



## Education Report: Options to Rephase Delivery of the NCEA Change Programme

<b>To:</b>	Hon Chris Hipkins, Minister of Education		
<b>Date:</b>	21 October 2021	<b>Priority:</b>	Urgent – By 27 Oct 21
<b>Security Level:</b>	Budget Sensitive	<b>METIS No:</b>	1274886
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<b>Messaging seen by Communications team:</b>	No	<b>Round Robin:</b>	No

### Purpose of Report

The purpose of this paper is for you to:

- **Note** our advice on options to rephase delivery of the NCEA Change Programme, following NCEA Programme Governance Board consideration of a range of options and consultation with your NCEA Professional Advisory Group.
- **Agree** to rephase the NCEA Change Programme:
  - i) Continue Te Ao Haka and Literacy and Numeracy | Te Reo Matatini me Te Pangarau pilots in 2022, with advice to come to you in 2022 on whether the sector is ready for implementation of the Literacy Numeracy corequisite in 2023.
  - ii) Defer full pilots and implementation of new subjects at each level by one year.
  - iii) Mini-pilot the Level 1 materials in 2022 (and Level 2 in 2023 and Level 3 in 2024 for TMoA subjects).

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### Summary

- 1 You have requested advice on the options available to respond to feedback that due to COVID-19 related disruption, the NCEA Change Programme will be increasingly challenging to deliver and for schools and kura to implement on current timelines.


- 2 This paper summarises our advice on the current state of delivery of the NCEA Change Programme and the sector's current readiness for change, with a particular focus on the likely burden of activities planned for 2022. It then provides a recommended rephrasing of the Programme to support the sector and improve the quality of Programme delivery.
- 3 We have discussed these options with your NCEA Professional Advisory Group, and their advice is included within this paper.
- 4 **Option A: Maintain current timelines for the NCEA Change programme:**
- a. NCEA Level 1 materials would be piloted in over 200 schools and kura in 2022, with Level 2 development concluding in 2022. Level 1 Pilot teachers and Level 2 Subject Expert Group members would need to meet in November 2021 to meet these timelines.
  - b. NCEA Level 1 would be implemented in 2023, Level 2 in 2024, and Level 3 in 2025 following a year of piloting for each.
  - c. Te Ao Haka and Literacy and Numeracy | Te Reo Matatini me Te Pangarau pilots would continue in 2022 as planned. We will provide you with advice on sector readiness in mid-2022 to make a decision on implementation of the Literacy and Numeracy | Te Reo Matatini me Te Pāngarau co-requisite.
- 5 **Option B: Rephase the NCEA Change Programme (recommended and supported by your NCEA PAG):**
- a. The NCEA Level 1 pilot in 2022 would be replaced with a mini-pilot (i.e. significantly fewer schools and kura per subject), with the full pilot moved to 2023.
  - b. NCEA Level 1 would be implemented in 2024, Level 2 in 2025, and Level 3 in 2026 following a year of piloting for each.
  - c. As with Option A, Te Ao Haka and Literacy and Numeracy | Te Reo Matatini me Te Pangarau pilots would continue in 2022 as planned, with advice on readiness in 2023.
- 6 We will also provide you with further advice on the timing of the Vocational Entrance Award.
- 7 COVID-19 has caused disruption to the NCEA Change Programme. Due to COVID-19 Alert Levels 3 and 4 needing to be used, there have been delays to key activities. This has greatly reduced contingency time available for the Programme to manage further risks. It has also heavily impacted the sector with increased sector fatigue and ongoing uncertainty, particularly in Auckland. Teachers and schools are prioritising the education and wellbeing of students and staff and are reporting increased anxiety about the pace of change of the NCEA Change Programme, alongside the wider Education Work Programme.
- 8 Given the impact of COVID-19 on the Programme and the current lack of contingency time, we are not confident that we will deliver the full Programme without any changes to scope or money, particularly in the case of any further disruption. The pressure on the Programme, staff, and sector partners, would require sharp trade-offs between maintaining delivery timelines, quality of the materials, and keeping full sector

involvement in development. We therefore recommend rephrasing the Programme to mitigate the programme and sector risks compounded by COVID-19.

- 9 We considered a range of other options for rephrasing including the re-introduction of a transition year at the end of each phase of development and piloting. No alternatives are supported at this stage as they do not sufficiently respond to the identified sector needs or strengthen the Programme to the extent of the proposed approach.

- 10 Under the proposed rephrasing, the scope of the Programme remains consistent – including the subjects to be developed and the supporting materials to be developed.

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- 13 We recommend, if possible, an announcement on the week of 1 November 2021. If you choose to proceed with the current timeline we are planning to meet with pilot schools and Level 2 Subject Expert Group members in November. If a change is announced, we will quickly identify the schools who will mini-pilot (from those who have agreed to pilot next year) and meet with them in November 2021 to support their preparation for teaching and learning in 2022.

- 14 We are preparing for a decision and announcement with your Office including management of affected schools and teachers (i.e., those engaged in planned pilots) and can discuss the options presented in this paper with you at the Education Agencies meeting in the week of 25 October. We will also support you to inform your Cabinet colleagues about this decision through an Oral Item on 1 November if you desire.

## Recommended Actions

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The Ministry of Education recommends you:

- a. **Note** our advice on options to rephase delivery of the NCEA Change Programme, following consideration of a range of options and consultation with your NCEA Professional Advisory Group.

Noted

- b. **Agree** to rephase the NCEA Change Programme:

- i. Continue Te Ao Haka and Literacy and Numeracy | Te Reo Matatini me Te Pangarau pilots in 2022, with advice to come to you in 2022 on whether the sector is ready for implementation of the Literacy Numeracy corequisite in 2023.
- ii. Defer full pilots and implementation of new subjects at each level by one year.
- iii. Mini-pilot the Level 1 materials in 2022 (and Level 2 in 2023 and Level 3 in 2024 for *TMoA* subjects)

Agree / Disagree

- c. **Note** that we will provide further advice on the timing of the Vocational Entrance Award.

Noted

- d. **Note** that we are seeking an announcement in the week of 1 November to enable the required activity with pilot (or mini-pilot schools this year).

Noted

- e. **Agree** to inform Cabinet by taking an Oral Item on 1 November.

Agree / Disagree

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k. **Forward** this report to your Associate Ministers of Education

**Forward**

l. **Agree** to proactively release this report following Cabinet consideration of the NCEA paper attached as draft, with appropriate redactions including to ensure Budget confidentiality.

**Agree / Disagree**

  
Ellen MacGregor-Reid  
Hautū | Deputy Secretary  
**Te Mahau | Te Poutāhū (Curriculum Centre)**

21/10/2021

  
Hon Chris Hipkins  
**Minister of Education**

24/10/21

## Background

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- 1 It has been 20 months since Cabinet agreed to the NCEA change package (SWC-20-MIN-0001 and SWC-19-MIN-0045 refer), and three years since the NCEA Review began. The NCEA Change Programme is now the most significant reform of senior secondary education since NCEA was introduced in 2002. The changes were informed through co-design with the education sector and were designed to build consensus across the political and educational philosophical divides that enrich education in New Zealand.
- 2 The NCEA Change Programme is underpinned by five principles: wellbeing, equity and inclusion, coherence, pathways and credibility. These principles drive the critical shifts the programme is intended to deliver, supporting schools and kura to deliver higher quality programmes of learning so that students are better prepared for further education and work. The Change Programme will deliver new literacy and numeracy requirements, provide mana ōrite mō te mātauranga Māori in NCEA, replace the expiring Achievement Standards with coherent and high-quality assessment packages, and provide enhanced support for vocational pathways.
- 3 The Change Programme has achieved significant milestones since it commenced, that are helping to build momentum and realise the benefits of change.
  - a. We have now developed drafts achievement standards which are on track for being ready for piloting in schools and kura for all NCEA Level 1 subjects, for both *The New Zealand Curriculum* and *Te Marautanga o Aotearoa*.
  - b. These new standards incorporate in draft the main reforms of achievement standards at Level 1 – fewer, larger standards; mana ōrite mo te mātauranga Māori, and more inclusive, accessible and relevant standards for all students and pathways.
  - c. We have developed and piloted all three levels of Te Ao Haka, the first of the new kaupapa ako Māori subjects in *The New Zealand Curriculum*.
  - d. We are currently trialling new Literacy and Numeracy | Te Reo Matatini me Te Pāngarau co-requisite standards in approximately 20 schools and tertiary education organisations.
  - e. Design work has progressed on the other key changes within the NCEA change package, including options for redeveloping the vocational pathways, improving accessibility and access to Special Assessment Conditions, and making the agreed policy changes to the qualifications (e.g., changes to resubmission and course endorsement rules).
- 4 In September, we provided you with advice on the final subject lists for *The New Zealand Curriculum* (NCEA Levels 2 and 3) and *Te Marautanga o Aotearoa* (NCEA Levels 1 to 3). In response to this advice, and recent communications from education sector peak bodies, you have requested advice [METIS 1266949 refers].

## Current timeline for the NCEA Change Programme

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- 5 The NCEA Change Programme is a significant, multi-year commitment, with the overall timing of the changes driven by the need to take a managed and sequenced approach to the Review of Achievement Standards. This involves developing subjects with the sector, piloting in a range of schools and kura, then implementing for each level of

NCEA in consecutive years. The Literacy and Numeracy | Te Reo Matatini me te Pāngarau, and Te Ao Haka materials are separately being piloted in schools and kura this year as part of their distinct implementation timelines. A timeline of the Programme high-level milestones is attached at Annex 1.

- 6 We have prepared Level 1 materials and are on track to have them ready for piloting across *NZC* and *TMoA* subjects in 2022. We have also identified schools and kura to pilot them and are preparing to begin development of Level 2 subjects as per your decision on available subjects [METIS 1266949 refers]:
  - a. For Level 2 development to be completed in 2022, ready to pilot in 2023, development with the sector needs to begin this year. Subject Expert Group members are aware that they would need to meet in November 2021 to begin this work.
  - b. To pilot NCEA level 1 next year in over 200 schools and kura, (likely involving over 1000 pilot teachers and kaiako), we also need to meet with the pilot teachers and kaiako to provide support and opportunity to prepare teaching and learning programmes. This is also provisionally scheduled to take place in November.
- 7 The overall phased approach reflects our core delivery assumptions:
  - a. **Codesign** – The task of designing new achievement standards to be shared between the Ministry (as standard setting body) and the sector (and other experts), represented on the Subject Expert Groups. This process is challenging and resource intensive and requires at least a year (orientated around the school year) to complete for each level.
  - b. **Maximising benefits** – The NCEA Change Programme is intended to realise important opportunities to further strengthen an already high-performing national qualification. In particular, opportunities to enhance the qualification in line with the NCEA principles – wellbeing, equity and inclusion, coherence, pathways and credibility. Approximately 150,000 students a year sit NCEA assessments, which means that the consequences of phasing decisions on product quality and timeliness (both positive and negative) have significant impacts that need to be weighed up.
  - c. **Minimising educational risk** – As NCEA is a high-stakes assessment system, care must be taken to avoid delivery options that could undermine learning and assessment outcomes. Generally, this means avoiding implementing products without adequate piloting, and avoiding students shifting between old and new assessments as they move up each Level of NCEA (as the new standards may not prepare students for the old ‘next level’ due to changed emphases).
  - d. **Manageability** – Implementation should be sequenced to ensure the Programme is deliverable internally and avoids peaks of teacher and student workload, while also providing a timely completion of the Change Programme to provide certainty and clarity to the sector.

## Assessing the current baseline planning against delivery assumptions

### *Current State of the Programme and Sector*

- 8 As part of the NCEA Change Programme, the Ministry and NZQA actively monitor the readiness of the sector for change (as part of our change and implementation supports). Over the last six months, we have observed an increase in feedback from some sector representatives expressing fatigue, anxiety and the early stages of resistance to aspects of the Change Programme.
- 9 To some extent this is to be expected as part of any major reform programme. However, we have observed a step change in sector responses, which we believe reflects a combination of:
  - a. The impact of the 2021 COVID-19 Alert Levels 3 and 4, particularly in the Auckland Region. The ongoing disruption of COVID-19 and continued uncertainty has meant that many teachers, including those who actively support the NCEA Change Programme, are expressing concern about their ability to be involved and to respond to the Changes as they are implemented.
  - b. The magnitude of the NCEA Changes ‘becoming real’ as the sector realises the significance to their own professional practice to implement the changes to have fewer, larger standards; mana ōrite mo te mātauranga Māori, to have a broad, foundational Level 1, and implement new Literacy and Numeracy | Te Reo Matatini me Te Pāngarau requirements.
  - c. Two major reform programmes within the Education Work Programme (the Refresh of the National Curriculum, and the Reform of Vocational Education) becoming more visible to the schooling sector, who are anxious about how they link together, and the collective burden of change they represent.
- 10 It is also important to note that there are still many schools, kura and practitioners who are excited by the changes and are keen to implement them. More than 200 schools and kura have applied to be part of Level 1 pilots next year and there has been very high engagement and participation, especially during Teacher Only Days, on the new NCEA.Education website content. However, we have increasingly heard feedback that they would value more time to prepare, given the impact of COVID-19 this year alongside the pace of change of the Programme.
- 11 While the Programme is proceeding according to the current timeline, the disruption from COVID-19 has delayed the beginning of Level 2 development by two months and removed almost all available timing contingency. This has resulted in very pressured timelines, which are not resilient to further external events including COVID-19 disruption.
- 12 To mitigate the above risk in delivery of the Change Programme to the current timelines, changes to the cost or scope would be required. If you choose this option, we will provide you with advice on changes which support our delivery with the smallest impact on quality – noting that there will likely be significant trade-offs.

### *Te Ao Haka*

- 13 Te Ao Haka was originally out of scope of the NCEA Change Programme but was added as a Ministry decision due to a clear equity gap and demand for the subject. It was rapidly developed at all three levels of NCEA, separate to other subjects within RAS, with two years of supported piloting ahead of full availability as the planned



method of implementation. There continues to be significant interest in the pilot and schools and kura are very keen for this to continue.

- 14 As the development work has already taken place and the piloting schools generally have already either piloted the new standards, or currently offer Māori Performing Arts as a subject – we are confident continuing with the pilot next year. This pilot provides value to their students, and useful feedback to the Ministry and NZQA ahead of planned implementation in 2023.

#### *Literacy and Numeracy*

- 15 The Literacy and Numeracy | Te Reo Matatini me te Pāngarau co-requisite is due to be implemented in 2023, and the new standards which assess it are being piloted in schools, kura and tertiary providers from 2021. This pilot provides critical data to inform assessment of sector readiness before the corequisite is fully implemented. While COVID-19 has caused some disruption to this year's piloting, particularly in Auckland, there are still over 200 schools and kura that have expressed interest in piloting the standards in 2022.
- 16 The implementation of the corequisite in 2023 is explicitly subject to sector readiness, and we are preparing to advise you ahead of a planned decision (implement or defer) in mid-2022. We are conducting significant work to support sector readiness, funded through a separate budget bid, which is critical in informing the decision next year along with the feedback and evaluation from piloting.

#### *Risks to current delivery planning*

- 17 We believe our products have been high-quality to date and reflect the critical aspects of the NCEA Change Programme – to deliver the desired improvements to teaching, learning, and credentialling. However, it will be challenging to maintain this quality across the Programme in 2022, as we would be developing Level 2 materials while running a full pilot of Level 1.
- 18 Given the lack of Programme timing contingency, we are not confident that we will deliver the full Programme without any changes to scope or money, particularly in the case of any further disruption. The pressure on the Programme, programme staff, and sector partners, would require sharp trade-offs between maintaining delivery timelines, quality of the materials, and keeping full sector involvement in development.
- 19 The tight timeframes and level of sector fatigue pose risks to our co-design approach and sector support through the Review of Achievement Standards. Particularly over 2022, sector participation in feedback opportunities and teacher involvement on Subject Expert Groups may be reduced due to the pressure many teachers and kaiako are feeling currently. This can impact on the quality of the products as well as the confidence the sector has in the materials.

#### Rephasing the NCEA Change Programme

- 20 To respond to the internal Programme risks as well as the concerns expressed by the sector, we propose rephasing the NCEA Change Programme. For the Review of Achievement Standards (RAS), full piloting of Level 1 in 2021 would be replaced by an expanded continuation of the 2021 mini-pilots, while full pilots and implementation would move out a year for each level.

- 21 Other key projects would continue on the current timeline (such as Literacy and Numeracy and Te Ao Haka pilots), and work on RAS would continue, ensuring that the delivery is high quality, mana ōrite mō te mātauranga Māori is visible through all our products and deliverables. and the Programme is more resilience to any external or COVID-19 disruption.
- 22 Through our feedback opportunities, we have also heard clear anxieties from the sector about access to support to work through the changes. The successful delivery of the NCEA Change Programme will require substantive shifts in practice in the sector. The change being made to the number, size and assessment of achievement standards will require schools to review their current practice and redevelop all courses and pathways to reflect the changes.
- 23 We have regional change plans and support networks operating through the Ministry regional offices, but a rephasing of the Programme would provide an opportunity for these and our wider Ministry support (e.g., Learning Area Leads) to be further strengthened. Being able to further develop the planning and networks ahead of full piloting and well ahead of implementation of new RAS materials would better enable teachers and schools to prepare their programmes aligned to the new NCEA, and enable principals' associations, subject associations, and other sector-led groups to support teachers and schools within their specific contexts and subjects.
- 24 For most *New Zealand Curriculum* subjects, we would run a single mini-pilot in 2022, in five schools for each subject. This enables the learnings from mini-pilots of every subject to support future pilots, while providing additional development time for NCEA Level 2 and 3 as they are not piloted until 2024 and 2025 respectively. There are some potential disadvantages for students transitioning between new and current standards, but the risk is low and can be *managed* – as it is being for the mini-pilot currently occurring in 2021.
- 25 For *Te Marautanga o Aotearoa* subjects, we would run the mini-pilot each year, with 2-5 kura per subject. *NZC kaupapa ako* Māori subjects (namely Te Reo Māori at Level 1) are widely used across kura Māori and English medium settings so the mini-pilot would occur across both.
- 26 Recognising that the differences between the current and the new *TMoA* subjects are significantly greater than for *NZC* subjects, this actively supports the cohort of students and teachers through Level 1, Level 2 and Level 3 - ensuring that no students are disadvantaged by participating in the mini-pilot. The wānanga development approach for these subjects between the Ministry, NZQA, the Panel Leads, and the sector enables us to confidently develop materials in a single year without the same level of risk as for *NZC* subjects.
- 27 A timeline of the proposed rephased high-level milestones is attached at Annex 1.

## Assessing the Proposed Rephasing

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### *Development*

- 28 With Level 1 full pilots taking place in 2023, and Level 2 in 2024, we would begin work on level 2 products in 2022. We would also begin early development of level 3 in 2023, before Level 2 products are piloted. This creates significant additional time for materials to be created and tested, making the Programme significantly more resilient to any disruption, and enabling a pace of change which can ensure high levels of quality.

- 29 It also enables a pace the sector is more comfortable with (Subject Expert Group members have asked us to have more space between meetings for further thinking, discussions and offline work – which we have not been able to meaningfully change under current timelines) and enables us to actively consider how the different levels interact within a subject. This will provide increased comfort to the sector ahead of piloting and implementation.
- 30 There is a trade-off where Level 2 development would begin before NCEA Level 1 materials are piloted, causing a risk that Level 2 products need to be reworked following the Level 1 piloting and any revision to the materials. This would be mitigated by the mini-pilot of all Level 1 standards, alongside the alignment work during development and effective use of the additional development time in 2023.

### *Sector readiness and support*

- 31 With the increased time for development, there will also be opportunity for stronger sector engagement with the products, and greater opportunity for our programme change supports to influence the sector –reducing the anxiety and risks around sector readiness.
- 32 This would likely result in better engagement with our development and piloting – improving the products and assessment which result from them and mean that schools are in a better position to implement over time. This would ensure that the desired improvements to teaching and learning are realised for learners.
- 33 Teachers will also have greater opportunity to unpack and prepare for what mana ōrite mō te mātauranga Māori means for them (in their specific subject and school context), which will improve the education benefits upon full implementation.
- 34 In terms of sequencing with the Refresh of the National Curriculum and Reform of Vocational Education, we have mechanisms to manage these connections. However, rephasing by a year would bring the timelines of the reforms back into more visible alignment. We are currently looking into the timing of the Vocational Entrance Award and will come back to provide you with advice on this.
- 35 This would include all three Programmes having more time to work through, in collaboration with the secondary and tertiary sectors, a shared understanding of how they will work together to deliver your vision for New Zealand's education system. It would also alleviate concerns in the secondary sector that the NCEA changes are being implemented ahead of the full impact of these other programmes on secondary schools being fully worked through, communicated, and understood.
- 36 We are also considering how the current PLD funding will be used to support implementation of the NCEA Changes, in the context of wider supports. We will provide further advice on this alignment.

### *Mini-piloting*

- 37 Deferring the full pilot by a year and running a mini-pilot in 2022 for all subjects will provide NZQA and the Ministry with the opportunity to further refine processes to engage with pilots, including those for the digital assessment and submissions platforms. It will allow us to further improve and refine the quality of the sector and student-facing products and continue to embed mātauranga Māori and Universal Design for Learning (UDL) principles throughout.

- 38 It critically enables NZQA and the Ministry to develop annotated exemplars, sample teaching and learning programmes, and resources to support teacher capability in mātauranga Māori, UDL principles, and student sufficiency of evidence. This will improve the supports available for the full pilots in 2023 and ensure that all teachers and Kaiako who participate in the full pilot are well equipped and supported. These provide real benefits to the future full piloting, and also can increase sector confidence in the materials.
- 39 For *TMoA* subjects, where there are no external assessments currently (with the exception of Te Reo Rangatira), mini-pilots would provide a critical opportunity to work with the sector to test the standards and forms of assessment before full piloting.
- 40 A mini-pilot also provides the opportunity to build a strong network of change champions to lead and foster change across all subjects and refute misinformation more fully with the sector on the readiness of the level 1 products for piloting.
- 41 It should be noted that mini-piloting requires the production by NZQA of external assessment material and support for moderation, verification, etc – as they would have to for a full pilot. This imposes upfront costs and continues to place significant workload on NZQA. However, the risk profile for execution of the mini-pilots is lower than for full pilots as there are significantly fewer schools and kura involved, and a following full pilot for each subject before implementation. With only five schools piloting each *NZC* subject (rather than 15-30 for full pilots) the scale of support required for teachers is significantly reduced.

### Other options considered

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- 42 Alongside the proposed option for rephasing, we also considered other alternatives, particularly the reintroduction of a transition year (i.e. adding a year where the new standards are available but optional to use). This was part of the original planning for the Review of Achievement Standards but was removed in 2020 due to COVID-19 disruption.
- 43 While the transition year provides the option of earlier implementation for schools while deferring it for those who are not ready, it critically does not mitigate the current development risks highlighted in this advice. The current anxiety around the pace of change alongside the fatigue from the sector have been strong components of the feedback we have received recently, and a transition year does not address those in the short term. The full development and piloting activity from the current timeline across 2021 and 2022 would need to occur. This carries significant Programme and sector risk.
- 44 The transition year also adds significant complexity for NZQA, as they would have to run two complete sets of assessment simultaneously.
- 45 We also considered a straight deferral of the Review of Achievement Standards by a year (with piloting of Level 1 in 2023, and no mini-pilots), as that would provide the additional time and remove all pressure from 2021. However, the benefits of mini-pilots ahead of full piloting was significant. Any risks contained in mini-piloting can be mitigated due to their scale and are outweighed by their reduction in risks to the full pilots.

## Supporting the sector through rephasing

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- 46 Level 2 Subject Expert Group members are currently awaiting confirmation of a potential meeting in November to begin development. Upon an announcement of a rephasing, pending your decision, we would let them know that SEG. We expect this would be received positively, as it removes pressure from this year, and signals that there will be more time available for future development.
- 47 Level 1 Pilot schools are also awaiting confirmation of a November meeting. We will select a small number of those who expressed interest in the original planned pilot and confirm their interest and availability to participate in the mini-pilot instead. To enable this meeting to go ahead, we would need to be able to confirm mini-pilot participants by early November. We are developing contingency planning in case we are not able to notify these schools and teachers in early November (including both successful and unsuccessful mini-pilot schools), however this adds some risks to mini-pilot preparation and relationships with the relevant schools and teachers.
- 48 Many potential pilot teachers will be relieved that they do not have to pilot with short notice, particularly as they can participate in the pilot in 2023. However, there are likely to be some teachers who are disappointed that they will not be able to pilot. We will support these teachers and schools individually.

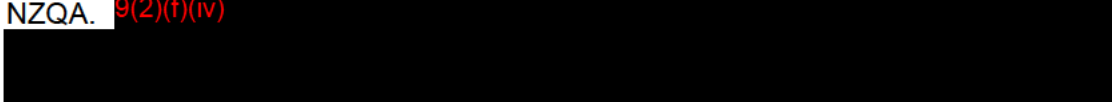
## Consultation with the Professional Advisory Group

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- 49 We have engaged with your NCEA Professional Advisory Group (PAG) on the options presented in this paper. PAG strongly endorsed the proposed rephasing of the Change Programme.
- 50 Their view is that between sector workload associated with COVID-19 Alert Levels 3 and 4, and SEGs' ability to engage deeply in design processes, we have reached a tipping point where the current plan is increasingly not viable.
- 51 They believe the mini-pilot is very important. There was a general sense that while the planned activity on the current timeline was not viable, a full deferral for *TMoA* without mini-pilots was also essentially non-viable, and in *NZC* it was very much not desirable (for quality and sector buy-in reasons). They saw large benefits to the proposed mini-pilots – alongside the Programme benefits of testing the products and processes – of maintaining momentum for the schools and teachers who are enthusiastic and ready for the changes to be implemented. The continuing mini-pilot for *TMoA* subjects was also supported, as it would help build the necessary kaiako capability.
- 52 The PAG also agreed that the reintroduction of a transition year was not a good option compared to the proposed rephasing, and supported the Programme maintaining full pilots for Te Ao Haka and Literacy and Numeracy | Te Reo Matani me Te Pāngarau in 2021.

## Fiscal implications

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- 53 In Budget 21, the Ministry of Education received \$130 million in Operating Expenditure approval, of which \$37 million was internally funded by the Ministry of Education and NZQA. 9(2)(f)(iv)
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## Te Tiriti o Waitangi

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- 58 One of the seven key changes as part of the NCEA Change Programme is mana ōrite mō te mātauranga Māori, which underpins the activity and material delivered across all aspects of the Programme. Throughout the Programme, we have actively sought the voices of whānau, hapu and iwi to ensure that the changes are understood by, and meet the needs of, Māori communities. The full implementation of the Change Programme will deliver significant education benefits to ākonga Māori and for Māori-medium education.
- 59 We are developing a range of *Te Marautanga o Aotearoa* aligned subjects with supporting resources, alongside further new kaupapa ako Māori subjects, to ensure equitable access and credentialling of learning for ākonga Māori across Māori-medium and English-medium education. Te Ao Haka is the first of these new kaupapa ako Māori subjects, and is being successfully piloted across kura and schools in 2021. Toi Whakairo, Whaiora, Mau Rākau, and Te Reo Pākehā will also be developed as full NCEA subjects. We are also actively embedding mātauranga Māori across all subjects being developed to ensure it is equitably reflected in the learning and qualifications of ākonga.
- 60 The proposed rephasing and mini-pilots ensure that tumuaki and kaiako have sufficient time and space to participate in the Change Programme, and prepare for implementation of new materials. The mini-pilots across all three levels also critically ensure that the materials and aromatawai will appropriately credential ākonga learning, and support kaiako to develop their capability.

## Next Steps

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- 61 We can discuss the options presented in this paper with you at the Education Agencies meeting in the week of 25 October.
- 62 If you wish to inform your Cabinet colleagues ahead of a decision, we will support you to take an Oral Item to Cabinet on 1 November.
- 63 Pending your decision - we will continue working with your Office to develop material to support an announcement of rephasing.
- 64 We recommend, if possible, an announcement on the week of 1 November 2021 as this will create the smallest disruption to planned Programme activity. This will enable us to identify the schools who will mini-pilot (from those who have agreed to pilot next year) and meet with them in November 2021 to support their preparation for teaching and learning in 2022.
- 65 If you choose not to rephase the NCEA Change programme, we will provide advice on options to change the Programme to support delivery. As options will likely impact on our co-design with the sector or quality of the products, we will test advice with your NCEA PAG before providing it to you.

## Proactive Release

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- 66 It is intended that this Education Report is proactively released as per your expectation that information be released as soon as possible. Any information which may need to be withheld will be done so in line with the provisions of the Official Information Act 1982.

- 67 We recommend that this Education Report is released when public announcements are made (details of which are yet to be agreed).
- 68 Any Budget Sensitive material in this Education Report will be redacted prior to proactive release.

## Annexes

Annex One: NCEA Change programme high level milestones (current and proposed rephasing)

Proactively Released



## Annex One – NCEA Change Programme Milestones

### Current high-level milestones

Year	Milestones
2018	<ul style="list-style-type: none"> <li>NCEA Review. Public consultation and engagement.</li> </ul>
2019	<ul style="list-style-type: none"> <li>NCEA Change Package drafted, public engagement on proposed changes.</li> </ul>
2020	<ul style="list-style-type: none"> <li>Level 1 'mini-pilots' used to prototype operating model and products for Review of Achievement Standards</li> <li>Consolidated Level 1 subject list designed and finalised.</li> <li>Te Ao Haka developed at all three levels to prototype kaupapa ako Māori design processes</li> <li>Literacy and Numeracy   Te Reo Matatini me Te Pangarau design completed</li> </ul>
2021	<ul style="list-style-type: none"> <li>Level 1 subjects developed in collaboration with Subject Expert Groups</li> <li>Final Level 1 to 3 subject lists designed and finalised.</li> <li>Pilots of subjects developed in 2020 ('mini-pilots')</li> <li>Literacy and Numeracy   Te Reo Matatini me Te Pangarau pilot phase one (20 schools, kura and tertiary education organisations).</li> <li>Te Ao Haka piloted in schools and kura</li> <li>Draft high-level design for future state of Vocational Pathways and Vocational Entrance</li> </ul>
2022	<ul style="list-style-type: none"> <li>Level 1 subjects piloted in 200+ schools and kura</li> <li>Level 2 developed in collaboration with Subject Expert Groups</li> <li>Literacy and Numeracy   Te Reo Matatini me Te Pangarau pilot phase two (130+ schools, kura and tertiary education organisations).</li> <li>Te Ao Haka piloted in schools and kura</li> <li>Collaboration with Workforce Development Councils on detailed design of refreshed Vocational Pathways and Vocational Entrance</li> </ul>
2023	<ul style="list-style-type: none"> <li>Level 1 subjects implemented, Level 2 piloted and Level 3 designed.</li> <li>Literacy and Numeracy   Te Reo Matatini me Te Pangarau co-requisite now mandatory qualification requirement.</li> <li>Te Ao Haka implemented at all Levels</li> </ul>
2024	<ul style="list-style-type: none"> <li>Level 2 subjects implemented and Level 3 piloted.</li> <li>Phased implementation (TBC) of refreshed Vocational Pathways and Vocational Entrance.</li> </ul>
2025	<ul style="list-style-type: none"> <li>Level 3 subjects implemented.</li> </ul>

### ***Proposed Rephased High-level milestones***

<b>Year</b>	<b>Milestones</b>
2018	<ul style="list-style-type: none"> <li>NCEA Review. Public consultation and engagement.</li> </ul>
2019	<ul style="list-style-type: none"> <li>NCEA Change Package drafted, public engagement on proposed changes.</li> </ul>
2020	<ul style="list-style-type: none"> <li>Level 1 'mini-pilots' used to prototype operating model and products for Review of Achievement Standards</li> <li>Consolidated Level 1 subject list designed and finalised.</li> <li>Te Ao Haka developed at all three levels to prototype kaupapa ako Māori design processes</li> <li>Literacy and Numeracy   Te Reo Matatini me Te Pangarau design completed</li> </ul>
2021	<ul style="list-style-type: none"> <li>Level 1 subjects developed in collaboration with Subject Expert Groups</li> <li>Final Level 1 to 3 subject lists designed and finalised.</li> <li>Pilots of four subjects developed in 2020 ('mini-pilots')</li> <li>Literacy and Numeracy   Te Reo Matatini me Te Pangarau pilot phase one (20 schools, kura and tertiary education organisations).</li> <li>Te Ao Haka piloted in schools and kura</li> <li>Draft high-level design for future state of Vocational Pathways and Vocational Entrance</li> </ul>
2022	<ul style="list-style-type: none"> <li>Level 1 subjects mini-piloted in schools and kura</li> <li>Level 2 development begins in collaboration with Subject Expert Groups</li> <li>Literacy and Numeracy   Te Reo Matatini me Te Pangarau pilot phase two (130+ schools, kura and tertiary education organisations).</li> <li>Te Ao Haka piloted in schools and kura</li> <li>Collaboration with Workforce Development Councils on detailed design of refreshed Vocational Pathways and Vocational Entrance</li> </ul>
2023	<ul style="list-style-type: none"> <li>Level 1 subjects piloted in 200+ schools and kura. Level 2 development completed</li> <li>Level 2 TMoA subjects mini-piloted</li> <li>Te Ao Haka implemented at all Levels</li> <li>Literacy and Numeracy   Te Reo Matatini me Te Pangarau co-requisite now mandatory qualification requirement – subject to sector readiness.</li> </ul>
2024	<ul style="list-style-type: none"> <li>Level 1 implemented. Level 2 subjects piloted in 200+ schools and kura. Level 3 development completed.</li> <li>Level 3 TMoA subjects mini-piloted.</li> <li>Literacy and Numeracy   Te Reo Matatini me Te Pangarau co-requisite now mandatory qualification requirement – subject to sector readiness. Phased implementation (TBC) of refreshed Vocational Pathways and Vocational Entrance.</li> </ul>
2025	<ul style="list-style-type: none"> <li>Level 2 subjects implemented. Level 3 subjects piloted in 200+ schools and kura.</li> <li>Level 3 TMoA subjects mini-piloted.</li> </ul>
2026	<ul style="list-style-type: none"> <li>Level 3 subjects implemented.</li> </ul>