.nz>; Catherine Ryan <Catherine.Ryan@education.govt.nz>; Grace McFarlane <Grace.McFarlane@education.govt.nz>
Subject: RE: Update on Phase 2 Submissions

Kia ora James,

Thanks for these documents.

I do have one query, and that is about the diagrams at the bottom of the second page of the attached. I naively thought that the numbers in these rows would sum to 100. Well, some do, but many do not. Can you tell me what these numbers mean, please?

Ngā mihi, Hamish

Professor Hamish G. Spencer, FRSNZ FISC

Sesquicentennial Distinguished Professor
Department of Zoology / Te Tari o Mātai Kararehe
University of Otago / Ōtākou Whakaihu Waka
Dunedin / Ōtepoti
New Zealand / Aotearoa

Email: hamish.spencer@otago.ac.nz
Postal: Department of Zoology, University of Otago, P.O. Box 56, Dunedin 9054
Courier: 340 Great King Street, Dunedin 9016
Phone: +64-3-479-7981
Mobile: 9(2)(a)
Fax: +64-3-479-7584

Departmental Website: http://www.otago.ac.nz/zoology/staff/spencer.html
NZ Mollusca Website: http://www.molluscs.otago.ac.nz
http://orcid.org/0000-0001-7531-597X

ICHST Website: https://www.ichst2025.org/

From: James Campbell <James.Campbell@education.govt.nz>
Sent: Friday, 13 September 2024 5:19 pm
To: pd.gluckman@auckland.ac.nz; Alastair MacCormick <a.maccormick@auckland.ac.nz>; Alastair MacCormick <a.maccormick@auckland.ac.nz>; David Skegg <david.skegg@otago.ac.nz>; 9(2)(a) ; 9(2)(a) ; 9(2)(a) ; 9(2)(a) ; John Allen 9(2)(a) >; Hamish Spencer <hamish.spencer@otago.ac.nz>; Tracey McIntosh <t.mcintosh@auckland.ac.nz>
Cc: hema.sridhar@auckland.ac.nz; 9(2)(a) @tec.govt.nz>; Donna McKenzie <Donna.McKenzie@education.govt.nz>; Catherine Ryan <Catherine.Ryan@education.govt.nz>; Grace McFarlane <Grace.McFarlane@education.govt.nz>
Subject: Update on Phase 2 Submissions

Kia ora

Just a brief update to let you all know that we have completed our initial analysis of submissions and will be sending through a summary document to you next week, which should hopefully be useful in finalising the interim report. In the meantime our spreadsheet summarising each submitters answers to each question (along with the full submissions) is available in the shared space: Phase 2 consultation

I've also attached a couple of things we thought UAG members may find useful:

- A high level summary of issues and measures of academic preparedness – we are happy to provide further information on any aspects that members might be interested in.
- Slides summarising the latest OECD 'Education at a Glance' comparisons. Tertiary education is covered in from slide 25, and the New Zealand summary report is available here: https://www.educationcounts.govt.nz/publications/series/education-at-a-glance/how-does-new-zealands-education-system-compare-oecds-education-at-a-glance-2024

Finally, if anyone is looking for something to listen to over the weekend, you might be interested in a recent interview of Tim Renick on the HEDx podcast – he led the student success work at Georgia State University that was very influential on the TEC's current focus on Learner Success/Ōritetanga: https://hedx.com.au/podcast-hedx-episode-135/.

Hope you all have a good weekend.

Ngā mihi
James

James Campbell | Senior Policy Manager, Tertiary Education
Te Pou Kaupapahere | Policy

9(2)(a)

Document 54

Vladka Smith

From: Peter Gluckman <pd.gluckman@auckland.ac.nz>
Sent: Monday, 23 September 2024 7:01 am
To: Andy Jackson
Cc: James Campbell; Hema Sridhar
Subject: UAG reporting

Dear Andy,

I'm writing to you to confirm the extension of the date of the first UAG report from the end of August to the end of September 2024. This has already been discussed with the Minister and MoE and verbally agreed by all parties.

The additional weeks were primarily to allow sufficient time to review the public submissions (which closed end of Aug) and complete the university visits.

Peter

Sir Peter Gluckman ONZ KNZM FRSNZ FMedSci FISC FRS
University Distinguished Professor
Koi Tū; The Centre for Informed Futures
President; International Science Council

9(2)(a)

PA Emily emily.strong@auckland.ac.nz

Document 55

Vladka Smith

From: Peter Gluckman <pd.gluckman@auckland.ac.nz>
Sent: Monday, 30 September 2024 3:43 pm
To: Alastair MacCormick; Dame Paula Rebstock (9(2)(a) ; 9(2)(a) ; Arihia Bennett; Phil O'Reilly (9(2)(a) ; David Skegg (david.skegg@otago.ac.nz); John Allen
Cc: Hamish Spencer; Tracey McIntosh; James Campbell; 9(2)(a) ; Hema Sridhar
Subject: Re: UAG report
Attachments: UAG report Final draft ntc.docx; UAG report Final draft tc.docx 55a, 55b

Importance: High

There has been further editing in last 24 hours.
Attached is a track change version from what you received yesterday together with a version with track change removed.
Apart from redactory comments, the Exec summary has been shortened further

Best

Peter

From: Peter Gluckman <pd.gluckman@auckland.ac.nz>
Date: Sunday, 29 September 2024 at 7:26 PM
To: Alastair MacCormick <a.maccormick@auckland.ac.nz>, Dame Paula Rebstock 9(2)(a) 9(2)(a) 9(2)(a) >, Arihia Bennett <9(2)(a) >, Phil O'Reilly 9(2)(a) 9(2)(a) , David Skegg (david.skegg@otago.ac.nz) <david.skegg@otago.ac.nz>, John Allen <9(2)(a) >
Cc: Hamish Spencer <hamish.spencer@otago.ac.nz>, Tracey McIntosh <t.mcintosh@auckland.ac.nz>, James Campbell <James.Campbell@education.govt.nz>, 9(2)(a) 9(2)(a) @tec.govt.nz>, Hema Sridhar <hema.sridhar@auckland.ac.nz>
Subject: UAG report

It is not perfect but..

Attached is a draft of the UAG report for discussion on Tuesday. Hema and I have tried to incorporate everyone's comments. I am sure thgere is still titivation needed and there is still some duiplication with a long executive summary but we have basically come up against a time barrier. We need to get a version to the Minsiter this week even if minor editorial corrections follow. I apoloigise if the formatting is inconsitent -we will clean that up after Tuesday's meeting.

Best

Peter

Sir Peter Gluckman ONZ KNZM FRSNZ FMedSci FISC FRS
University Distinguished Professor
Koi Tū; The Centre for Informed Futures
President; International Science Council

9(2)(a)

PA Emily emily.strong@auckland.ac.nz

This address should not be used for matters related to the science sector or university advisory panels (the reviews).
Please address correspondence on these to chair@ssag.org.nz or chair@uag.org.nz

Document 56

Vladka Smith

From: James Campbell
Sent: Monday, 30 September 2024 5:52 pm
To: Peter Gluckman; hema.sridhar@auckland.ac.nz; Alastair MacCormick
Subject: RE: UAG report
Attachments: UAG report Final draft ntc.docx 56a

Kia ora

I've had an initial review and it appears that quite 3a few of the factual issues we picked up with the last version have not yet been addressed. I've gone back through in the amended report and commented at the relevant points in the amended report. Happy to discuss any of these points at tomorrow's meeting.

Andy has also asked that I clarify with you that the report is to be submitted to the Ministry in the first instance and should not be circulated more widely. We will then share it with the Minister.

Ngā mihi
James

James Campbell | Senior Policy Manager, Tertiary Education
Te Pou Kaupapahere | Policy
9(2)(a)

From: Peter Gluckman <pd.gluckman@auckland.ac.nz>
Sent: Monday, September 30, 2024 3:43 PM
To: Alastair MacCormick <a.maccormick@auckland.ac.nz>; Dame Paula Rebstock (9(2)(a) 9(2)(a) 9(2)(a) ; Arihia Bennett 9(2)(a) ; Phil O'Reilly 9(2)(a) 9(2)(a) 9(2)(a) >; David Skegg (david.skegg@otago.ac.nz) <david.skegg@otago.ac.nz>; John Allen 9(2)(a) >
Cc: Hamish Spencer <hamish.spencer@otago.ac.nz>; Tracey McIntosh <t.mcintosh@auckland.ac.nz>; James Campbell <James.Campbell@education.govt.nz>; 9(2)(a) @tec.govt.nz>; Hema Sridhar <hema.sridhar@auckland.ac.nz>
Subject: Re: UAG report
Importance: High

There has been further editing in last 24 hours.
Attached is a track change version from what you received yesterday together with a version with track change removed.
Apart from redactory comments, the Exec summary has been shortened further

Best

Peter

From: Peter Gluckman <pd.gluckman@auckland.ac.nz>
Date: Sunday, 29 September 2024 at 7:26 PM
To: Alastair MacCormick <a.maccormick@auckland.ac.nz>, Dame Paula Rebstock 9(2)(a) 9(2)(a) 9(2)(a) , Arihia Bennett 9(2)(a) >, Phil O'Reilly (9(2)(a) 9(2)(a) , David Skegg (david.skegg@otago.ac.nz) <david.skegg@otago.ac.nz>, John Allen 9(2)(a) >
Cc: Hamish Spencer <hamish.spencer@otago.ac.nz>, Tracey McIntosh <t.mcintosh@auckland.ac.nz>, James Campbell <James.Campbell@education.govt.nz>, 9(2)(a) 9(2)(a) @tec.govt.nz>, Hema Sridhar <hema.sridhar@auckland.ac.nz>
Subject: UAG report

It is not perfect but..

Attached is a draft of the UAG report for discussion on Tuesday. Hema and I have tried to incorporate everyone's comments. I am sure thgere is still titivation needed and there is still some duiplication with a long executive summary but we have basically come up against a time barrier. We need to get a version to the Minsiter this week even if minor editorial corrections follow. I apoloigise if the formatting is inconsitent -we will clean that up after Tuesday's meeting.

Best

Peter

Sir Peter Gluckman ONZ KNZM FRSNZ FMedSci FISC FRS
University Distinguished Professor
Koi Tū; The Centre for Informed Futures
President; International Science Council

9(2)(a)

PA Emily emily.strong@auckland.ac.nz

This address should not be used for matters related to the science sector or university advisory panels (the reviews).
Please address correspondence on these to chair@ssag.org.nz or chair@uag.org.nz