OFF SITE CONSTRUCTION

Advice to the Tertiary Education Commission
for training investment in 2026

November 2024

WAIHANGA ARA RAU
Construction and
Infrastructure
Workforce Development Council

KEY INFORMATION – 2026 TEC INVESTMENT ADVICE

This information is part of a suite of documents relating to the Waihanga Ara Rau advice to the Tertiary Education Commission (TEC) for investment in training for 2026 it should be read in conjunction with the following:

▶ **Introduction to the Waihanga Ara Rau advice to TEC for investment in training for 2026.**

   This document includes the methodology behind the learner forecasts and industry narrative, including context and themes related to the advice.

▶ **The sector-specific advice summaries for the other 11 strategic industry sectors**.

   These documents include sector data snapshot, industry-specific context information, learner number profiles, and 2024 Learner and Provider snapshot.

▶ **The complete Waihanga Ara Rau advice to TEC for investment in training for 2026.**

INDUSTRY SNAPSHOT

26,430
workforce
2022

1,703
businesses
2022

1,485
learners
2023

14%
workforce
aged under 25

29%
workforce
<1 year in industry

OFF SITE CONSTRUCTION NARRATIVE

Defining the sector's workforce presents a challenge due to the overlap of roles across the broader construction industry. A key issue is the inability of government data to differentiate between Off-Site and On-Site work contexts. This problem is further compounded by the lack of detail and comprehensiveness in the occupational codes (ANZSCO) used by Stats NZ, which fail to capture the diverse range of occupations within many sub-sectors, such as Frame and Truss Manufacturing. Stats NZ, have recently [announced their decision to move away from ANZSCO](#), which may help with some of the data issues.

Notably, we have more robust learner data for off-site work compared to industry data, yet the training profile for Off-Site Construction closely mirrors that of On-Site Construction. This similarity gives us greater confidence in using construction sector models for forecasting learner needs across these contexts.

It is critical to address the lack of clarity and accountability in data reporting, particularly around learner progress and completions. The absence of accurate, transparent data is a significant barrier to the sector's progress, making it difficult to evaluate outcomes and identify areas for improvement. The sector acknowledges its role in this issue; however, it is equally important to question whether, in general, sufficient reporting is being provided by TEOs and TEC regarding the delivery of outcomes compared to funding.

Without such data or at least a baseline data to know gaps exist, the sector is disadvantaged in assessing whether commitments and the delivery of results were achieved. Clear and reliable data is essential for all stakeholders to ensure accountability and progress.
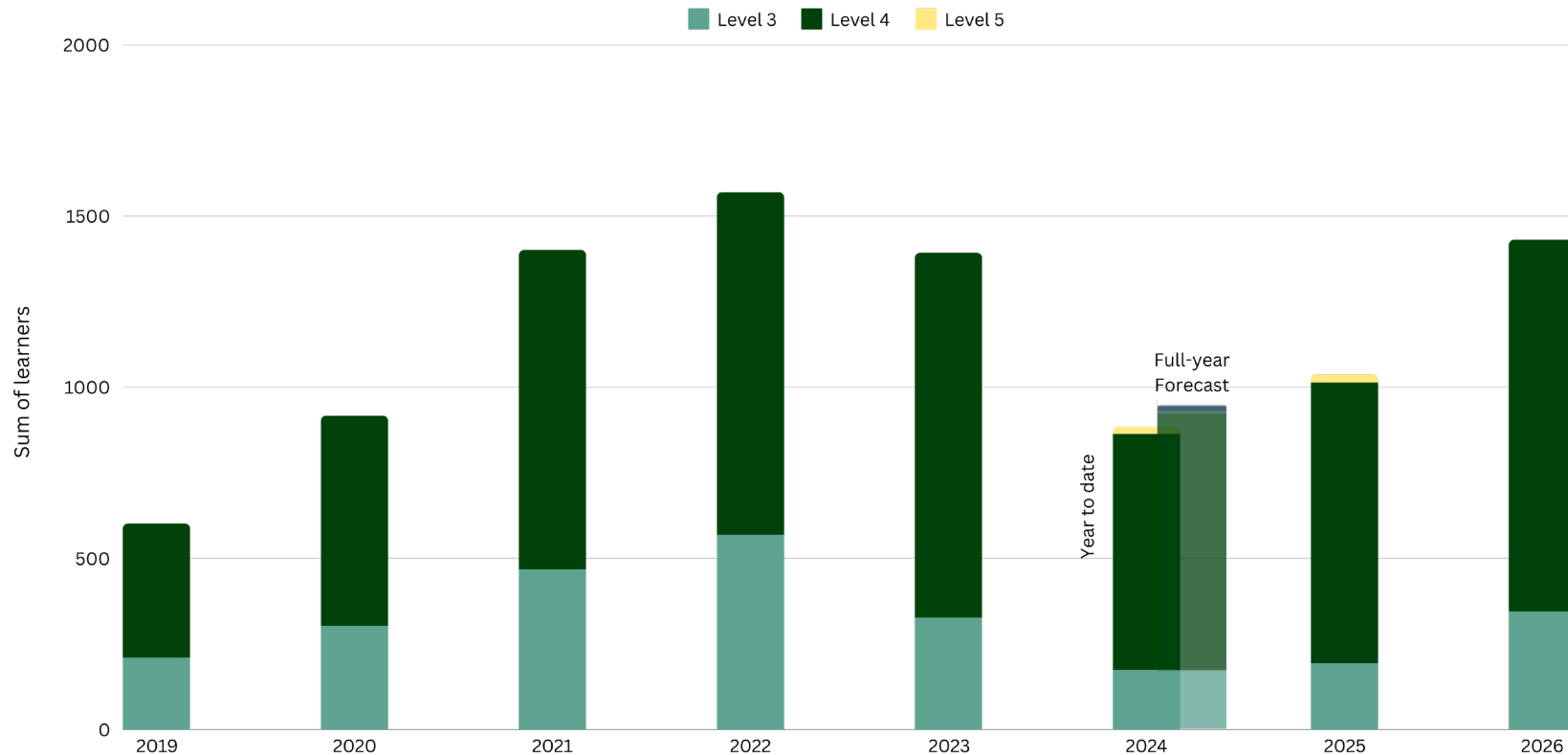
TEC INVESTMENT ADVICE

What is our baseline year and the training narrative/forecast?

We are using **2023 learner numbers as our baseline**, as this is the latest full-year training data.

While training interventions such as apprentice boost and fees free were still influencing learner numbers and the five-year pipeline of work was only just coming off its all-time high of approx. $300B total $251B construction specific in December 2022 learner numbers were starting to fall during 2023. Learner numbers in most industry sectors have continued to fall in 2024, but we anticipate government investment indicators and a falling Official Cash Rate (OCR) will see 2024 as the bottom of the training volume trough in both the civil infrastructure and construction sectors with enrolments building in 2025.

The 2026 projected learners numbers for construction reflect an expectation that 2024 will see the bottom of the trough in learner numbers which will start to rebound in 2025 and be back to 2023 levels in 2026, as highlighted above in the Construction five-year rolling Project Pipeline value nationally (2020 – 2026). Please note that the Qualification codes and corresponding qualifications are shown in the *Investment Advice table* below.

Actual and forecast learner numbers to September 2024 year to date and three-year forecast training numbers based on workforce indicators.

Investment Advice Table

Code	Qualification or credential name	Mode	Region	2023 Learners	2026 Advice Provision
1619	National Certificate in Frame and Truss Manufacture (Level 3) - *replaced by 4319*	Preference for Work Based Learning (WBL)	National but see regional percentages in the 2024 learner snapshot below.	25	0
1635	National Certificate in Precast Concrete (Level 3) with strands in Structural Precast, Prestressing, Precast Tank, and Traditional Tank - expired			5	0
2085	New Zealand Certificate in Frame and Truss Detailing (Level 4)- *replaced by 4377*			25	0
2343	New Zealand Certificate in Joinery (Level 4) with strands in Cabinetry, Timber Door and Window, Timber Stairs, Laminate Fabrication, and Cabinetry Installation (with optional strand in Computer Numerical Controlled Machinery)			1,035	1,035
4186[1]	New Zealand Certificate in Concrete (Specialist) (Level 4) with strands in Prestressed Concrete and Precast Concrete			15	15
4187	New Zealand Certificate in Concrete Production (Level 4) with strands in Batching, Dispatching, and Concrete Testing (with optional strand in Tensile Testing)			45	45
4189[2]	New Zealand Certificate in Concrete Construction Skills (Level 3) with strands in Concrete Product Manufacture and Precast Concrete Manufacture			40	40
4319[3]	New Zealand Certificate in Timber Structure Manufacture (Level 3) with strands in Wall Frame Manufacture, and Roof Truss Manufacture. *Replaced 1619 and learner numbers added to 2026 forecast*			110	**150**
4377[4]	New Zealand Diploma in Timber Structure Detailing (Level 5) *Replaced 2085 and learner numbers added to 2026 forecast*			0	**25**
5133	**NEW:** New Zealand Diploma in Joinery Detailing (Level 5)			N/A	**25**
Total:				**1,300**	**1,335**

Shaded cells in 2026 column represent changes to qualification provision which we reflected in our formal advice to TEC (see "Advice to TEC for construction and infrastructure training investment 2025").

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[1] Onsite qualification with a total of 30 learners of which 15 learners only did the Pre-cast Concrete Strand

[2] Only two strands relate to Off Site - the others are Onsite Construction. A total of 170 learners of which 130 did the Onsite strands (40 captured here)

[3] **Ref:1619:** was active in 2023 (the baseline year for this forecast) with the last date of assessment being December 2023. The scale of change is based on the aggregation of Ref:1619 and Ref:4319 learners in 2023 as the baseline for Ref:4316 in 2026 and the +40-increase from 110 to 150 in column 2026 is in addition to this.

[4] **Ref:2085:** was active in 2023 (the baseline year for this forecast) with the last date of assessment being December 2025. The scale of change is based on the aggregation of Ref:2085 and Ref:4377 learners in 2023 as the baseline for Ref:4377 in 2026 and the +25 in the scale of change is in addition to this.

2024 Learner Snapshot

Age		Region		Gender	
Under 25	**42%**	Auckland	**37%**	Female	**2%**
25 – 39	**45%**	Bay of Plenty	**13%**	Male	**98%**
40 plus	**13%**	Waikato	**12%**		
		Canterbury	**10%**		

FUTURE WORKFORCE NEEDS

Area of need or project	Expected occupations or skills that may be impacted	Timeframe	Who is involved (from tertiary education) e.g., WDC, providers
Off Site Manufacturing	A list of some of the roles that may be impacted: Project Managers, Site Supervisors, Architects and Designers, Engineers, Quality Control, Inspectors, and Estimators.	2024 - 2026	Offsite NZ, Hanga-Aro-Rau, industry, and other Government agencies are exploring opportunities to conduct further research into the Off Site Manufacturing (OSM) sector, particularly how to improve efficiency, reduce waste, and enhance. There is potential for the development of an OSM apprenticeship. The project is still in its infancy; however, it has the potential to accelerate quickly. If this will impact delivery in 2026, we will provide out-of-cycle advice.