



Education Report: Finalising the new NCEA Subject Lists

To:	Hon Chris Hipkins, Minister of Education		
Date:	10 September 2021	Priority:	High
Security Level:	In Confidence	METIS No:	1266949
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Purpose of Report

The purpose of this paper is for you to:

- **Note** the summary of the feedback received during public engagement on the proposed NCEA Achievement Standard subjects for *The New Zealand Curriculum* (NCEA Levels 2 and 3) and *Te Marautanga o Aotearoa* (NCEA Levels 1-3).
- **Agree** to the Ministry commencing the next phase of the Review of Achievement Standards (RAS) based on the recommended subject lists for *The New Zealand Curriculum* (NZC) at NCEA Levels 2 and 3, and *Te Marautanga o Aotearoa* (TMoA) at NCEA Levels 1-3.
- **Agree** to the Ministry taking on the fiscal risk required to develop the recommended subject list (67 subjects), as per our previous advice [METIS xx Refers]. In the current year this will be met through a review of Ministry baselines to identify reprioritisation opportunities. 9(2)(f)(iv)
- **Note** that although most subjects will follow the development timelines outlined in previous advice, some subjects with additional challenges or requirements will need to be developed on different timelines.

Summary

- 1 We have completed eight weeks of public engagement on the provisional NCEA subject lists for *The New Zealand Curriculum* (NZC) at Levels 2 and 3 and *Te Marautanga o Aotearoa* (TMoA) at Levels 1- 3.
- 2 As noted in our previous advice [METIS 1270364 Refers], the subject list has implications for the sufficiency of our NCEA Change Programme funding, which are under pressure due to lessons learned about the true cost of developing high quality products, and ones that meet our commitment to Te Tiriti o Waitangi and Māori aspirations for education.

- 3 However, the subject list is also a key lever to implement the Change Package, particularly Change 2: Mana ōrite mō te mātauranga Māori; and Change 6: Clearer pathways to further education or work; as well as an important way to embed the five NCEA Review principles, particularly equity and inclusion, coherence, and pathways.
- 4 To address these aims, we have considered the feedback we received through an online survey, which was available in English and te reo Māori; through face-to-face engagements with kura, subject associations, peak bodies, RAS Subject Expert Groups, NCEA Panels and Advisory Groups, partner agencies (NZQA); and in the form of written submissions from individuals and organisations via email channels.
- 5 To ensure we stay on track with the current development timeline, final decisions must be made on new Level 2 and 3 NZC subjects and Level 1 to 3 TMoA subjects prior to 24 September 2021. This will allow the Subject Expert Group selection process to be completed before subject development commences in October 2021.
- 6 We have developed the final subject lists based on both public engagement feedback and a consideration of how subjects aligned with our policy intent of increasing specialisation at NCEA Levels 2 and 3. The final list includes 67 subjects to be generally developed along current Review of Achievement Standards (RAS) timelines. 56 of these are derived from the NZC, and 11 from TMoA. This is an additional five subjects in the NZC and one more in the TMoA.
- 7 The remaining subjects will be deferred and will only be progressed if we are confident that sector and agency capacity and resourcing is available to do so – likely following the completion of most of the work within the current Review of Achievement Standards and subject to further advice. This outcome aligns with our communications during the public engagement that not all subjects engaged on will be developed as part of the RAS.
- 8 Confirming all 67 recommended subjects will further increase the fiscal pressures the Programme faces, and we need your agreement to take on this risk.
- 9 A significant driver of the specific, additional cost pressures associated with the subject lists is that our experience with the development of Te Ao Haka has shown that developing new kaupapa Māori subjects costs twice as much as other NZC subjects. As mātauranga Māori has been underserved for a long time these costs are unavoidable in order to properly develop, resource and support these subjects and implement Mana ōrite mō te Mātauranga Māori. In addition, while the NZC Review of Achievement Standards high-level estimate of 55 Level 2 and 3 subjects has proven to be broadly accurate, the TMoA assumption (9 subjects at Levels 2 and 3) is two subjects fewer (that is, 20%) than what we consider to be required.
- 10 9(2)(f)(iv)
- 11 In the meantime, to stay on-track with the timeline, we are needing decisions made on subjects by 24 September.

- 12 We have consulted with your Professional Advisory Group. They remain supportive of our approach, including the fine-tuning that we recommend in the final lists, which differs from our draft proposals (the provisional lists).
- 13 Following your approval, we will work with your office to announce the final subject lists for NCEA. We are aiming for an announcement in the week of 20 September to allow time for Subject Expert Groups comprised of sector representatives and other experts for new subjects to be formed before development of NCEA Level 2 begins.
- 14 If required, unimpacted Level 2 subjects will be scheduled to commence development work prior to any announcement. We will also work with your office to brief the Education spokespeople of the other Parliamentary parties prior to announcements, in line with the bipartisan approach to the NCEA Change Package taken to date.

Recommended Actions

The Ministry of Education recommends you:

- a. **Note** that we received approximately 2000 points of feedback during the public engagement on the proposed subjects for *The New Zealand Curriculum* (NCEA Levels 2 and 3) and *Te Marautanga o Aotearoa* (NCEA Levels 1 to 3). This feedback has informed our final recommendations
- Noted**
- b. **Note** the recommended *New Zealand Curriculum* Subject List
- Noted**
- c. **Note** the recommended *Te Marautanga o Aotearoa* Subject List
- Noted**
- d. **Note** that we have identified a list of 67 subjects that we recommend be confirmed for immediate development, based on our analysis against our policy objectives, and sector expectations and willingness and ability to manage change
- Noted**
- e. 9(2)(f)(iv) [REDACTED]
- Noted**
- f. **Note** the drivers of these costs (operating model changes, the relative cost of development of kaupapa ako Māori subjects, the larger than initially estimated lists of subjects for TMoA etc.) as described in our previous report [METIS 1270364 Refers]
- Noted**
- g. 9(2)(f)(iv) [REDACTED]

9(2)(f)(iv)

Noted

- h. **Agree** to the Ministry of Education and NZQA commencing the next phase of the Review of Achievement Standards, by developing 67 subjects based on these lists

Agreed / Not Agreed

- i. **Agree** to the Ministry of Education and NZQA taking on the necessary fiscal risk to develop 67 subjects based on these lists

Agreed / Not Agreed

- j. 9(2)(f)(iv)

Agreed / Not Agreed

- k. **Note** that we are working towards most of the 67 subjects being implemented in schools in schools by 2023 (Level 1), 2024 (Level 2) and 2025 (Level 3).

Noted

- l. **Note** that where subjects are not included in the confirmed list they will be deferred until funding and/or operational capacity is available

Noted

- m. 9(2)(f)(iv), 9(2)(g)(i)

Noted

- n. **Agree** to publicly announcing the subject lists in the week of 20 September 2021

Agreed / Not Agreed

- o. **Note** that the Technical Reports for *The New Zealand Curriculum* and *Te Marautanga o Aotearoa*, and the enclosed *Public Engagement and Feedback Report* will be updated and proactively released once final subject decisions are confirmed

Noted

- p. **Note** that the Ministry will work with your office to arrange briefings for the spokespeople for Education from the Green, National, Act and Māori Parties on the decisions contained in this report.

Noted

- q. **Indicate** whether you wish to take an oral item to Cabinet to advise your colleagues on the final subject lists for NCEA


Yes / No

- r. **Forward** this report to your Associate Ministers of Education

Forward

- s. **Agree** to proactively release this report following announcements on public engagement, with appropriate redactions including to ensure Budget confidentiality.

Agree / Disagree


Ellen MacGregor-Reid
Deputy Secretary
Early Learning and Student Achievement

09/09/2021


Hon Chris Hipkins
Minister of Education

20/9/21

As discussed, I would like further advice on the implications of the latest COVID-19 disruption for the NCEA change programme.

2 years of significant disruption is likely to have an impact on sector participation and buy-in. It's important we keep everyone on board. If we need to slow down to do that then so be it. Off.

- Remind me why Indonesian is being discontinued. Is it low demand?
- I'd like to have a zoom with the PAG before an announcement is made.
- How do the Home Economics sector feel now?

Background

1. We have completed eight weeks of public engagement on the provisional subject lists for NCEA [METIS 1259517 refers]. In addition to this public engagement, we have engaged with key secondary education stakeholders in both English and Māori medium, including subject associations, Māori-medium peak bodies, your NCEA Professional Advisory Group, and the Pathways Advisory Group.
2. The provisional list included 78 subjects, 62 for *New Zealand Curriculum* (NZC) and 16 derived from *Te Marautanga o Aotearoa* (TMoA). As noted at the time, this list was longer than what the Ministry and NZQA were resourced to deliver during the current NCEA Change Programme, or that the sector was likely to be able to implement over that time. However, by consulting on this longlist, we are now able to confirm our prioritisation decisions, and provide a clear list of subjects that the Ministry and NZQA recommend deferring for possible development at a later date – when capacity and capability is available.
3. Having now analysed the engagement feedback and considering the remaining policy issues concerning both individual subjects and the lists as a package, we have constructed a combined list of 67 subjects for immediate development: 59 derived from the NZC and 11 derived from TMoA. A remaining list of 11 subjects would be deferred. This is an increase of five subjects in the NZC and one more in TMoA above what is currently available.
4. As noted in our Education Report *Finalising the new NCEA Subject Lists and managing financial pressures* [METIS 1270364 refers] we have identified that the subject list as proposed imposes an additional cost pressure on top of the pressures already being experienced and briefed you on the risks of and trade-offs required to reduce the subject lists.
5. One of the drivers of this cost pressure is that developing effectively for Māori relies on a small, contracted workforce, and has required significantly greater supporting investments in professional support and capability building than we forecast. We now know that the full cost of developing and piloting all levels of a new kaupapa Māori subject in either English or Māori medium are approximately twice that of other NZC subjects over the life of the programme.
6. Further, while the NZC Review of Achievement Standards high-level estimate of 55 Level 2 and 3 subjects has proven to be broadly accurate, the TMoA assumption (9 subjects at Levels 2 and 3) is two subjects fewer (that is, 20%) than what we consider to be required.
7. The Budget 2021 funding did not include contingency, as the bid was scaled down. This lack of contingency means that we cannot absorb these pressures in the Change Programme.
8. With these fiscal risks in mind, we seek your approval to begin the development of NCEA Level 2 subjects, based on this final list. We recommend progressing the full list of 67 subjects at fiscal risk to ensure our policy intents are met. Final decisions must be made on new Level 2 subjects prior to 24 September 2021 to ensure the Subject Expert Group selection process is completed before development commences in October 2021.
9. The subject list consultation included discussion of subject names, and additional minor name changes to some subjects were consulted on separately in a recent NZC Review of Achievement Standards content consultation. These changes will be progressed formally through a Technical Report provided to your office at the end of September.

Summary of Engagement Feedback

10. We engaged publicly on the provisional subject lists for both curricula over eight weeks from 16 June to 13 August 2021. A range of methods were used to reach a range of interested parties including students, whānau, teachers and industry groups. These methods included:
 - a. An online survey in English and Te Reo Māori
 - b. Face to face engagements with kura, subject associations, Māori-medium peak bodies, RAS subject expert groups, NCEA Panels and Advisory Groups, and partner agencies
 - c. E-mail channels to receive written submissions from individuals and organisations
11. Information and resources were provided on the NCEA.Education website and promoted through multiple channels to support public engagement. These included discussion documents, technical reports, and fact sheets.
12. We received 2024 survey responses, including 153 responses representing groups. In addition, we received several written submissions from organisations.
13. Overall, the survey responses showed a moderate level of support for the provisional subject lists with 55.5% of respondents agreeing or strongly agreeing with the NZC provisional subject list, and 57% with the TMoA subject list. However, there was also a significant minority of respondents (16%) who strongly disagreed with the NZC subject list, driven largely by strong and organised opposition to the proposed changes to the visual arts subjects.
14. Key themes from the survey include:
 - a. There is strong support for the proposed package of TMoA derived subjects with 61.2% agreeing or strongly agreeing that the provisional list will support teaching and learning in kura Māori
 - b. There was moderate to strong support for the proposed subjects in most NZC learning areas with the Arts being the sole outlier.
 - c. There was strong support for Tourism and Outdoor Education reflecting organised support from sector organisations.
 - d. The changes to the visual arts in the NZC were the most controversial proposals and drew highly negative feedback. Many of the reasons given indicated that respondents feared that the reduction in the number of subjects would lead to reduced support or resourcing for individual disciplines or visual art departments within schools.
 - e. Respondents significantly favoured a five-subject Technology option over a three-subject option.
15. We also undertook significant face to face engagement with the Māori-medium sector, communities and iwi both in person and online. This included targeted hui with Te Rūnanga Nui o Ngā Kura Kaupapa Māori o Aotearoa and Ngā Kura ā Iwi o Aotearoa executives, as well as with the Māori Medium Secondary Qualifications Advisory Group. These engagements reinforced the feedback that we heard about the need for

resourcing for TMoA and kaupapa Māori subjects and concerns about the capacity of kura to support and implement significant change.

16. Further insights can be found in Annex 1: Feedback Summary Report.

Proposed Subject Lists for NCEA

17. To finalise the subject lists for NCEA we considered both the feedback received in public engagement and analyses of individual subjects on their respective merits. This analysis included considering usage patterns of current standards, how subjects interact with each other, how we expect subjects to be used in schools, and how each subject supported credentialling of the National Curriculum.

18. The final subject lists, and a summary of changes made between the current subject lists, the consulted-upon subject lists, and the final subject lists is in Appendix A.

19. For subjects derived from the NZC, we recommend developing 56 NZC subjects and deferring seven: Applied Mathematics, General Science, Comparative Languages, English as a Second Language, Raranga, Whakairo, and Māori Studies

20. For the TMoA we recommend developing 11 subjects, and

- a. Not developing two: Tauhokohoko and Te Hītori o Aotearoa
- b. Deferring four: Mau Rākau, Hākinakina, Hangarau Matihiko, and Raranga.

Key changes - NZC

21. For subjects derived from the NZC, the key differences from the provisional list and key rationale are summarised in the below tables. Full analysis of the changes can be found in our report 'The New Zealand Curriculum NCEA Level 2 and 3 Subjects - Recommendations and Rationale' at Annex 2.

Table 1: Key Changes for subjects derived from the New Zealand Curriculum

	Change	Rationale
The Arts	Provisional names for two music subjects revert to Making Music and Music Studies .	<ul style="list-style-type: none"> While there was strong support for two music subjects, survey respondents raised concerns that Music Creation and Music Representation would not be coherent subjects. We will develop two complementary and coherent music subjects in tandem to ensure adequate curriculum coverage. Each will contain aspects of the other, but the emphasis will be different. Names remain provisional with a final recommended name to be developed in consultation with the Subject Expert Groups.
	Painting is reintroduced as a separate subject.	<ul style="list-style-type: none"> Strong negative feedback from sector and media to initial proposal for single Visual Arts subject driven by perceptions that fewer subjects would lead to reduced resources for art departments and a weaker focus on the technical artistic skills and conventions. Painting has student numbers that could warrant a standalone subject and it has a coherent body of knowledge. Two visual arts subjects with low cost barriers to access (Painting and Visual Arts) are important for equity in low-decile schools, although the number of students impacted is very small (<200 at Level 3 across all deciles).
	Photography will become Photography and Moving Image rather than the proposed Photography and Film	<ul style="list-style-type: none"> Negative feedback from art teachers, often based on the incorrect perception that students must do both photography and film to achieve in this subject. Negative feedback from Media Studies teachers who were concerned that the proposed subject would encroach on Media Studies. However, there is still a need to ensure that students who present portfolios which use moving images or short film can be credentialed. The words 'moving image' better reflects the type of art which would be included in this subject, as opposed to the 'movies' implied by film.
	Raranga and Whakairo will be delayed until parallel TMOA subjects (Raranga and Toi Whakairo) are developed	<ul style="list-style-type: none"> We have heard in feedback from Māori-medium peak bodies that the Māori-medium sector's capacity to support change to NCEA is constrained. Feedback indicates that these subjects need to be developed with a 'TMOA first' approach. Existing unit standards mean that students can still be credentialed for both disciplines in the interim.
Science	Science will not be progressed at this time	<ul style="list-style-type: none"> Concerns raised by existing science subject associations that the development of Science would compete for 'Nature of Science' content with other subjects in the Learning Area.
Social Sciences	Māori Studies will not be progressed at this time	<ul style="list-style-type: none"> We will defer Māori Studies until Mana ōrite mo te mātauranga Māori has been implemented across the Social Sciences. This will provide an opportunity for the significant learning derived from mātauranga Māori, which would form the basis of Māori Studies, to be used first to enrich the existing subjects within the Social Sciences.

	<p>People and Societies reverts to Social Studies and Environment and Societies remains a provisional name pending development work.</p>	<ul style="list-style-type: none"> Negative feedback was received on our proposed name changes to these subjects. There is a strong preference for names that reflect trends in tertiary education and international qualifications. There is still a need to ensure subjects are developed to be relevant and future focused.
Technology	<p>Materials Technology and Processing Technology aligned respectively to the Waihangā Ara Rau Construction and Infrastructure WDC and the Hanga-Aro-Rau Manufacturing, Engineering and Logistics WDC. Subject names slightly revised to reflect this:</p> <p>Materials Technologies, and Processing and Systems Technologies.</p>	<ul style="list-style-type: none"> Public engagement strongly preferred 5- subject option over 3. However, the 5- subject option presented is not viable in its current format. A Development in Technology subject along the lines proposed by the Royal Society Te Apārangi would provide strengthened academic content and raise the esteem of the Learning Area. However, this would be a significant shift for a sector, which is used to delivering courses that are focused on specific contexts. Using this name may also incorrectly indicate to the sector that design and development should be separated. Strong sector feedback that Electronics should be a subject. However, this context can be supported through other subjects such as Digital Technologies and does not need a separate subject. Refocusing Processing Technology as Processing and Systems Technologies to include technological systems and manufacturing can support this subject to be more relevant and useful for schools. Currently only one Processing Technology standard is widely used - in combination with Home Economics standards.
	<p>Computational Thinking will be renamed provisionally as Computer Science and Designing and Developing Digital Outcomes as Digital Technologies.</p>	<ul style="list-style-type: none"> The name Computer Science shows a clearer pathway to further education and employment and is a clearer articulation of the subject's intent. This also aligns with subject names in international qualifications. Designing and Developing Digital Outcomes was deemed too long and confusing by the sector. In addition, it was observed that all technology subjects involve design and development.

Key Changes - TMoA

22. For subjects derived from the TMoA the key differences from the provisional list and key rationale are summarised in the below tables. Full analysis of the changes can be found in report 'Te Marautanga o Aotearoa NCEA Subjects – Recommendations and Rationale' at Annex 3.

23. As noted in the above table, only 11 of the 16 proposed subjects derived from the TMoA will be developed as part of the RAS, including two new subjects. In addition to the proposed subjects, we have also considered a separate Raranga (Weaving) subject derived from TMoA, which responds to the demands for this within survey feedback. The final subject list reflects :

- a. Māori-medium sector peak bodies including both Te Runanga Nui o Ngā kura kaupapa Māori o Aotearoa and Ngā Kura ā-Iwi o Aotearoa have indicated in our engagements that they require a longer timeframe for considering the development of additional subjects derived from Te Marautanga o Aotearoa.

24. 9(2)(f)(iv), 9(2)(g)(i)

- 25. The two new TMoA subjects we will develop on current NCEA Change Package timelines are Te Reo Pākehā (English Language) and Toi Whakairo (Art Carving). This reflects the high level of support for these subjects in public engagement and their readiness to be progressed. For Te Reo Pākehā, it also reflects a more immediate need to be filled in Māori-medium NCEA.
- 26. Hangarau Matihiko (Digital Technologies) is the only TMoA subject currently available that is not included on the subject list for immediate development. Although it is the most recently developed subject it is yet to be fully implemented in kura, along with the Hangarau Matihiko curriculum. It does not currently offer a full suite of Achievement Standards or resources and has suffered from a lack of usage. In engagements we have heard anecdotally that Hangarau Matihiko is not a priority subject for the Māori-medium sector, and that ensuring improved uptake of Hangarau is at this stage a better focus for strengthening technology education in kura.
- 27. Mau Rākau (Māori Martial Arts), Hākinakina (Physical Education) and Raranga are also deferred, reflecting sector feedback that they should be developed but with a lower priority. Development of Mau Rākau in NZC may also support the authentic credentialling of Mau Rākau in TMoA settings, similar to the development of Te Ao Haka.
- 28. We do not recommend developing Tauhokohoko (Commerce) and Te Hītori o Aotearoa (New Zealand History). These subjects have low support from the sector and were not prioritised in the public engagement survey responses. Currently many kura use NZC History standards to credential New Zealand History courses, and we think this curriculum need will continue to be met with the new achievement standards for History, too. However, we may revisit these decisions later, once other subjects have been developed, and the changes have been embedded in kura.
- 29. In public engagement we also received suggestions to develop a range of other TMoA and Kaupapa Māori subjects. As part of our further engagements, we intend to explore these suggestions and to unpack which new subjects, if any, would be most beneficial to ākonga and appropriate for development.

Evaluation against policy intents

- 30. The final subject lists reflect the policy intents which we outlined in our previous reports [METIS 1259517 refers] for increasing specialisation at NCEA Levels 2 and 3, Mana ōrite mo te mātauranga Māori, and clear pathways into education and employment.

Specialisation

- 31. The final subject lists reflect the policy intent for increased opportunities for specialisation at NCEA Levels 2 and 3. Across each Learning Area and Wāhanga Ako, the breadth of learning currently offered in schools and wharekura will still be credentialed through and supported by the new subject lists. Public engagement feedback around Mathematics

and Statistics, and the two Music subjects, indicates the new subject lists support the types of courses and programmes of learning that schools want to offer. The subject lists have then expanded opportunities for specialisation, particularly with regards to vocational learning, mātauranga Māori, and Pacific knowledges.

32. The two Learning Areas where specialisation may not be initially apparent are the Arts and Technology. We received significant feedback from the public engagement surveys, the Aotearoa New Zealand Association of Art Educators, and Creative New Zealand that suggested the proposed Visual Arts subject reduced specialisation in the Arts. In the final subject list, we have reintroduced Painting as a separate subject but have kept Printmaking and Sculpture as options within the Visual Arts. Although the number of subjects, both in the provisional and final lists, represent a numerical decrease compared to the current list, the learning and credentialling available to students remains the same, as the proposed Visual Arts subject allows for the full credentialling of Painting, Printmaking and Sculpture courses. Meanwhile, the standalone Photography and Moving Image, Design, and Painting subjects allow for these disciplines to develop more specialised assessment and move away from the current duplicated matrices.
33. In Technology, a reduction in subjects may improve opportunities for specialisation by making the Learning Area more robust. It would also complement future development of skills standards by the new Workforce Development Councils (WDCs). Standard usage data shows that outside of Design and Visual Communications and Digital Technology there is very little consistency in which standards from the Technology Learning Area are used. In many cases, this reflects individualised learning programmes, assembled from the large number of standards available. However, there is also a substantive risk that technology students can take courses which exclude significant learning, particularly the highly conceptual content contained in the externally assessed standards, which can result in weakened pathways to further education and employment.
34. As argued by the Royal Society Te Apārangi expert panel, and accepted by the Ministry, a more focussed and well-resourced Development in Technology subject would likely improve opportunities for specialisation by creating a more coherent framework for courses to be built around and show a clear signal that specialised vocational learning is best served through coherent packages of industry skills standards rather than generic technology Achievement Standards. Where we differ from the Royal Society Te Apārangi is in the view that one Development in Technology subject will provide sufficient breadth within 20 credits to cover all the technological areas supported by the NZC. For that reason, we have retained our initial proposal for two subjects in this area: Materials Technologies, and Processing and Systems Technologies.
35. Further specialisation for TMOA-derived subjects will need to follow further engagement with the Māori-medium sector. As outlined above, we heard in public engagement concerns that the Māori-medium sector's capacity is constrained to support the Ministry to develop additional subjects and we recommend a staggered approach to introducing new subjects. Our approach to delivery is discuss below at paragraphs 46 - 52.
36. It is also important to note that the appropriate level of specialisation in TMOA may differ from that in NZC due to both practical constraints (e.g. smaller roll sizes in kura) and the philosophical differences between the NZC and TMOA. A staggered approach helps to ensure that our offerings achieve the right balance.

Mana ōrite mō te mātauranga Māori

37. The subject lists will introduce two new Kaupapa Māori subjects derived from the NZC and two new subjects in TMOA with options for up to a further seven subjects to be developed on longer timelines depending on the outcomes of further engagement and scoping work. This is in addition to the development of Te Ao Haka last year. The policy

intent of Mana ōrite mō te Mātauranga Māori is advanced through these subject lists but, due to constraints on development and implementation, change in the Māori-medium sector will occur over a longer timeframe.

38. Wānanga and design work on how these new subjects will relate to both TMoA and the NZC will be undertaken as part of the development work. This may mean that some subjects are fit for purpose in both English and Māori-medium settings like the approach taken for Te Ao Haka.
39. As has been previously noted, upholding Mana ōrite mō te mātauranga Māori through developing new kaupapa Māori subjects cost twice as much to develop as other NZC derived subjects due to the development and resourcing requirements for those subjects. This includes providing additional support and resourcing to pilot schools and seeking out reputable experts and kaitiaki to ensure that the subjects are credible among kura Māori. Reducing costs by developing these subjects using the same model as other NZC derived subjects increases the risk of poor implementation.

Showing Clearer Pathways to Further Education and Employment

40. Our policy intent for subject offerings was that they are fit for purpose for 21st century learners and reflect emerging developments in education and the world of work. Feedback from the public engagement survey indicated that in most cases the proposed subjects supported strong student pathways.
41. By better recognising the learning that ākonga have gained through NCEA, the introduction of new Kaupapa Māori subjects will strengthen te ao Māori pathways for ākonga, particularly ākonga Māori, to successfully transition from school into further study, training, or employment. Although our current position is that all NCEA subjects should support University Entrance at Level 3, further work by the Ministry and NZQA around University Entrance will need to be completed before we can confirm that these subjects will lead to improved degree-level pathways for ākonga.
42. In our previous advice we said that finalising the subject lists is contingent upon further work on the implications of the Reform of Vocational Education (RoVE) for schooling, particularly around Tourism and Outdoor Education. During the public engagement phase the relevant Transitional Industry Training Organisations supported the creation of those subjects as Achievement Standard NCEA subjects. We also plan to validate this support with the new WDCs when these become operational towards the end of the year. As Tourism and Outdoor Education have significant curriculum connections, progressing them through as NCEA subjects, rather than as skills standards, has the potential to improve learning outcomes for the ākonga.
43. Once established, we envisage that the new WDCs will be able to support the development of subjects with important links to vocational education, particularly for Materials Technologies and Processing and Systems Technologies. By linking these subjects to WDCs, we align the technology subjects with the structure established through RoVE, and signal to ākonga and schools the pathways which these subjects can support.

Financial Implications

44. As noted in our previous report [METIS 1270364 Refers], the NCEA Change Programme is under fiscal pressure, and confirming the full 67 subject list will increase these pressures further by \$3 million this financial year and \$8 million over three years.

45. As we previously noted, reducing this fiscal risk by reducing the number of subjects puts our ability to deliver on Mana ōrite mō te mātauranga Māori and improving our support for vocational learners in NCEA. This is because the subjects which have the highest development costs tend to be the wholly new subjects, which includes all of the kaupapa ako Māori subjects.
46. Attempting to preserve these subjects to meet our policy intents in a reduced subject list would require us to remove established subjects or progress options which ignore public engagement.
47. To best meet our policy objectives we recommend proceeding with the full 67 subject proposal at fiscal risk. We currently have a full financial review of the Change Programme underway, which is due to report-back at the beginning of October.
48. 9(2)(f)(iv), 9(2)(g)(i)

Delivery Implications

49. Development of NCEA Level 2 will begin from the end of September 2021. Developing the final subject list will be a significant undertaking for the Ministry. The Review of Achievement Standards will be developing nearly twice the number of subjects at Level 2 (and also Level 3) than we did for Level 1. To support this development the NZC RAS project teams are being scaled up significantly. However, even with increased scale, some subjects may need different development timelines to accommodate specific challenges in those subjects. Although most subjects will be fully available in schools by 2023 (Level 1), 2024 (Level 2) or 2025 (Level 3), some development timelines may stretch out further.

Delivery of Subjects derived from the New Zealand Curriculum

50. The New Zealand Curriculum subjects which may need different development timelines are:
- a. **Gagana Tokelau** and **Vagahau Niue** are on a longer delivery timeline to allow sufficient time to complete the scoping work in 2021 with the Readiness Expert Groups currently being established.
 - b. We are exploring joint development of both Levels 2 and 3 for **Mau Rākau** (if progressed) to ensure that appropriate scoping can occur regarding the current Mau Rākau unit standards as well as ensuring an appropriate ao Māori approach to the assessment.
 - c. **New Zealand Sign Language** will be developed from 2021 including the development of Level 1.
51. We will provide you with further advice on these subjects once development of Level 2 is sufficiently progressed.

Delivery of Subjects derived from Te Marautanga o Aotearoa

52. As outlined in the above subject lists, only 11 TMoA derived subjects of the 16 proposed will be developed along the current timeline. Through public engagement, we heard a range of interests and concerns voiced by Māori-medium sector stakeholders which

indicated that a longer delivery timeline is preferable in the TMoA. This would allow time for more in-depth engagement with peak bodies and other stakeholders and give the sector more time to plan for any change. We have considered this feedback in our planning and will be taking a staggered approach to introducing new subjects additional to those confirmed in the current list.

53. By taking a staggered approach, we can better ensure that mātauranga Māori bodies of knowledge are being identified and assessed appropriately within an NCEA framework, that resourcing is sufficient to support high-quality delivery within classroom, and that kura are playing a central role in determining which subjects are of greatest priority to ākonga Māori, their whānau, hapū, iwi and hapori.

Consultation with the Professional Advisory Group

54. We have engaged with your Professional Advisory Group (PAG) for NCEA following the close of public engagement. We presented an early version of the final subject lists to the PAG. The PAG was broadly supportive of the final lists but raised the following key points of feedback and concern:

- a. Ensuring that the subject list gave effect to Mana ōrite mō te mātauranga Māori by balancing both the desire for new kaupapa Māori subjects, but also ensuring adequate resourcing for subjects that were developed.
- b. Noting that ensuring buy-in was maintained to the Change Programme was critical, and that in some cases that might require subjects to be included on the list where otherwise there may be a rationale for their removal.
- c. They noted the trade-offs involved (especially in the Technology Learning Area) about having enough subjects to support students who take multiple non-digital technology courses e.g. both food technology and hard materials, while ensuring these were coherent.

Risks

55. 9(2)(f)(iv), 9(2)(g)(i)

56. Visual Arts teachers may still be unhappy with the compromise position reached. We will mitigate risks through targeted communications addressing their concerns with our decision, and will continue to work with representatives of the Printmaking and Sculpture teaching communities to help them to understand the changes and how it will still provide opportunities for them to practice within their specialism.


57. As there is a significant difference in the number of proposed TMoA subjects (16) and the final list (11) there is a risk of the final subject lists being perceived as underserving ākonga Māori. We will work with our key stakeholders including the Māori-medium peak bodies to create buy-in with the subject lists.

Next Steps

58. Following your agreement, we will work with your office to prepare to announce the subject lists publicly. Our current target is an announcement in the week of 20 September.

59. We will work with your office to brief the Education spokespeople of the other Parliamentary parties prior to announcements, in line with your bipartisan approach to the NCEA Change Package taken to date.
60. We do not recommend taking the final subject lists to Cabinet. Cabinet approval is not necessary for the final subject lists as they can be viewed as an operational (non-policy) function rather than a significant policy issue. The Ministry is due to report to Cabinet on the NCEA Change Programme in October. This provides an opportunity to update Cabinet on the final subject lists for NCEA Levels 2 and 3 then. However, if you wish to inform your Cabinet colleagues prior to public announcements, we can prepare an oral item on public engagements.
61. We will provide your office with full technical reports on the subject lists and our communications and engagement plans once they have been updated, so that these can be proactively released. This is expected to include some minor revisions for Level 1 subject titles where placeholder names were used and for a few subjects where public engagement indicates that fine-tuning is in order.

62. 9(2)(f)(iv), 9(2)(g)(i)



Proactive Release

63. 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.

64. We recommend that this Education Report is released when public announcements are made (details of which are yet to be agreed).

Appendices

Appendix A: Final Subject Lists for NCEA (67 Subjects)

Annexes

- Annex 1: Public Engagement Feedback Summary Report
Annex 2: NZC Recommendations and Rationale
Annex 3: TMoA Recommendations and Rationale

Appendix A: Final Subject Lists for NCEA (67 Subjects)

Table 1: Final Subject List – The New Zealand Curriculum

Proactively Released

Learning Area	Current Level 2 & 3 Subjects		Final Level 2 & 3 Subjects
Te Reo Māori ¹	Te Reo Māori	1	Te Reo Māori
English	English	2	English
The Arts	Art History Dance Drama Music Te Ao Haka Design Photography Printmaking Sculpture Painting	3 4 5 6 7 8 9 10 11 12 13	Art History Dance Drama Making Music Music Studies Te Ao Haka Design Photography and Film moving images Visual Arts Painting Mau Rākau
Health and Physical Education	Health Home Economics Physical Education	14 15 16 17 18	Health Food and Nutrition Physical Education Outdoor Education Whaiora
Learning Languages	Bahasa Indonesia Cook Islands Māori French Gagana Sāmoa German Japanese Korean Latin Lea Faka-Tonga Mandarin New Zealand Sign Language Spanish	19 20 21 22 23 24 25 26 27 28 29 30	Cook Islands Māori French Gagana Sāmoa German Japanese Korean Lea Faka-Tonga Mandarin New Zealand Sign Language Spanish Gagana Tokelau Vagahau Niue
Mathematics and Statistics	Mathematics and Statistics (Level 2) Calculus (Level 3) Statistics (Level 3)	31 32	Mathematics Statistics
Science	Agricultural and Horticultural Science Biology Chemistry Earth and Space Science Physics	33 34 35 36 37	Agricultural and Horticultural Science Biology Chemistry Earth and Space Science Physics
Social Sciences	Accounting Business Studies (incl. Agribusiness) Classical Studies Economics Education for Sustainability Geography History Media Studies Psychology Religious Studies Social Studies	38 39 40 41 42 43 44 45 46 47 48 49 50 51	Accounting Agribusiness Business Studies Classical Studies Economics Environment and Societies Geography History Media Studies Psychology Religious Studies Social Studies Pacific Studies Tourism
Technology	Design and Visual Communication Digital Technologies Construction and Mechanical Tech. Processing Technology Generic Technology	52 53 54 55 56	Design and Visual Communication Computer Science Digital Technologies Materials Technologies Processing and System Technologies
Totals	50		56

¹ Te Reo Māori is not a Learning Area in the NZC. However, we have listed it separately to denote its importance and for consistency with the NCEA Level 1 subject list.

Table 2: Final Subject List – Te Marautanga o Aotearoa

Wahanga Ako	Current Level 2 & 3 Subjects		Final Level 1 Subject Lists		Final Level 2 and 3 Subject Lists
Te Reo Māori	Te Reo Rangatira	1	Te Reo Rangatira	1	Te Reo Rangatira
Te Reo Pākehā	--	2	Te Reo Pākehā	2	Te Reo Pākehā
Pūtaiao	Pūtaiao	3	Pūtaiao	3	Pūtaiao
Tikanga ā-lwi	Tikanga ā-lwi	4	Tikanga ā-lwi	4	Tikanga ā-lwi
Hangarau	Hangarau	5	Hangarau	5	Hangarau
Hauora	Hauora	6	Hauora	6	Hauora
Ngā Toi	Toi Puoro	7	Toi Puoro	7	Toi Puoro
	Toi Ataata	8	Toi Ataata	8	Toi Ataata
	Ngā Mahi a te Rēhia	9	Ngā Mahi a te Rēhia	9	Ngā Mahi a te Rēhia
		10		10	Toi Whakairo
Pāngarau	Pāngarau	10	Pāngarau	11	Pāngarau
	9		10		11

Table 3: Deferred Level 2 and 3 Subjects

Learning Area	Deferred Level 2 & 3 Subjects
The Arts	Raranga Whakairo
Learning Languages	Comparative Languages English as a Second Language
Mathematics and Statistics	Applied Mathematics
Science	Science
Social Sciences	Māori Studies
Totals	7
Wahanga Ako	Deferred Level 2 & 3 Subjects
Hangarau	Hangarau Matihiko
Hauora	Hākinakina
Ngā Toi	Mau Rākau Raranga
Totals	4

Table 4: Summary of Changes – The New Zealand Curriculum

Learning Area	Current Level 2 & 3 Subjects	Proposed Level 2 & 3 Subjects	Final Level 2 & 3 Subjects (including name changes)
Te Reo Māori ²	Te Reo Māori	Te Reo Māori	No changes
English	English	English	No changes
The Arts	Art History, Dance, Drama, Music, Te Ao Haka, Design, Photography, Printmaking, Sculpture, Painting	Art History, Dance, Drama, Music Creation ^, Music Representation^, Te Ao Haka, Design, Photography and Film^. <i>New subjects: Visual Arts^, Mau Rākau^, Raranga^, Whakairo^</i>	Painting added Raranga and Whakairo deferred for future development. Music Creation and Music Representation revert back to Making Music and Music Studies for now
Health and Physical Education	Health, Home Economics, Physical Education	Health, Food and Nutrition ^, Physical Education <i>New subjects: Outdoor Education, Whaiora^</i>	No changes
Learning Languages	Bahasa Indonesia, Cook Islands Māori, French, Gagana Sāmoa, German, Japanese, Korean, Latin, Lea Faka-Tonga, Mandarin, New Zealand Sign Language, Spanish	Cook Islands Māori, French, Gagana Sāmoa, German, Japanese, Korean, Lea Faka-Tonga, Mandarin, New Zealand Sign Language, Spanish <i>Discontinued subjects: Bahasa Indonesia, Latin</i> <i>New subjects: Gagana Tokelau, Vagahau Niue, Comparative Language^, English as a Second Language^</i>	Comparative Language and English as a Second Language deferred.
Mathematics and Statistics	Mathematics and Statistics (Level 2), Calculus (Level 3), Statistics (Level 3)	Mathematics, Statistics <i>New subject: Applied Mathematics (Level 3)^</i>	Applied Mathematics deferred for future development.
Science	Agricultural and Horticultural, Science, Biology, Chemistry, Earth and Space Science, Physics	Agricultural and Horticultural Science, Biology, Chemistry, Earth and Space Science, Physics <i>New subject: Science^</i>	Science deferred for future development.
Social Sciences	Accounting, Business Studies (including Agribusiness), Classical Studies, Economics, Education for Sustainability, Geography, History, Media Studies, Psychology, Religious Studies, Social Studies	Accounting, Agribusiness, Business Studies, Classical Studies, Economics, Environment and Societies ^, Geography, History, Media Studies, Psychology, Religious Studies, People and Societies ^ <i>New subjects: Māori Studies, Pacific Studies,</i>	Māori Studies deferred for future development. People and Societies reverts back to Social Studies

^ Provisional name. Final determination on subject name to be made through the Subject Expert Group development process. Note that we are also progressing re-naming of existing Level 1 subjects following recent feedback that is currently being analysed through the Level 1 Phase 2 engagement process. Any changes will be included in the relevant Technical Reports.

² Te Reo Māori is not a Learning Area in the NZC. However, we have listed it separately to denote its importance and for consistency with the NCEA Level 1 subject list.

		Tourism	
Technology	Design and Visual Communication, Digital Technologies, Construction and Mechanical Technologies, Processing Technology, Generic Technology	Design and Visual Communication, Designing and Developing Digital Outcomes, Computational Thinking ^, Materials Technology, Processing Technology	Refinements to the names and scope of proposed subjects: Designing and Developing Digital Outcomes becomes Digital Technologies ; Computational Thinking becomes Computer Science ; and Processing Technology becomes Processing and Systems Technologies .
Totals	50	62	56 (+7 deferred)

Table 5: Summary of Changes – Te Marautanga o Aotearoa

Existing Level 1		New Level 1		Existing Level 2 & 3		New Level 2 & 3		For Future Development Consideration (TBC)		Removed pending further engagement	
TE REO MĀORI Te Reo Rangatira		TE REO PĀKEHĀ Te Reo Pākehā		PŪTAIAO Pūtaiao		TIKANGA Ā-IWI Tikanga ā-lwi		HANGARAU Hangarau		HAUORA Hauora	
Level 1										NGĀ TOI Toi Puoro Toi Ataata Ngā Mahi a te Rēhia	
Level 2 & 3										PĀNGARAU Pāngarau	
Te Reo Rangatira		Te Reo Pākehā		Pūtaiao		Tikanga ā-lwi		Hangarau		Hauora	
						Tauhokohoko Te Hītori o Aotearoa		Hangarau Matihiko		Hākinakina	
										Toi Ataata Ngā Mahi a te Rēhia Toi Whakairo Mau Rākau Raranga	