



MEMO

To: Ellen MacGregor-Reid
From: Jackie Talbot
CC: James Gavey, Rebecca Frankum, Lauren Burr
Date: 8 October 2019
Subject: Update on Review of Achievement Standards – process to confirm subjects

Purpose

1. Cabinet agreed in-principle to a number of changes to NCEA, including
 - NCEA Level 1 focused on a broad (foundational) education;
 - Fewer, larger standards.
2. All of the current standards are due for review at the end of 2020, with a view to them expiring from 2022.
3. In order for the changes to be enacted and for Level 1 to meaningfully be a broad, foundational qualification, there needs to be fewer subject options at Level 1. To begin the process of reviewing and updating the achievement standards in line with this vision, we need to confirm which subjects we will support. The process by which we determine this needs to be transparent with valid opportunities for the sector to contribute.

Recommendations

Agree that we will seek expressions of interest and form all Subject Expert Groups (SEGs) for existing groupings of New Zealand Curriculum achievement standards in 2019.

Agree / Disagree

Agree that we will conduct a two-phase engagement process, with the first phase occurring in late 2019 focussing on the role of subjects within NCEA, and with the second phase in early 2020 focussing on the provisional list of Level 1 subjects.

Agree / Disagree

Agree that we will hold face-to-face engagements with selected SEGs in 2019 to gain their input and advice on the subjects that will be developed during the RAS.

Agree / Disagree

Note that this memo will be followed by a Communications and Engagement Plan, which will include more detail around who will be involved, when and through what mechanisms.

Requirements of the process

4. To rebuild Level 1 as a broad, foundational qualification to be trialled in 2021 and fully implemented in 2022, the Level 1 achievement standards will need to be reviewed in 2020. In order to do this, we will need to finalise the Level 1 subjects and SEGs in time to begin work in May 2020.
5. The process by which we do so will need to be transparent, providing the sector with a meaningful opportunity to share their views.
6. Key stakeholders (including subject associations, iwi, peak bodies, tertiary providers, careers advisors, the Pathways Advisory Group and key employer networks) will need to be informed at key points and have opportunities to contribute to the process. We will also require the Minister to approve the process for deciding the subjects which we intend to develop through the RAS, and to take note of the final list.

Proposed SEG formation approach

7. We are calling for expressions of interest for SEGs for all existing groups of learning using New Zealand Curriculum (NZC) achievement standards in October, excluding te reo Māori which will undergo a parallel process led by the ākonga Māori team. This will go out through the Education Gazette and relevant channels and networks.
8. There is a parallel process for all of the Te Marautanga o Aotearoa derived standards which is being led by the ākonga Māori team. The Level 1 standards will be developed along similar timelines to enable them to be ready for trialling within schools in 2021.
9. The membership of SEGs will be confirmed in November and members of selected SEGs will be invited to participate in face-to-face engagements and provide advice to the Ministry on subjects. SEGs for which the subject is likely to change or be merged at Level 1 will be given priority for participating in face-to-face engagement.
10. To fulfil the vision of a broad Level 1 qualification, some subjects may be merged or combined at Level 1 with specialisation occurring in later years. In these instances, some SEGs may be combined or may work in conjunction with each other or with Reference Groups.

Proposed engagement approach

11. We are proposing a two-phase engagement approach.
12. Phase one:
 - Will specifically reach out to the key stakeholder groups in advance of public engagement (including the RAS reference group and chairs of the relevant subject associations, PPTA, SPANZ, SPC, NZPF, TRN, NKAI, iwi, Universities NZ, the Industry Training Federation and ITOs, institutes of technology and polytechnics, employers, and PTE peak bodies)
 - Engagement with iwi, wānanga, and other Māori stakeholder groups will also be a priority.
 - Focus on subjects and their role within the different qualification levels of NCEA

- Emphasising Cabinet's agreed purpose of each qualification and their enactment through the outcome statements and subjects
 - Will take place from late October 2019 through late January 2020
 - Provides an opportunity to have genuine exploratory discussions around what kind of learning should be taught in schools and what subjects should be offered
 - Will broadly be conducted online, i.e. with online information content and a questionnaire for providing feedback
13. The processes for engaging with groups interested in supporting new subjects is being finalised by the operational policy and ākonga Māori teams.
14. Phase two:
- Will again reach out to key stakeholder groups, such as PPTA, SPANZ, SPC, NZPF, TRN, NKAI, iwi, and the subject associations.
 - More targeted and focused on the provisional subject list
 - Will take place in February following the release of the provisional subject list
 - The sector will have opportunity to provide feedback through a second online questionnaire until late March
15. We intend to publish a final Level 1 subject list with the sector in late March.

Preliminary approach for progressing new subjects for Levels 2 and 3

16. Throughout this process, we expect to receive diverse requests to establish new subjects or create new standards. This will be a genuine opportunity to have discussions around what kind of learning should be supported through NCEA and how this might look as subjects or courses.
17. While we do not intend to support all possible subjects that may be requested, where these subjects fit with the vision of NCEA Levels 2 and 3 as more specialised subjects preparing students for their pathways, we will identify relevant stakeholders to form Exploratory Groups. The Exploratory Groups will be formed between February 2020 and May 2020 and may include industry, tertiary, subject associations and relevant kaitiaki of included knowledge bases.
18. In June 2020, as the Level 1 RAS is underway, we will undertake workshops with Exploratory Groups to firm up the desired significant learning of possible subjects and confirm an approach moving forward.
19. In some instances, it may be appropriate to not develop new achievement standards for subjects or courses, but rather develop curriculum content, assessment resources tied to another subject (e.g. contextualised content for Physical Education to support Outdoor Education), or resources to support coherent packages of industry-derived unit standards to be delivered as subjects or in conjunction with other subjects.
20. During this phase of working with the Exploratory Groups, we will liaise with GAVC, NZQA, ITOs and the WDCs (as they come into force) where learning being considered for further support through RAS may already be assessed through unit standards. Where appropriate

further support for these subjects is determined to not be development of achievement standards, we will continue to work with GAVC, NZQA, and the relevant standard-setting bodies to explore options for progressing this support through RoVE and any development of vocational standards.

Permissions environment

21. The attached annex outlines the proposed timeline.
22. The timeline for engagement for determining subjects includes the series of memos, briefing notes and education reports to ensure that each step of the process is clear.
23. STCH will receive a memo on the list of SEGs we intend to form and the process for determining which SEGs will be formed first for the October 16 meeting.
24. The provisional list and final list will both go through COG and STCH, before going to the Minister in briefing notes.

Delivery risks

25. There is a lot of work to do in the early stages of this proposed approach. The potential risks of this will be exacerbated by a lack of personnel with communications expertise in early October. This will be mitigated by working with the Ministry's communications team.
26. The proposed approach involves periods demanding high workload, including analysing engagement outputs, conducting further engagement with key stakeholders (including iwi and kura representatives), and undertaking the formation process of subject expert groups.
27. The proposed approach provides the sector with an opportunity to engage during November and over the summer holiday months. The sector's capacity and desire to engage with us may be reduced, potentially prompting a negative reaction. To mitigate against this we will ensure it is straightforward for the sector to engage.
28. Given that we are likely to secure Cabinet's in-principle agreement in December to progressing the change package, there is a risk that the final Level 1 subject list announcement may get bundled up in pre-Budget announcements, delaying publication. This is a particular risk in cases where the development of new subjects requires additional funding to be announced.

Next steps

29. Once there is agreement to the high-level engagement process, we will confirm the detailed timeline based on the dependencies across the work programme (RAS timeline, access to sector, engagement requirements, etc). This will then be managed out of the engagement team, in conjunction with the RAS project team.
30. We will also continue developing the communications and engagement material, tailored to the final decisions, along with the subject evaluations and decision-making matrix, and preparation for launching SEG expressions of interest.
31. A full engagement and communications plan is currently being built. This will contain more detail of both the process and the responsibilities within and between the teams of Secondary Tertiary.

Annex 1: Proposed timeline

	<u>Subject Expert Group</u>	<u>Engagement for determining subjects</u>	<u>Date</u>
4-Oct	Request for Expressions of Interest content for Ed Gazette (to be published on October 14th) and for the website to go through internal permissions		
		Briefing Note to JT on engagement on NCEA subjects	10-Oct
9-Oct	Memo to JT on the list of SEGs we intend to form and the process for determining which SEGs will be formed first		
11-Oct	Memo goes to STCH on the list of SEGs we intend to form and the process for determining which SEGs will be formed first		
14-Oct	Request for Eols for SEGs published in Ed Gazette and online (closes 25th October)	Briefing Note to Ellen MacGregor	14-Oct
16-Oct	Memo presented to STCH on the list of SEGs we intend to form and the process for determining which SEGs will be formed first	Briefing Note to the Minister (alongside the requested information on NCEA)	16-Oct
		Public facing engagement doc and collateral to JT	22-Oct
		Public facing engagement doc and collateral to Ellen	24-Oct
		<i>Engagement Phase 1 begins:</i> Publish public-facing engagement document outlining our thinking of a broad qualification at Level 1, includes opportunities for the wider sector to engage e.g. questionnaire (engagement period closes 24 th January)	29-Oct
25-Oct	Ministry has internally determined which SEGs will be prioritized for early formation to enable face-to-face engagement to provide advice on the place of their subject within NCEA		
25-Oct	Request for EOI for all SEGs closes		
25 October – 7 November	Ministry works to select members for the SEGs (on a rolling basis)		
8-Nov	Ministry has determined make-up of priority SEGs, notified them and invites the members of the SEGs for face-to-face engagement occurring from the 18 th November to 11 th December. Face-to-face engagement provides opportunity for SEGs to feed into thinking on subject list in an advisory		

	capacity. They will also be given the opportunity to submit recommendations (as an individual or collective) by 24 th January.		
11-Nov	Ministry has a clear evaluation matrix for determining which subjects should exist (and at what level). This can be used as a basis for face-to-face engagement with SEGs and will be used in the decision-making process of establishing/merging/disestablishing subjects.		
18-Nov	Face-to-face engagement with select SEGs begins – provides opportunity for SEGs to feed into thinking on subject list (advisory capacity only)		
5-Dec	Remaining successful SEG members notified and paperwork for probity checks begun		
13-Dec	Face-to-face engagement with SEGs ends		
		Preliminary analysis of engagement outputs	4 January - 24 January
		<i>Engagement Phase 1 ends</i> : questionnaire closes, all recommendations for subject list due in	24-Jan
		Analysis of engagement outputs for devising provisional subject list and writing a follow-up Briefing Note to the Minister	27 – 31 January
		Internal permissions for follow-up Briefing Note informing the Minister of intent for provisional subject list and provisional subject list to COG and STCH	Week of 3 February (TBC)
		Follow-up Briefing Note to Minister informing on the intent for Level 1 provisional subject list	10-Feb
17-Feb	Inform the sector that the Level 1 SEGs will be made up of representatives from existing SEGs where subjects are combined	<i>Engagement Phase 2 begins</i> : Publish public-facing engagement document outlining our intent for Level 1, the provisional subject list, including opportunities for the wider sector to engage (closes 6 th March) e.g. questionnaire.	17-Feb
		<i>Engagement Phase 2 ends</i>	6-Mar
		Analysis of engagement outputs / putting together final list of subjects	9 - 13 March
		Internal permissions for Briefing Note informing the Minister of the final subject list and final subject list to COG and STCH	Week of 16 March (TBC)
		Briefing Note to Minister informing of the final subject list	23-Mar

30-Mar	Confirm make-up of all Level 1 SEGs, including those for merged subjects, and the make-up of the reference groups to support those SEGs	Share final list of Level 1 subjects with the sector	30-Mar
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Education Report: Engagement approach to determine NCEA subjects

To:	Hon Chris Hipkins, Minister of Education		
Date:	16 October 2019	Priority:	High
Security Level:	In Confidence	METIS No:	1208338
Drafter:	Rebecca Frankum and Lauren Burr	DDI:	9(2)(a)
Key Contact:	Jackie Talbot	DDI:	9(2)(a)
Messaging seen by Communications team:	No	Round Robin:	No

Purpose of Report

The purpose of this paper is to provide you with an overview of the process we intend to use to explore with the sector which subjects should be developed through the Review of Achievement Standards (RAS), ahead of and following final Cabinet decisions on the approach to NCEA Level 1 and the RAS.

- **Note** the process we intend to follow to determine the subjects that will be supported as the NCEA Change Package is implemented.
- **Note** that work undertaken prior to Cabinet's full agreement to the changes to NCEA will be exploratory only, with all final decisions to be made following your December Cabinet Paper
- **Note** we will report back prior to the release of the provisional subject list in February.
- **Agree** to the direction of travel of this work.

Summary

- 1 Cabinet agreed in-principle to a package of seven changes to strengthen the National Certificates of Educational Achievement (NCEA) [SWC-19-MIN-0045; CAB-19-MIN-0203]. This Education Report focuses on Changes 6 *Show clearer pathways to further education and employment* and 7 *Keep NCEA Level 1 as an optional level*. Change 6 includes the intention to refocus NCEA so that Level 1 supports a broad, foundational education, while Levels 2 and 3 promote more specialisation.

- 2 These changes were intended to respond to feedback through the NCEA review about the negative effects of early specialisation and streaming on young people, particularly on Māori and Pacific learners, and how this can restrict their pathways.
- 3 These changes will be implemented by re-examining the list of subjects which the Ministry supports in developing achievement standards through the Review of Achievement Standards. To ensure that NCEA Level 1 gives students access to a broad education grounded in foundational exploration of a range of disciplines, it would be necessary to reduce the number of subjects which are supported by achievement standards for students sitting NCEA Level 1.
- 4 While final Cabinet decisions on the changes to NCEA will be made by December, we intend to start exploring what this might look like in practice with the education sector this year, which will allow you to continue with the Review of Achievement Standards as planned next year following final Cabinet agreement to the change package. This will ensure we can identify any likely challenges early, and will ensure 2020 delivery of new content is achievable. Any engagements with the sector prior to final Cabinet agreement will be framed as explorative only, with final decisions to be made no earlier than March 2020.
- 5 This will also be an opportunity to consider supporting new subjects that ensure parity for mātauranga Māori and Pacific knowledges, subjects that may be vocationally-focussed, and subjects that look towards preparing students for the future of work in the 21st century. While traditionally the Ministry only supports subjects by developing unique achievement standards, this will also be an opportunity to look at innovative ways to support different bodies of learning that are relevant for students' future pathways.
- 6 This engagement will feed into the provisional subject list after your December Cabinet Paper. We will update you on this list in early February.

Recommended Actions

The Ministry of Education recommends you:

- a. **Note** the process we intend to follow to determine the subjects to be supported for NCEA
- b. **Note** that work undertaken prior to Cabinet's full agreement to the changes to NCEA will be exploratory only, with all final decisions to be made following your December Cabinet Paper
- c. **Note** we will report back in early February, prior to the release of the provisional subject list
- d. **Agree** to the direction of travel for this work

Agree / Disagree

e. **Agree** to proactively release this report.

Agree / Disagree



Jackie Talbot
Group Manager Secondary Tertiary
Early Learning and Student Achievement

16/10/2019



Hon Chris Hipkins
Minister of Education

30/10/19

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Background

- 7 On 6 May, Cabinet agreed in-principle to a package of seven changes to strengthen the National Certificates of Educational Achievement (NCEA) [SWC-19-MIN-0045; CAB-19-MIN-0203]. These changes were designed to ensure NCEA remains credible; while promoting balanced, meaningful, and coherent personalised pathways through the qualification for every young New Zealander. The change package was made up of seven major changes:
- a. Make NCEA more accessible, including by ending NCEA fees.
 - b. Mana ōrite mo tē Mātauranga Māori.
 - c. Have fewer, larger standards.
 - d. Strengthen literacy and numeracy.
 - e. Simplify NCEA's structure.
 - f. Show clearer pathways to further education and employment.
 - g. Keep NCEA Level 1 as an optional level.
- 8 Change 6 *Show clearer pathways to further education and employment* outlines that:
- a. NCEA Level 1 should be refocused on a broad education, underpinned by foundation exploration of a range of disciplines.
 - b. NCEA Levels 2 and 3 should promote more specialisation and deepening disciplinary knowledge and skills, underpinned by increasingly sophisticated social and emotional skills and capabilities, and readiness to transition to further education or the world of work.
- 9 A broad education at NCEA Level 1 will work to prevent early overspecialisation, which can have the effect of narrowing learners' pathways. It will also reduce the risk that groups of students, especially Māori and Pacific learners, are streamed into pathways that limit their options.
- 10 The Review of Achievement Standards (RAS) is the vehicle for enacting this change. The NCEA subjects that are developed through the RAS will play a key role in determining what curriculum-derived learning is supported in schools and is accessible to students. It will complement parallel work with standard setting bodies (NZQA and the new Workforce Development Councils) to enhance support for unit standard based pathways.
- 11 The following table explains the difference between subjects, school courses, and the two types of assessment standards which schools can use to build their NCEA programmes:

Subject	School courses	Achievement standards	Unit standards
Subject is the term typically used to describe groupings of standards within one domain, sub-field or discipline e.g. English, Maths	Schools build courses made up of achievement standards and/or unit standards e.g. English with Shakespeare, Maths for Construction	Assessment standards derived from the National Curriculum, that have Achieved, Merit and Excellence step-ups	Assessment standards assessing industry knowledge or core foundational learning, some of which have Achieved, Merit and Excellence step-ups
NZQA uses subject groupings for the purposes of end of year external exams	School create courses used for the purposes of course endorsement on the Record of Achievement	Can count towards NCEA Levels 1-3	Can count towards NCEA Levels 1-3
The Universities use subject groupings to build the list of University Entrance Approved Subjects	Schools decide prerequisites, if any, for entry into school courses	Developed by the Ministry of Education	Developed by Industry Training Organisations or NZQA

- 12 It will be important to engage with the sector on the list of subjects that the Ministry will support. Ministry support could come in the form of developing new achievement standards, or, particularly for vocational subjects, through innovative approaches including developing curriculum content to support coherent packages of vocational learning through unit standards.
- 13 Since the introduction of NCEA, there has been no first-principles review of the subjects able to be credentialed via achievement standards. Consequently, the current list of subjects largely reflects the subjects that were brought over from School Certificate, with some new subjects, like Digital Technologies, being added to the list.
- 14 To ensure that NCEA Level 1 gives students access to a broad education grounded in foundational exploration of a range of disciplines, it would be necessary to reduce the number of subjects which are supported by achievement standards for students sitting NCEA Level 1.
- 15 This may particularly affect Learning Areas of the New Zealand Curriculum that have many subjects within them at Level 1. Currently, learners can complete NCEA Level 1 with the majority of their credits from these Learning Areas and with limited access to other parts of the curriculum, which we have previously identified as an issue for maintaining open pathways.

The proposed approach to determine NCEA subjects

- 16 In order to realise the vision of a broad NCEA Level 1 where all students have access to foundational exploration of a range of disciplines, we will first need to determine the list of subjects for the Ministry to develop through the RAS. We expect to make final decisions on this list in early 2020, following Cabinet's final agreement to the changes to NCEA in December this year.

- 17 However, to ensure that we identify potential risks and challenges early, and to ensure the Review of Achievement Standards can be delivered on time, we will need to start initial exploration with the education sector on the subjects list this year.
- 18 We intend to engage with the wider sector and to work with subject experts, who will provide advice on how their subject might sit within a broader NCEA Level 1. This will also be an opportunity to think ahead to what subjects might be appropriate for the more specialised qualifications of NCEA Level 2 and 3.
- 19 The outcomes of these engagements will be subject to Cabinet's final decision making, and to further Ministry analysis before final decisions on the breadth of Level 1, and the subjects to be supported, are made. These initial engagements will be deliberately broad and explorative; following final Cabinet decisions, we will be placed to narrow conversations to focus on the proposed subjects list.
- 20 We expect an elevated level of interest by the sector in the list of subjects that will be supported by the Ministry for development through the RAS, particularly at Level 1 where subjects are most likely to be consolidated. Given this, we are proposing to use a robust and transparent process to engage with both the wider sector and with subject experts over the coming months.

Engaging with the wider sector to determine NCEA subjects

- 21 We are proposing a two-phase engagement approach to work with the wider sector to seek their views on NCEA subjects: a first phase focused on high-level conversations about giving effect to Cabinet's in-principle decisions within the list of NCEA subjects, and a second phase focused on a provisional subject list following Cabinet's final approval to the change package.

Phase One – high-level engagement

- 22 The first phase of engagement will emphasise Cabinet's agreed in-principle purpose of each qualification (Levels 1-3) and their enactment through the outcome statements and subjects. This phase will run from late October 2019 through late January 2020.
- 23 This engagement will include an online questionnaire to enable the wider sector to provide feedback on the outcome statements and the aims for the qualification and what this might mean for certain subjects. This questionnaire will ask for feedback regarding:
- a. the draft qualification outcome statements for each level of NCEA
 - b. the vision for NCEA Level 1 to be a broad foundational qualification with Levels 2 and 3 becoming more specialised
 - c. what learning students should have access to at each level of the qualification and therefore which subjects will be supported with additional resources at each level.
- 24 During this phase of engagement we will specifically seek feedback from key stakeholder groups, including subject associations, peak bodies, industry, iwi,

wānanga, and other Māori stakeholder groups. We will also reach out to Universities NZ, the Industry Training Federation, ITOs, institutes of technology and polytechnics, employers, and PTE peak bodies.

- 25 One of the possible levers for ensuring parity of mātauranga Māori in NCEA is to create new subjects and new achievement standards which students in all settings, including English medium and Māori medium, and at all levels can access. This phase of engagement will enable the wider sector to provide feedback on this and we will reach out specifically to iwi, wānanga, the recognised leaders of each wāhanga ako, and other Māori stakeholder groups to discuss possible new Māori subjects.
- 26 We will also encourage industry bodies, subject associations, and Māori and Pacific groups interested in advocating for new specialised subjects for NCEA Levels 2 and 3 to come forward and engage with us. This will be an opportunity to consider supporting new subjects that may be vocationally-focussed or that may look towards preparing students for the future of work in the 21st century.
- 27 As the wāhanga ako of Te Marautanga o Aotearoa already support students' full access to the curriculum, there are likely to be no changes to the list of wāhanga ako for which the Ministry develops new achievement standards through the RAS. Therefore, this engagement phase will be largely centred on the subjects that are derived from The New Zealand Curriculum.
- 28 After analysing the feedback provided, and after discussions with subject experts, other reference groups, and NZQA, we will develop a provisional subject list for NCEA Level 1 which would support a broader NCEA Level 1, if agreed by Cabinet in December. We will share this with you in February, including preliminary detail on new subjects for NCEA Levels 2 and 3 which would promote appropriate levels of specialisation.

Phase Two – on a provisional subject list

- 29 This phase will run from February, pending Cabinet's final agreement to a broader Level 1 with fewer subjects. It will follow the release of the provisional subject list for Level 1, and will last until late March. It will be more targeted and focused on the provisional subject list, and will provide the sector with opportunity to offer feedback through a second online questionnaire. We will also reach out specifically to the key stakeholder groups listed above.

Engaging with subject experts to determine NCEA subjects

- 30 In order to have as wide a conversation as possible about which subjects should be supported through the RAS, we are calling for expressions of interest for Subject Expert Groups (SEGs) representing every subject which currently has achievement standards derived from the New Zealand Curriculum. In total we are calling for expressions of interest for 51 SEGs; the full list of SEGs is listed in Annex 1.

- 31 These SEGs are being convened to support initial conversations about each of the major disciplines currently supported by achievement standards, and will support our advice to you on approaches to subject formation and Level 1.
- 32 The SEGs will be comprised of people with diverse backgrounds, including experienced teachers (from both English and Māori Medium settings), academics, and industry representatives where appropriate.
- 33 By establishing SEGs for all existing New Zealand Curriculum subjects, we will be able to have conversations with these experts about what their subject might look like in the future state of NCEA and where it might be most appropriate to consolidate subjects or only deliver subjects at Levels 2 and 3. Engaging with SEGs and hearing their advice will feed into decision-making on the provisional list of subjects.

Risks

- 34 The Ministry will be engaging with the sector on the qualification purpose and subjects, which is likely to create considerable public interest.
- 35 It will be important that the messaging is clear and consistent on the agreed purpose of the engagement and the opportunities to support meaningful learning and pathways through each level of NCEA. We will clearly communicate to SEGs and other stakeholders that discussions prior to final Cabinet approval are exploratory only, and highlight opportunities for these groups to continue to provide feedback and contribute before any final decisions are made.
- 36 The process involves drawing on significant expertise from the sector, with opportunities for engagement and targeted work with experts. This will provide meaningful opportunities for input to ensure that the final subject list meets the agreed purpose for the qualifications and won't unduly restrict important learning, or the ability to create unique, cross-curricular courses, including courses using vocational standards
- 37 We will be engaging with the sector over the summer months, when teachers and school leaders will not be in-school. We will ensure it is as straightforward as possible for the sector to provide feedback, and we will communicate directly with key stakeholders.
- 38 It is likely that we will conclude that in order to meaningfully refocus NCEA Level 1 to be a broad, foundational qualification, it will be necessary to consolidate subjects at Level 1 or only support the development of certain subjects through the RAS at NCEA Levels 2 and 3. To mitigate against this we will run a clear and transparent process for working with the SEGs and engaging with the sector, aware that there may be some pushback from subject associations.
- 39 We acknowledge that we are continuing discussions with your Office about the sequencing of the NCEA changes and alignment with Budget decisions, which may also impact on the nature and extent of Level 1 development.

Next steps

- 40 We expect to begin explorations of a broader NCEA Level 1 through the SEGs and other engagements over the next few weeks. Following your December Cabinet Paper, we will work to translate the outcomes of this exploration into a provisional subject list.
- 41 We will report back to you in early February on the provisional subject list, ahead of final decisions on subjects between March and May 2020.

Proactive Release

- 42 We recommend that this Briefing 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.

Annexes

- Annex 1: List of Subject Expert Groups to be formed for NZC subjects

Annex 1: List of Subject Expert Groups to be formed for NZC subjects

English

- English – has already been formed to pilot the RAS process

The Arts

- Art History
- Dance
- Design
- Drama
- Music (Making Music and Music Studies)
- Painting
- Photography
- Printmaking
- Sculpture
- Visual Arts – has already been formed to pilot the RAS process

Health and Physical Education

- Health
- Home Economics
- Physical Education

Learning Languages

- Chinese
- Cook Islands Māori
- French
- Gagana Sāmoa
- German

- Japanese
- Korean
- Latin
- Lea Faka-Tonga
- New Zealand Sign Language
- Spanish

Mathematics and statistics

- Mathematics with Statistics
- Mathematics with Calculus

Science

- Agricultural and Horticultural Science
- Biology
- Chemistry
- Earth and Space Science
- Physics
- Science - has already been formed to trial the RAS process

Social Sciences

- Accounting
- Agribusiness
- Business Studies
- Classical Studies
- Economics
- Education for Sustainability

- Geography
- History
- Media Studies
- Psychology
- Religious Studies – has already been formed to pilot the RAS process
- Social Studies

Technology

- Design and Visual Communication (Graphics)
- Digital Technologies
- Food Technology
- Hard Materials Technology
- Textiles Technology

Te reo Māori

- N.B. Expressions of interest for a group for te reo Māori will be called for separately as the RAS for te reo Māori will be progressed through a parallel kaupapa Māori process along similar timelines



Briefing Note: NCEA Review – communication and engagements until April 2020

To:	Hon Chris Hipkins, Minister of Education		
Date:	26 November 2019	Priority:	Medium
Security Level:	In Confidence	METIS No:	1213038
Drafter:	Simon Sanders	DDI:	9(2)(a)
Key Contact:	Jackie Talbot	DDI:	9(2)(a)

Purpose of Report

The purpose of this paper is for you to:

- **Note** that an updated version of the NCEA Cabinet paper has been provided [METIS 1214177 refers], updated following agency and Ministerial feedback, and your feedback at the 25 November agency meeting
- **Note** that we recommend lodging the NCEA Cabinet paper for consideration by the Cabinet Social Wellbeing Committee on 4 December, and then Cabinet on 9 December
- **Note** that this Briefing outlines the proposed approach and timeline for each public announcement or engagement related to the NCEA Review until April 2020
- **Agree** that this Briefing will not be proactively released at this time because it relates to public announcements which are yet to be made.

Agree / Disagree

Summary

- The final NCEA change package is due to be considered by Cabinet in December 2019. Following Cabinet, there is an option for you to announce the final change package prior to the summer break.
- Alongside the final change package, there is an opportunity to announce parts of the operational work programme which will deliver on Change 4 *Fewer, Larger Standards* through the Review of Achievement Standards (RAS) beginning in 2020.
- As discussed at the agency meeting on 11 November 2019, and as referenced in Education Report *Engagement approach to determine NCEA subjects* (METIS: 1208338), we are undertaking engagement with stakeholders around Cabinet's

intention to refocus NCEA so that Level 1 supports a broad, foundational education, while Levels 2 and 3 promote more specialisation. This will inform engagement on a draft subject list in February 2020.

- A timeline of these engagements is attached to this Briefing in the Appendix.
- The above engagements have been discussed with the NCEA Professional Advisory Group (PAG), including the proposed timelines outlined in this Briefing.



Jackie Talbot
**Group Manager, Secondary Tertiary
Early Learning and Student Achievement**

26/11/2019



Hon Chris Hipkins
Minister of Education

30/11/19

Released under the Official Information Act 1982

Background

1. The Cabinet agreed in-principle to seven changes to NCEA, announced in May 2019. The seven changes are:
 - a. Make NCEA more accessible
 - b. Mana ōrite mo te mātauranga Māori
 - c. Strengthen literacy and numeracy requirements
 - d. Have fewer, larger standards
 - e. Simplify NCEA's structure
 - f. Show clearer pathways to further education and employment
 - g. Keep NCEA Level 1 as an optional level
2. The key changes to NCEA will be broadly implemented through two programmes:
 - the wider NCEA change and implementation programme, which will include the delivery of technical and qualification changes, and the support programme and capability build for schools, kura and the community.
 - the Review of Achievement Standards (RAS) which will rebuild the 1,100+ achievement standards which contribute to NCEA, and the resources, tools and support that accompany them;
3. Pending Budget 2020 decisions, the NCEA changes will be phased in over the next five to six years. We will be working with stakeholders to co-design, test and support a successful transition to the strengthened NCEA system.
4. We recommend lodging the NCEA Cabinet paper for consideration by the Cabinet Social Wellbeing Committee on 4 December, and then Cabinet on 9 December.

Proposed Ministerial announcement

5. Following possible Cabinet decisions in early December, there would be an opportunity to announce the Government's final decisions around changes to NCEA. It will also be an opportunity to confirm the changes to the NCEA package since May and outline the work which is already underway.
6. The Government is committed to making the changes to NCEA to ensure our senior secondary qualification is more robust, consistent, inclusive and accessible for students of all abilities and backgrounds. The pace at which the Ministry will be able to implement the changes to NCEA will depend on funding provided through Budget 2020 and subsequent Budgets. For that reason, we recommend that any announcements made prior to Budget 2020 decisions should emphasise substantive decisions rather than delivery timelines.
7. Due to this, we believe the announcements about the changes to NCEA should be sequenced as follows:
 - *Announcement one* – final NCEA Change Package announced and proactive release of the Cabinet paper (December 2019). This could include the work that is already underway to deliver the changes.

- *Announcement two* – this would also be aligned with a pre-Budget announcement around the funding for implementing the NCEA changes over the next five plus years (around April 2020). A detailed implementation plan would accompany this announcement.
8. We will work with your office to confirm what the content of any announcement will include and prepare accordingly.

Review of Achievement Standards – vision for Level 1, 2 and 3

9. To supplement an initial announcement around the final NCEA change package, there is also an opportunity to outline at the same time the preparatory work which is underway to deliver these changes over the coming years.
10. As outlined in Education Report *Engagement approach to determine NCEA subjects* (METIS: 1208338), we are progressing a two-phase engagement approach to getting key stakeholder views on the vision and purpose of each NCEA level, and what this means for the NCEA subjects the Ministry should support. This includes the subjects offered at Level 1 to enable a broad, foundation qualification, and possibly new subjects at Level 2 and 3.
11. The first phase, which we have begun this week, is focused on a high-level conversation with targeted stakeholders (peak bodies, subject associations and our newly established subject expert groups) about the purpose of each level of NCEA, and how they feel the current subject list is meeting that vision.
12. The second phase, which will commence in February 2020, will be focused on a draft subject list that will be used as the basis of our 2020 Review of Achievement Standards work.
13. This is a continuation of the work already done to establish the Review of Achievement Standards and engagement with key stakeholders is beginning this week. This preparatory work is being done to ensure the development of Level 1 standards can begin in April 2020 and that there is sufficient time to quality assure these products before they are trialled in selected schools in 2021.

NCEA PAG

14. The above work was discussed with the NCEA PAG during our two meetings in October and November. It was raised that while this is not the ideal time to undertake engagement with the sector, the targeted nature of the engagements and the need to have these completed to deliver on the outcomes for RAS, there was agreement that these should begin as soon as possible.

Proposed approach for communication

15. We will follow a similar process to this announcement as we did with your announcement in May 2019. This will include:
- Pre-briefing key stakeholders to ensure they are aware of the announcement, and can respond to any queries that they may get about the changes (as well as ensuring they can provide key messages via their networks);
 - Issuing a Ministerial press release on the day of announcement (content of this press release will be worked through with your Office);

- Updating the content on the Ministry's website;
 - Emailing all school leaders;
 - Including content in publications like the School Bulletin;
 - Pushing the material out via social media.
16. A full communications plan for a Ministerial announcement is being developed and can be provided to your Office.

Next Steps

17. We will engage with your office on the detail of your possible announcement, including content for each and confirmed timing.

Proactive Release

18. We recommend that this Briefing is not released at this time because it relates to public announcements which are yet to occur.
19. Following the public announcements related to the above work, it is recommended that the Briefing is released.

Annexes

- Annex 1: Timeline for NCEA public engagements – November 2019 – April 2020

Annex one: Timeline for NCEA public engagements – November 2019 – April 2020

Date	Related announcement	Content	Comment
Week of 25 November 2019	Vision for NCEA Level 1, 2 and 3 (<i>phase 1</i>)	Targeted engagement undertaken	Subject expert groups and key education peak bodies briefed on this work. More general communications activity to follow Cabinet decisions.
	Preparation for Ministerial announcement	Confirm the content of the Minister's announcement	Following consideration of this Briefing, agree the content of the Minister's announcement.
4 December 2019	-	SWC considers Cabinet paper	-
9 December 2019	-	Cabinet considers the Cabinet paper	If agreed by Cabinet, Ministry initiates the announcement plan as outlined in the Communications Plan for this work.
W/O 9 December 2019	Preparation for Ministerial announcement	Begin pre-briefings	As completed last time, the Ministry would pre-brief key groups and stakeholders in advance of the announcement.
12 December 2019	Ministerial announcement	Ministerial announcement made <i>(For the purposes of this timeline, this date has been selected. It will be amended dependant on the final decisions on when this announcement is made).</i>	Press release issued School leaders emailed Social media posts made and pushed to target groups Material sent out via stakeholder networks Articles published in the next available School Bulletin and Ed Gazette Cabinet paper proactively released

	Vision for NCEA Level 1, 2 and 3 (phase 1)	Wider push of content around subject engagement	<p>Further communications around the subject engagement, including social media push to teaching networks.</p> <p>This will include engagement with subject associations.</p> <p>Please note, it will be made clear that this engagement will be open until February 2020.</p>
- END OF 2019 -			
24 January 2020	Vision for NCEA Level 1, 2 and 3 (phase 1)	Engagement on the vision for Level 1, 2 and 3 closes	<p>Engagement around the first phase of subject engagement closes.</p> <p>Feedback consolidated and considered by the Ministry.</p>
29 January 2020	Vision for NCEA Level 1, 2 and 3 (phase 1)	Briefing to the Minister	Briefing provided to the Minister around what was heard in the engagement and providing a copy of the provisional subject list which will be released publicly.
12 February 2020	Vision for NCEA Level 1, 2 and 3 (phase 2)	Pre-briefings undertaken	<p>Pre-briefings with education peak bodies undertaken in advance of public engagement beginning.</p> <p>PAG briefed on provisional list.</p>
17 February 2020	Vision for NCEA Level 1, 2 and 3 (phase 2)	Provisional list released and feedback sought	<p>Provisional subject list released publicly and engagement opens.</p> <p>This is provided widely, via all existing avenues</p>
6 March 2020	Vision for NCEA Level 1, 2 and 3 (phase 2)	Engagement around the provisional list closes	<p>The opportunity for feedback on the provisional subject list closes.</p> <p>Feedback consolidated and considered by the Ministry.</p>
16 March 2020	Vision for NCEA Level 1, 2 and 3 (phase 2)	Briefing to the Minister	Briefing to the Minister on the outcomes of the subject engagement

			list and confirmed list moving forward
25 March	Vision for NCEA Level 1, 2 and 3 (<i>phase 2</i>)	Briefings with key stakeholder groups	Pre-briefings with key peak bodies in advance of final announcement. PAG briefed on final subject list.
30 March	Vision for NCEA Level 1, 2 and 3 (<i>phase 2</i>)	Confirmed list made public	The final subject list released publicly.
Early April	Further Ministerial announcement	Pre-budget announcement regarding the funding for the changes to NCEA and detailed implementation plan	Announcement of the funding to support the successful implementation of NCEA over the next 5-6 years and accompanying detailed implementation plan.

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Report: Provisional Subject List for NCEA Level 1

To: Programme Board (NCEA Review)

From: Simon Laube, Senior Manager NCEA Product Delivery, Secondary Tertiary

Author: Bill Dieckermann, Senior Advisor, Secondary Tertiary

Date: 29 January 2020

Introduction

1. An in-principle decision of the NCEA Change Package was to **retain NCEA Level 1 as an optional level for schools who wish to continue to use this qualification**. The NCEA Review found that NCEA Level 1:
 - i. is the highest exit qualification for around 10% of students
 - ii. is a key motivator for many students in year 11
 - iii. provides many students with structured and credentialed opportunities to develop the disciplinary knowledge to prepare for advanced learning in Level 2 and beyond.
2. Further agreement (in principle) was to refocus NCEA on fewer, larger standards within more coherent courses. It was emphasised that the fewer number of standards should “encourage students to focus on breadth as they work towards NCEA Level 1.” In this vision of a broader, more foundational NCEA Level 1 students would balance a focus on “exploration within a broad range of Learning Areas or Wāhanga Ako, while retaining some specialised standards per subject to credential foundational disciplinary learning” with increasing specialisation at Levels 2 and 3 [SWC-19-MIN-0045]. The Ministry’s mechanism for enacting such change is through its Review of Achievement Standards.
3. Each subject matrix developed will have 4 standards. These will be larger, with a focus on the important learning and of a more consistent size. We expect these standards to be significantly broader than many of the existing standards. These changes to the design of standards and matrices will work alongside the refined subject list for NCEA Level 1 to support meaningful learning for secondary students. There will be decreased ability to build courses from miscellaneous standards and the standards will be deliberately written to reflect the curriculum entitlement of important learning in each subject within each *New Zealand Curriculum* Learning Area. While it is not compulsory for learners to engage across the curriculum from year 11, we believe it is valuable to support them to have opportunities to, and to ensure that the learning within each subject covers the important aspects of the Learning Area.
4. A previous paper “The Process for Progressing New Subjects within the RAS” outlined a process for progressing new subjects through the Review of Achievement Standards. This paper adapts that framework for the current offering of subjects in NCEA to support a provisional subject list for NCEA Level 1 for subjects derived from the *New Zealand Curriculum* and a vision for NCEA Level 2 and 3. The Ministry will also be developing subjects derived from *Te Marautanga o Aotearoa* from 2020; however, the process for the development of these subjects will be distinct, to ensure we support Māori to shape Māori-medium pathways through NCEA. While the criteria and analysis used may be applicable for TMoA derived learning, this paper specifically deals with NZC subjects, recognising that they play an important role within both schools and wharekura.
5. Alongside the development of subjects derived from The *New Zealand Curriculum*, we are working with experts in the Wāhanga Ako of *Te Marautanga o Aotearoa* to develop subjects at Level 1 in 2020.

6. For the purposes of the provisional subject list, we will outline that planned subjects will be under development for Level 1 in 2020, but that a final subject list for *Te Marautanga o Aotearoa* is unlikely to be confirmed until the end of 2020, following Cabinet decisions on the refresh of *Te Marautanga o Aotearoa*.
7. For the purposes of this paper, the term 'subject' is used to refer to bodies of learning credentialed through NCEA with their own assessment matrix either currently or within a revised subject list. Courses are how bodies of learning are delivered by schools and usually align with a subject or a group of subjects. This paper uses the term 'discipline' where it is necessary to make a distinction between a subject in NCEA and the broader body of learning it belongs to, for example when discussing the basis for a subject in the *New Zealand Curriculum*.
 - Part 1 of this report will outline the policy context for the provisional subject list at NCEA Level 1 and establish the criteria for selecting a subject at NCEA Level 1.
 - Part 2 will outline the application of the criteria for selecting a subject at NCEA Level 1: this is the process the Ministry follows when applying the criteria to determine subjects for NCEA Level 1 and beyond, and a process for including additional subjects in NCEA if required outside of the standard review points (every five years).
 - Part 3 will apply the process to each learning area to make a recommendation of what the provisional subject list for NCEA Level 1 and the Review of Achievement Standards should look like.
8. The analysis in this paper predominantly draws upon the following sources:
 - Usage data on subjects provided by the New Zealand Qualifications Authority (NZQA)
 - Self-reported subject enrolment data collected from schools by the Ministry of Education
 - The report 'NCEA Review: Findings from the public engagement on the future of NCEA' prepared by the New Zealand Council for Education Research in December 2018

Part 1: Policy context for the provisional subject list and establishing the criteria for selecting a subject at NCEA Level 1

9. The starting point for determining the Level 1 provisional subject list is the two key questions posed in the "The Process for Progressing New Subjects within the RAS" adapted for the existing subject list:
 - i. Should the subject continue to receive support as part of NCEA?
 - ii. If so, what degree of support should the Ministry commit to the subject, and at what NCEA level(s) should it be supported?
10. Should the subject continue to receive support as part of NCEA?
 - Subjects currently part of NCEA will continue to receive support from the Ministry unless there is evidence that the subject is no longer fit for purpose. In that instance, we should consider whether the subject would meet the standard for a new subject today and whether there are ways outside NCEA to teach and credential the subject.
 - If a subject is determined to be no longer fit for purpose, then it would not receive support as part of NCEA
11. What degree of support should the Ministry commit to the subject, and at what NCEA level(s) should it be supported?

- There are four degrees of support that the Ministry can provide. This ranges from full support as a credentialed subject through to being a context within another subject e.g. with support provided to develop resources for that learning from a discontinued subject within a separate subject (that is aligned to learning topics or areas of interest) so that learning can continue to be supported through school courses.

12.

Degree of Support	Descriptions	Reasons in favour
1	Full support for the subject credentialed at Level 1	<p>Most appropriate for subjects with</p> <ul style="list-style-type: none"> • high usage • unique curriculum ties and disciplinary knowledge at Level 1 i.e. subject does not overlap significantly with other subjects • specific knowledge development is critical for success at Level 2 and beyond • clear pathways
2	Merge or reorganise subject with another related subject or subjects at Level 1 with full support from Level 2 onwards	<p>Most appropriate for subjects with</p> <ul style="list-style-type: none"> • overlaps in disciplinary knowledge, big ideas and/or synergies at Level 1 • where the use of (previous) subjects by students indicates that the learning pathway may be overlapping at Level 1 • support clearer pathways at Level 2 and/or 3 • strong curriculum ties • evidence of a need to increase course coherence
3	Support subject as a context within another subject or subjects at Level 1 with greater support at Level 2 and/or 3	<p>Most appropriate for subjects with</p> <ul style="list-style-type: none"> • lower usage • little unique disciplinary knowledge at Level 1 • weaker curriculum base at Level 1 • major overlap with another subject or subjects • potential for a course to exist at Level 1 as a cross-curriculum course or a highly-contextualised course, or as a topic within another course
4	Discontinue the subject at Level 1 and possibly at Level 2 or 3 if appropriate	<p>Most appropriate for subjects with</p> <ul style="list-style-type: none"> • very low usage

- | | | |
|--|--|--|
| | | <ul style="list-style-type: none"> • little to no unique disciplinary knowledge at Level 1 • more limited pathways |
|--|--|--|

13. To support decision making over which option should be taken for a subject or group of subjects, the following criteria is proposed that would be applied as a holistic assessment:

- i. How the subject fits with the policy vision of a broader, foundational NCEA Level 1 with increasing specialisation from Level 2 and with fewer, larger standards within more coherent courses.
- ii. All foundational learning, disciplinary knowledge, big ideas and essence of each Learning Area or Wāhanga Ako derived from the *New Zealand Curriculum* and Te Marautanga o Aotearoa are available through a subject at NCEA Level 1, without unnecessary repetition to ensure a broad foundational Level 1.
- iii. How best to structure that body of knowledge to support pathways to further specialist learning at NCEA Level 2 and 3.
- iv. The Crown's commitments to Te Tiriti o Waitangi are upheld and the subject supports opportunities for Māori learners to succeed as Māori.
- v. The extent to which subjects interact with each other to create coherent courses in NCEA settings and support a breadth of learning for individual students.
- vi. The extent to which there is demand for a subject from the sector and students, and the capability of the sector to support the subject.
- vii. The provisional subject list upholds NCEA's credibility as a qualification.

14. In some subjects or learning areas there may be other policy concerns which are relevant to how a subject is offered. This will be highlighted where relevant in the commentary provided in Part 3. The remainder of this paper focuses on the development of achievement standard-based subjects in coherent matrices, to determine the provisional list which the Ministry proposes to develop during the next stage of the Achievement Standards Review. Where learning will not be supported in this way, or may continue to be best credentialed through unit standards, the other methods of support may be appropriate. We will work with NZQA and WDCs, alongside the RoVE changes, to ensure that the use of unit standards to gain an NCEA also supports the policy objectives of the NCEA Review.

15. As some subjects may need to be merged or reorganised, analysis is done by Learning Area to capture whether reorganisation is desirable, with commentary on individual subjects where appropriate (a summary of our analysis is provided in Annex 2). Some subjects have connections to a number of Learning Areas in practice or have overlaps in disciplinary knowledge with subjects from other Learning Areas. Where this is the case, these subjects can be considered together as a group as well as within the context of their Learning Area.

16. Once the provisional subject list is finalised in early 2020, the Ministry will lead the development of the required products so that the NCEA Level 1 subjects can be trialled in schools in 2021. Further subjects could be added at later points, but timelines to develop products dictate that they would not be ready for trial in 2021. Level 2 and 3 subjects are not being set at this point.

Part 2: Application of the criteria for selecting subjects at NCEA Level 1

17. It is proposed that the Ministry's criteria for including an achievement standard-based subject in NCEA should be applied in a holistic assessment (refer below). Some criteria will be more important for some subjects or

Learning Areas or Wāhanga Ako than others based on the current state of the subject, Learning Area or Wāhanga Ako and the needs which have been identified through sector engagement and the NCEA Review.

Criterion 1: How the subject fits with the policy vision of a broader, foundational NCEA Level 1 with increasing specialisation from Level 2.

18. This work focuses on Changes 4 *Have fewer larger standards*, 6 *Show clearer pathways to further education and employment* and 7 *Keep NCEA Level 1 as an optional level*. Change 6 includes the intention to refocus NCEA so that Level 1 supports a broad, foundational education, while Levels 2 and 3 promote more specialisation.
19. These changes were intended to respond to feedback through the NCEA Review about the negative effects of early specialisation and streaming of young people, particularly on Māori and Pacific learners and how early specialisation can restrict students' education pathways. In the current structure of NCEA common examples include schools taking advantage of large subject matrices to create courses which use more internal assessment for students streamed into "lower band" classes that lack curriculum coherency and do not properly prepare those students for the next step of learning.
20. Recent school leavers and university submitters to the NCEA Review also noted that early specialisation at NCEA Level 1 had implications for the pathways of young people as it reduced their exposure to the breadth of the curriculum. This can reduce the options for young people at NCEA Level 2 and 3 and consequently post-school pathways. The trade-off of a broader qualification is that some deeper disciplinary knowledge in some subjects may be lost if they are merged with other subjects or delayed until later, making it more difficult for students to succeed later. To respond to this situation, the Ministry's decisions on subject choices available at Level 1 should consider the impact on student pathways through later levels.
21. The changes were also intended to encourage more students to have external assessment opportunities. Since 2012 there has been a steady decline in the percentage of external assessed credits attained by students. Feedback through the NCEA Review indicated that there were concerns that this trend was reducing the credibility of the qualification. The subject list itself will not directly influence the balance between external and internal assessment, so this issue will be addressed separately.
22. Note that this vision of a broader NCEA intersects with the Change Package's focus on equity, in particular for the most vulnerable learners. For example, for students with learning support needs or disabilities a broader more foundational NCEA Level 1 should support those students to access a greater range of the curriculum at Levels 5 and 6. It is, however, important that matters of equity are considered when determining the provisional subject list, particularly where there may be few subjects in a learning area. Where there are possible pitfalls from an equity perspective further work will be required to ensure that the outcome has a balance of subjects that actually work for vulnerable learners and accessible to all, with further changes to be considered where necessary.
23. Applying Criterion 1 necessarily means reducing the number of subjects within each Learning Area where possible to encourage programmes of learning for individual students which cover as much of the *New Zealand Curriculum* as possible. However, this will have to be balanced against ensuring that every subject offered within NCEA as a whole has a coherent pathway and that important foundational learning at Level 1 is available.

Criterion 2: All foundational learning derived from the *New Zealand Curriculum* and *Te Marautanga o Aotearoa* at Level 6 is available

24. All subjects offered as part of NCEA via achievement standards must be derived from the *New Zealand Curriculum* or *Te Marautanga o Aotearoa*. Most subjects will be a subset of a Learning Area at a given curriculum level, while a few will cover an entire Learning Area (such as English and Te Reo Pākehā) or draw from multiple Learning Areas explicitly or implicitly (such as Media Studies or Agribusiness).

25. The *New Zealand Curriculum* and *Te Marautanga o Aotearoa* makes all Learning Areas compulsory up to Level 5. At Level 6, which is where most learners engage with a full NCEA Level 1 programme, there are no compulsory Learning Areas which in practice can create a sharp change in the programmes of learning for many students at Year 11. This is particularly important for students whose understanding is not yet at Level 5 of the Curriculum in some Learning Areas; oftentimes these students do not have many more opportunities to gain the foundational learning at Level 5 as their NCEA Level 1 courses do not give those opportunities. In making NCEA Level 1 a broader, more foundational qualification we essentially consider Levels 5 and 6 of the *New Zealand Curriculum* and *Te Marautanga o Aotearoa* holistically to smooth this transition and increase the opportunities for students to gain the foundational knowledge at Levels 5 and 6.
26. The alignment process during the 2012 review of NCEA aimed to align the then achievement standards with the Achievement Objectives of the *New Zealand Curriculum*. The alignment process also converted a large number of unit standards to achievement standards. Although this process means that we know that the current offering of subjects have some alignment to the *New Zealand Curriculum*, it also led to the current structure of NCEA with too many standards within some subject matrices which as a consequence led to the creation of courses which did not cover all the foundational learning within a subject. This is a particularly noticeable problem in subjects where there were many unit standards converted into achievement standards. Furthermore, in some Learning Areas, particularly Science, the large number of achievement standards and subjects mean that schools often mix and match standards to create courses which do not necessarily ensure that students have learnt the most significant foundational knowledge in the Learning Area.
27. The Curriculum, Progress and Achievement (CPA) work programme is working towards creating a framework for ensuring that the education sector's understanding of the *New Zealand Curriculum* is up-to-date. Recent work in the CPA work programme has led to the clarification of Learning Area Essence Statements which outline the essential learning at curriculum levels 6-8. The essence statements are broad-stroked statements which describe the competencies and big ideas which students in senior secondary education should be engaging with. The starting point for determining the provisional subject list is to ensure that the offering of subjects for each Learning Area align to and cover the learning in the essence statements.
28. For some subjects currently available there is an overlap in the curriculum-derived learning credentialed through that subject with other subjects. In some instances the overlap at the curriculum level may be very different in the practice of each subject, in which case it is more appropriate to support subjects separately. However, where the overlap is significant there may be a case for merging or reorganising the subjects. At the extreme, the overlap between a narrow subject and a broad subject may mean that the narrower subject is more appropriately catered for at NCEA Level 1 as a supported context.
29. Applying this criterion can have a range of impacts. In some Learning Areas, this will mean little in terms of the available subjects. In others, this may mean a comprehensive reorganisation of how the Learning Area is organised to refocus the available subjects on the most important foundational learning.

Criterion 3: Supporting pathways

30. As part of enacting Change 6, each subject offered in NCEA will need to show a clear pathway to further education and training, and the labour market. Subjects also need to align to progress against the curriculum and internal pathways through NCEA to give students opportunities to develop necessary disciplinary knowledge, skills and capabilities to progress to the next level.
31. Disciplinary knowledge or skills required for a pathway can be determined by working backwards from formal or informal pre-requisites for tertiary education, further training or the world of work. This can be seen most clearly in the pre-requisites for some professional degree programmes such as medicine and engineering where there is an expectation of prior learning at secondary of particular aspects of science and mathematics.
32. Conversely, where a subject does not prepare students for the next step of the pathway, or is not necessary for success in the next stage, then questions need to be asked as to whether that subject is necessary at that level. This concern is more important at NCEA Level 1 where a broader foundational qualification is desired; if

important disciplinary knowledge can easily be and often is picked up at NCEA Level 2 then our assessment is that offering that subject at Level 1 is a lower priority.

33. However, there still needs to be a clear pathway for students who may want to pick up a subject at Level 2. Some Level 2 subjects build on Level 1 conceptual understandings of content and contexts which need to be present at Level 1 in some form. This can be done by incorporating contexts from Level 2 or 3 subjects into exemplars for Level 1 subjects which prepare students for those subjects if deemed essential. For example currently Agribusiness only exists at Level 2 and 3; students can be prepared for Level 2 Agribusiness through the use of agricultural contexts in Business Studies or commercial contexts in Agricultural and Horticultural Science.
34. Usage data on current NCEA subjects can show patterns which reveal the relative importance of different levels of NCEA in a subject's pathway. For example, if a subject has lower usage at Level 1 compared to Level 2 or Level 3, or has a significant number of new students at Level 2 and 3 then that may be evidence that schools currently do not see the Level 1 matrix as necessary for success in the subject. NZQA has produced usage data which shows the relationship between two or more subjects which can reveal which subjects have significant overlap in students.
35. Some level of specialisation is still required to support students' transition to further education and training. This is most appropriate at Level 2 and 3 where pathways for students become more concrete and clear and students are making more deliberate and informed choices about their future. By Level 3, a student is likely making a conscious decision to remain at school to follow a particular pathway; increased specialisation is not only appropriate but likely desirable for students with a particular pathway in mind. However, broad generalist subjects should still exist for students wishing to pursue broad pathways such as a generalist university degree.
36. Supporting pathways also means ensuring that subjects can lead to University study where relevant. This means that University Entrance is also a policy concern at Levels 2 and 3. University Entrance is set by NZQA in consultation with each university and Universities New Zealand and is outside the scope of the NCEA Review. Under the current model of University Entrance students need to obtain credits from discrete NCEA Level 3 subjects which means schools are more likely to offer courses built upon standard subject matrices. However, changes to University Entrance can have an impact on school practices around course building so it is important that we work alongside Universities New Zealand to understand the possibilities of change to University Entrance how they follow on from school pathways. This is a concern for the provisional Level 1 subject list as considerations over the Level 2 and 3 subject list are salient to decision making at Level 1.
37. Although provisional subject lists for Levels 2 and 3 do not need to be decided yet, they are still broadly relevant when considering the next steps from the provisional Level 1 subject list. This is most important when looking at subjects which will see the most change at Level 1 as this will give some certainty for the sector on our vision for NCEA.
38. There has also been significant work progressing new subjects particularly in the vocational space and new mātauranga Māori subjects aligned to the *New Zealand Curriculum*. Although decisions over what subjects may be introduced have not been made yet, possible new subjects should be considered when looking at pathways from Level 1 and the overall structure of the provisional subject list at Level 1.
39. Applying this criterion to the provisional subject list will mean that when considering the status of a subject at NCEA Level 1, we will need to consider what Level 2 and 3 subjects it may lead to and how to ensure that students are well supported along that pathway. We also need to consider how changes to Level 1 may require changes to be made at Levels 2 and 3 in both their subject lists and the content included in those subjects. This will look like considering questions such as:
 - How does this change impact how Level 2 or 3 may be offered in this subject?
 - What subjects at Levels 2 or 3 could this lead to?

- What pathways out of school need to be supported and what subjects should exist at Levels 2 and 3, and consequently Level 1?

Criterion 4: Ensuring coherence and pathways in local curricula

40. To support schools to deliver coherent NCEA Level 1 courses and programmes, the structure of the new standards and the provisional subject list need to encourage coherent course design. One of the big messages that we heard during the NCEA Review was that many felt that there was a need to increase the level of coherence in NCEA. Reasons given included concerns that some schools constructed courses which maximised internal assessment and pass rates at the expense of coherent disciplinary teaching and learning, or picking and choosing standards to create courses with little thought as to how the course supported students overall. These courses disproportionately impacted upon Māori and Pacific learners. Although the new standardised matrices makes this less likely, where schools create bespoke courses across subject matrices to meet a local curriculum need low quality course design can still occur.
41. To understand the probability that an additional subject may increase the risk of incoherent courses we can examine current practices in NCEA by looking at a representative sample of school and wharekura course structures. In particular we can examine where schools and wharekura offer courses which are variations of the same subject in order to stream students or courses which draw from multiple subject matrices. This can identify how schools and wharekura are likely to react to any changes to NCEA subject offerings and if there are any likely unintended consequences.
42. The provisional subject list proposed for the *New Zealand Curriculum* contains fewer subjects than is currently available at NCEA Level 1. Some schools may wish to continue to offer learning drawn from subjects which are currently available through creating new cross-curricular courses at Level 1. If done poorly, these may lack coherence. This creates a potential trade-off between retaining a subject to ensure it has a coherent matrix at the expense of the goal of a broad, foundational NCEA Level 1, especially if the subject is narrow in scope with regards to its curriculum base. In this case it may be appropriate to consider how schools can be supported to create coherent cross-curricular courses through supporting resources which use similar contexts across multiple subjects.
43. Course offerings at years 9 and 10 and how they relate to NCEA subjects can indicate how schools and wharekura implement the curriculum entitlement through course and programme design. While some of these subjects may not be included in the proposed subject list at Level 1, schools may wish to continue offering the precursor courses at a junior level. Where this is an issue, to ensure coherent pathways into NCEA Level 1, we should consider how these subjects can be supported as contexts at Level 1 so that schools are still supporting students to engage with important curriculum learning from years 9 to 13.
44. We also know that many schools and wharekura offer NCEA achievement standards or full subjects to students in years 9 and 10. It is important that this exposure to NCEA supports learners engaging with the full extent of the curriculum and does not contribute to their learning being unnecessarily narrowed.
45. Although current school and wharekura practices should be considered when determining subjects for NCEA, they should not be seen as overall justifications, particularly where the aims of the NCEA Review are to encourage changing those practices.

Criterion 5: Demand and Sector Capability

46. For subjects to be properly taught, there needs to be a workforce that can deliver them and can create, mark and moderate assessments both internally and externally. This is most pertinent for learning areas where there is significant change to how subjects are structured. If two subjects are proposed to be merged or reorganised at Level 1 it is important to ensure that the current workforce can deliver the new subject, particularly where subjects draw from multiple learning areas. Concerns with the workforce's capability to deliver a proposed subject can be mitigated through ensuring sufficient support to the workforce such as resources and PLD, and

working with Initial Teacher Educators (ITEs) to ensure that initial and returning teacher training supports new teachers to use the new standards and subjects.

47. It may also be a relevant concern that merging or reorganising subjects may lead to subjects which some schools believe they will not be able to deliver. For example, if specialist equipment is often used in one subject schools which do not offer that subject currently may not believe they will be able to continue to offer the merged subject. Feeding in these concerns into the analysis behind the provisional subject list will reduce the probability that issues arise.
48. Subject demand and usage is also an important factor to consider. NZQA usage data shows the demand for subjects relative to other subjects. Subjects with high usage, particularly compared to usage of other subjects within the same Learning Area, are better off supported than not as it is clear that schools want to teach that subject and there is student demand. Removing an in demand subject can create unintended consequences including schools finding other ways to offer the subject. Subject demand also shows us trends in usage which can be indicative of the overall health of the subject. Usage trends can inform us whether a subject can realistically stand on its own or whether it is better to treat the subject as a context within another subject.

Criterion 6: Te Tiriti o Waitangi and Mana ōrite mō te mātauranga Māori

49. This work also aligns with Change 2 - Mana ōrite mō te mātauranga Māori as the implementation of this change will involve the creation of new mātauranga Māori subjects in *New Zealand Curriculum* settings, meeting the Crown's commitments to Te Tiriti o Waitangi. This paper includes the addition of one more of these subjects, Māori Performing Arts, which is likely to be created as part of the review.
50. The Crown and Ministry's obligations under Te Tiriti o Waitangi are of paramount importance when considering inclusion of subjects within NCEA.
51. While the Ministry's obligations under Te Tiriti should be considered holistically, relevant considerations will include:
- The perspectives of Māori, including iwi and relevant kaitiaki, on whether the Ministry should support a subject
 - That the Ministry should wherever possible enable and support Māori to preserve and revitalise mātauranga Māori and te reo Māori
 - That kaitiakitanga may apply to certain bodies of mātauranga Māori, and that subjects or standards which are developed will need to appropriately respect that, balancing access against cultural protection
 - That subjects grounded in te ao Māori ought have equal mana with subjects which reflect non-indigenous paradigms or knowledge bases.
52. When considering other criteria, meeting our obligations under Te Tiriti o Waitangi means specifically considering Māori perspectives on the relevant criteria – particularly where subjects are grounded in mātauranga Māori, or have high uptake by ākonga Māori. For example, where overall uptake of a subject is low but a high proportion of those students are ākonga Māori, this should be considered in determining whether a subject continues to receive support.
53. This commitment to Te Tiriti in determining the provisional subject list means ensuring that subjects which are particularly important to Māori as Māori are available through NCEA. This is not just in terms of cultural value, but also in terms of the practical outcomes for ākonga Māori in English-medium settings. For example, Māori uptake of a subject should be considered particularly in a subject with high uptake by Māori. Local school practices relating to subjects which disproportionately impact Māori should also be considered. This includes subjects which are particularly important to many ākonga Māori as well as those subjects which ākonga are disproportionately channelled into at the expense of relevant education, employment, or cultural pathways.

54. Questions to consider under this criterion include whether a particular change to the NCEA subject list might reduce a subject's ability to be used successfully within Māori settings or whether a change may unintentionally affect a prospective mātauranga Māori subject.

Criterion 7: Credibility

55. The credibility of a subject and the qualification as a whole should be considered in determining the Level 1 subject list. A credible subject list and qualification requires various interests to be carefully balanced. This includes the interests of direct stakeholders in the NCEA such as schools, wharekura, teachers and students but also indirect stakeholders such as hapū, iwi, employers and universities, and the general public.

56. We can consider how overseas jurisdictions structure subjects as a sense check as to whether certain configurations of subjects may be credible in New Zealand. However, there are a number of caveats given the overall differences between jurisdictions. For example, education systems in more densely populated countries benefit from economies of scale in schools which do not exist in New Zealand allowing for a wider variety of specialist subjects. NCEA's flexibility and modular nature also creates challenges which are not present in other jurisdictions. This is compounded in the Māori medium sector by size and level of resourcing.

Part 3: Provisional Subject List and Commentary on Learning Areas

57. We recommend the following provisional list of subjects derived from the *New Zealand Curriculum* at NCEA Level 1, sorted by learning area (a comparison with the current Subjects is at Annex 1):

Learning Area	Target subject list
English	English
The Arts	Dance
	Drama
	Music
	Visual Arts
	Māori Performing Arts
Health and Physical Education	Health and Physical Education
Learning Languages	Te Reo Māori
	Cook Island Māori
	New Zealand Sign Language
	French
	German
	Japanese
	Korean
	Tongan
	Mandarin
	Samoan
	Spanish
Mathematics and Statistics	Mathematics and Statistics
Science	Science
	Agricultural and Horticultural Science
Social Sciences	History
	Geography
	Commerce
	Social Studies
	Religious Studies

Technology	Materials Technology
	Design and Visual Communication
	Digital Technologies
	Food Science

58. In addition to the above subjects, subjects aligned with the Wāhanga Ako in *Te Marautanga o Aotearoa* will also be supported. As the *Te Marautanga o Aotearoa* derived subjects align directly to their parent Wāhanga Ako no further analysis is required. It should be noted that many of these subjects have low usage. However, this is to be expected given the small cohort size in Māori medium education and some deficits in resourcing currently. Additional resourcing for these subjects may improve usage.

Wāhanga Ako	Subject
Te Reo Māori	Te Reo Rangatira
Pāngarau	Pāngarau
Pūtaiao	Pūtaiao
Hauora	Hauora
Ngā Toi	Ngā Mahi ā Te Rēhia
	Toi Ataata
	Toi Puoro
Tikanga-ā-iwi	Tikanga-ā-iwi
Hangarau	Hangarau

59. Commentary on the thinking behind the list for *New Zealand Curriculum* subjects is outlined below.

English

60. The English Learning Area has one subject at Level 1, English. We recommend making no changes.

61. At Level 1, English focuses significantly on the interpretation of texts, understanding language devices and communicating increasingly sophisticated ideas in a formal setting, such as through essays.

62. Some jurisdictions treat English literature and English communications skills separately. Many local curricula in New Zealand schools mirror this through streaming and the creation of multiple parallel English courses with about 30-40% of students taking English and Mathematics courses which draw heavily from internally assessed achievement standards and unit standards. These practices often lead to less coherent course structures and the avoidance of external assessments. Reorganising the English Learning Area as two subjects likely would perpetuate these practices unless mitigated through blunt mechanisms such as exclusions between standards, so one matrix will be developed

63. Despite this, schools with aggressive streaming practices are likely to find ways to continue these practices anyway most likely through using Unit Standards designed for non-School settings. Given this reality, there is value in supporting some level of communications skills standards, whether that be through strong support for some Unit Standards or considering the introduction of a Communications Skills subject at Level 2 which follows a pathway from the literacy co-requisite at Level 1. The Ministry will continue doing further work to determine the best way to support the range of learners to be able to engage meaningfully with English.

The Arts

64. Currently there are five subjects in the Arts Learning Area: Visual Art, Art History, Music, Drama and Dance. We recommend the removal of Art History plus the introduction of Māori Performing Arts.

65. The four subjects we will keep in the Arts align with the four disciplines in the *New Zealand Curriculum*. Although all four Arts subjects are focussed around the same four interrelated strands, the disciplines are different enough in terms of the disciplinary knowledge and foundational knowledge in each subject. Much of the Learning Area focuses on acquiring technical skills within the discipline which need to be acquired before progressing to the next level. A reorganisation of the Learning Area may reduce the ability for students to progress through the pathways associated with the Arts Learning Area.
66. Art History is a particularly narrow subject with weak links to the New Zealand Curriculum. Continuing support for this subject would not align with the vision of a broader NCEA Level 1. The key foundational learning with this subject is generally covered by those in Visual Art as well as a range of Social Sciences. It can still be taught as part of a broader Level 1 programme of learning through being a specific context within one of those subjects and should be supported as such. Currently, many students successfully engage with this learning from Levels 2 or 3 and so Level 1 specialisation is unlikely necessary.
67. Māori Performing Arts is likely to be added to NCEA as part of the Review of Achievement Standards as a subject which supports Change 2 *mana ōrite mō te mātauranga Māori*. The assessment of Māori Performing Arts is not easily assessed through the other four Arts subjects due to the nature of the subject nor should it be.

Health and Physical Education

68. Currently the Health and Physical Education Learning Area contains three subjects: Health, Physical Education and Home Economics. We recommend reorganising the HPE Learning Area as one subject at Level 1: Health and Physical Education (HPE) with Health and Physical Education fully supported as individual subjects from Level 2 onwards. Home Economics is currently a subject within this learning area which contains some important *New Zealand Curriculum*-derived learning, but with variable practice and much overlap with some Technology courses. The important Health and Physical Education curriculum content from Home Economics would be captured in the HPE subject, while a new Technology subject, Food Science will capture much of the teaching and learning currently included in Home Economics courses. Food Science is discussed below as part of the Technology Learning Area.
69. Health and Physical Education are currently closely related subjects at Level 1. Based on self-reported data by schools to the Ministry, about half of year 9 and 10 students undertake combined Health and Physical Education classes. Analysis of usage data by NZQA of the 2016 Year 11 cohort found that 34% of students taking health at Level 1 also took Physical Education indicating close relationships in terms of pathways and curriculum content. Both subjects have strong focuses on wellbeing frameworks, personal growth and development, and societal attitudes. Merging at Level 1 will ensure students with a strong health and PE focus currently to have a broader education at Level 1.
70. At Level 1 both subjects can be seen as having narrow focuses and would be better served as part of a larger subject for the purposes of meeting the vision of a broader foundational NCEA. Health standards at Level 1 currently focus on a number of discrete health issues such as drug use and sexual health but there is a large degree of similarity in the big ideas and significant learning in each standard. This curriculum derived learning overlaps significantly with the curriculum content in the Physical Education matrix apart from the standards focused on performance in physical activity. Combining the two subjects at Level 1 would allow for a broader coverage of the Health and Physical Education learning area for both students who want to follow a health pathway and those who want to follow a Physical Education pathway.
71. We currently assess the principal drawback of a combined Health and Physical Education subject is that students with a particular interest in the study of health who are not physically fit or particularly skilled at sport may be discouraged from choosing the subject (and vice versa, to a lesser degree). This might mean an even more significant impact for disabled students and students with learning support needs, potentially disadvantaging the pathways of individual students. At this point we consider these potential negative impacts can be mitigated through the design of the standards and matrix (so as to allow for course designs that support

these students), ensuring that the subject reflects the broader content coverage and intent of the learning area without an unduly narrow focus.

72. There is also an issue with workforce capabilities. Although many PE teachers have Health backgrounds, that is not necessarily true of all health teachers, particularly those with a stronger interest in the social science elements of health studies, or those who also teach Home Economics. A merger may cause some resourcing issues at the local level, but will likely be minor given the current workforce.
73. Research conducted by the Ministry looked at the pathways of different clusters of students within the 2010 school leaver cohort and their life outcomes based on IDI data. One cluster of students with a strong focus on PE and Health was found to have poor outcomes. This cluster included a large number of students from at-risk backgrounds, particularly at-risk Māori and Pacific boys. We consider that there are potential impacts to work through further in this regard that potentially could be supported through the design of the standards and matrix (again to ensure the right support for these students is in place).
74. A combined subject would support current health and physical education pathways due to large overlaps in those pathways currently. Keeping the subjects separate at Levels 2 and 3 is preferable as overlaps are less significant at a higher level.

Learning languages and Te Reo Māori

75. Currently the Learning Languages learning area has 12 subjects which can be divided into three categories: official languages, international languages, and Latin. We recommend the retention of all subjects except Latin.

Official Languages

76. This group currently covers three subjects: Te Reo Māori, New Zealand Sign Language and Cook Islands Māori. These subjects must be retained as the official languages of New Zealand and the Cook Islands.
77. Two other Realm countries do not currently have their official languages supported through achievement standards; Niue (Vagahau Niue) and Tokelau (Gagana Tokelau). Niue uses NCEA and Vagahau Niue is supported by NZQA through unit standards. Tokelau is considering adopting NCEA as the national qualification system but Gagana Tokelau is not supported through any assessment standards currently.
78. There would be significant challenges in developing, maintaining and using achievement standards for these languages as there is limited teacher, examiner, and moderation expertise and capability. Part of our ongoing programme involves working with the sector, the Ministry of Education, and wider government to determine whether it is appropriate to develop achievement standard subjects for these languages. NZQA will provide insight into the feasibility of developing and assessing these subjects. Doing so would require significant investment and support.
79. These subjects are not included in the provisional subject list as we will spend this year determining whether and how to support them through NCEA. Building the required support will likely be a phased process over a few years, but is able to be done out of sequence with other languages. As languages will likely share a common assessment matrix, a delayed schedule is possible, and the development of these languages into achievement standard subjects could begin as soon as 2021.
80. Te Reo Māori is already treated differently from the other languages and has its own curriculum support documents. In the *New Zealand Curriculum* it does not have its own Learning Area, but we recognise that it is distinct by separating it from other languages on TKI currently.

International Languages

81. This group includes French, German, Japanese, Korean, Tongan, Mandarin Chinese, Samoan and Spanish. These languages are offered for a variety of reasons including being major heritage languages of New Zealand's immigrant communities or the languages of major trading partners. Although some of these languages have small class numbers, decision making over which languages should be offered should be subject to a further policy review as there are a number of complex factors for each language which need to be considered individually.
82. There are also historical but currently registered achievement standards for Bahasa Indonesia, however these do not receive active support from the Ministry of Education or NZQA and have no recent usage. Bahasa Indonesia is not included in subject lists and does not receive a timetabled examination so is not considered a current subject. With no clear evidence for demand or sector capability to deliver, we will not support Bahasa Indonesia as a subject. If demand and ability to deliver are proven, we could develop this subject at a later date.
83. International Language standards are written primarily for second language learners but heritage language learners and native speakers often dominate in some subjects. For example, NZQA usage data shows that Korean and Chinese (Mandarin) have a high proportion of students taking NCEA Level 3 standards without previously taking the language which implies high usage by international fee paying students and other native speakers to gain relatively 'easy' credits. However, the limited resources and numbers in the languages means it is not practical to create dual sets of standards for native speakers and second language learners. There would also be issues in determining which students are allowed to sit which standards. One way to discourage this behaviour is by explicitly noting that the standards are for second language learners in each standard's title so that it appears on a student's Record of Achievement; native language learners may not want to have this on their transcript.

Latin

84. Latin is the sole outlier in the Learning Languages Learning Area. The essence statement for the Learning Languages Learning Area has a strong focus on real life communication and navigating cultural differences. As an extinct language, Latin does not have a living native speaking population and the study of Latin has a strong focus on reading classical Roman literature rather than communication and culture. This also means that the study of Latin has a significant overlap with the study of Classical Studies due to the same source material but different languages.
85. Latin also has a few practical problems. Only a very small number of school offer NCEA Latin. At Level 1, around 100 students on average enter 14 or more Latin credits. However, only around a quarter of these students continue Latin through to Level 3. Despite the low number there are still significant costs attached to offering Latin for both the Ministry and NZQA as well as issues of sourcing exam writers and markers from a tiny pool of teachers.
86. Latin also has limited pathways. Most tertiary courses which involve Latin, such as Classical Studies, begin with the assumption of no Latin acquisition which means that learning Latin at school is not a significant advantage. Apart from Classical Studies at University the only other Latin-heavy pathway is the religious life in the Catholic Church. However, since the Second Vatican Council in 1965 and the use of the vernacular in liturgy, the Catholic Church does not require the acquisition of Latin for its clergy and religious in most settings.

Mathematics and Statistics

87. The Mathematics and Statistics Learning Area has one subject at Level 1, Mathematics and Statistics. We recommend making no changes.
88. Similar to English, Mathematics at NCEA Level 1 is often deemed compulsory learning within local school curricula to ensure students meet the NCEA numeracy requirement. It is likely that a typical Level 1 Mathematics and Statistics course will cover the numeracy elements of the literacy and numeracy prerequisite (if necessary) as well as NCEA Level 1.

89. Currently, Mathematics splits into two subjects at Level 3 with the introduction of Mathematics with Calculus which focuses on algebra, calculus and trigonometry, while Mathematics with Statistics covers statistics and probability. Given the increasing importance of statistics as part of numeracy, there is some justification to split Mathematics and Statistics into two subjects earlier. Similar to English, splitting Mathematics at Level 1 may perpetuate some streaming practices currently allowed through the current Mathematics matrix. More coherent courses may be able to be supported through supporting an Applied Mathematics subject with externals and standards exclusions to be used for students following a more vocational pathway. However, supporting such a subject will require further support for the subject at higher levels as the applied subject has a potential to have issues with supporting pathways to higher levels within Mathematics and Statistics. A more coherent approach at Level 1 will be through supporting the creation of more applied contexts and resources to support the teaching of Level 1 Mathematics and Statistics to all ability groups.

90. Two mathematics subjects at Level 1 may also encourage some students with strengths in Mathematics to pursue a narrower programme of learning rather than a broad foundational education at Level 1. This is not necessarily harmful as in the absence of a common core or centrally set subject requirements many students will likely have electives from the same Learning Area at Level 1, but the priority to encourage broader NCEA programmes of learning should take precedence.

Science

91. Currently Science has 5 subjects, Science (including Earth and Space Science standards), Chemistry, Physics, Biology and Agricultural and Horticultural Science. Earth and Space Science is a separate subject at Levels 2 and 3 where it replaces Science. We recommend two subjects: Science and Agricultural and Horticultural Science. The specialist science subjects will continue to exist at Levels 2 and 3.

Agriculture and Horticultural Science

92. We recommend retaining Agricultural and Horticultural Science (AgHort) in its current form. Although a science subject, AgHort has a much stronger focus on the practical application of the sciences in primary industry contexts compared to the pure sciences. Schools often treat this subject separately particularly those schools with school farms and strong agricultural ties. The subject also has much more specific pathways towards primary industries based pathways and is the only achievement standard-based subject with a rural economy focus at Level 1.

Science

93. 9(2)(f)(iv)

94. 9(2)(f)(iv)

95. 9(2)(f)(iv)

Social Sciences

96. Currently there are 10 subjects in the Social Sciences: Social Studies, History, Geography, Economics, Business Studies, Accounting, Classical Studies, Religious Studies, Media Studies and Psychology. We recommend reorganising the learning area as five subjects at Level 1, Social Studies, History, Geography, Commerce and Religious Studies and retain specialisation at higher levels.
97. The five subjects we recommend follow the four strands of the Social Science Learning Area plus Religious Studies. This structure for the learning area supports the vision of a broader foundational NCEA Level 1 by removing subjects with significant levels of specialisation to NCEA Level 2 and 3.
98. It is important to note that Classical Studies, Media Studies and Psychology are particularly narrow subjects with weak links to the *New Zealand Curriculum*. Continuing support for these subjects would not align with the vision of a broader NCEA Level 1. However, each of these subjects can still be taught as part of a broader Level 1 programme of learning through being a specific context within another subject and should be supported as such as discussed below. Currently, many students successfully engage with this learning from Levels 2 or 3 and so Level 1 specialisation is unlikely necessary.

Contextualising Social Studies and History

99. Social Studies focusses on the study of societal issues in the present. At Levels 2 and 3 Social Studies is often used within courses which focus on issues of social justice and thinking critically about contemporary issues and citizenship. However, there is evidence that the subject is not well supported at Level 1 as most comparatively few students engage in all three levels; only 179 students in the 2016-2018 cohort did Social Studies at all three levels but 950 students took up the subject in Year 13. Although the lack of use indicates that perhaps Social Studies should not be supported, it is still an important strand of the learning area and needs to be better supported.
100. We think that a reorganisation of the Social Sciences subjects can support better use of Social Studies by supporting some of the 'content from existing subjects which have weaker curriculum links as contexts for Level 1 Social Studies, in particular the content in Media Studies and Psychology. For example, Media Studies as a critical study of media and its influence on society is a strong context for a Social Studies course at Level 1 and would support pathways to both Level 2 Social Studies and Level 2 Media Studies. Parts of Psychology, Classical Studies, or even Art History with a focus on identity and culture can also be used as contexts within Social Studies or History to contextualise the subject.

Commerce

101. A single Commerce subject that encompasses Economics, Accounting and Business Studies will support stronger foundational knowledge in commerce type subjects as well as support the vision for a broader NCEA Level 1, drawing on the essence statements in the *New Zealand Curriculum*. All three existing subjects are unique in terms of the focus of their disciplines but at Level 1 may be on the narrow side. Combined Commerce courses which draw from both Business Studies and Economics exist currently at year 11 in a handful of schools, and as elective subjects in year 9 and 10 in others.
102. A single Commerce subject would likely draw from the foundational ideas of microeconomics such as supply and demand, and the parts of all three subjects which relate to the running of companies and small businesses. This would be able to contextualise all three disciplines within the subject. It is unlikely that content and contexts from Accounting will be present in Level 1 Commerce other than general principles which relate to all commerce subjects, in effect meaning no support for Level 1 Accounting. However, many schools currently

allow students with grounding in Mathematics and no prior Accounting to enrol in Accounting which indicates that the pathway into Accounting is still possible.

103. The loss of more specialist content at Level 1 can easily be made up at Level 2 and beyond as most Commerce pathways at tertiary assume no prior study of Commerce. Furthermore, it is not uncommon for students to successfully first engage with Economics and to a lesser extent Business Studies at Levels 2 or 3 without any focussed prior learning.

Religious studies

104. We recommend keeping Religious Studies as a separate subject due to its importance within Catholic schools and other special character schools. From the perspective of the vision of a broad foundational Level 1, Religious Studies can easily fit within Social Studies as a context. However, Religious Studies is usually compulsory at every year level in religious schools due to its importance to each school's special character. This means that merging Religious Studies within Social Studies would harm ability for students at special character schools to engage with Social Studies as an independent discipline.

Media Studies as a cross-disciplinary course

105. Media Studies is the most popular of the subjects which we recommend not offering as part of NCEA Level 1. We anticipate that some schools will want to continue to teach Media Studies at Level 1, particularly where they offer Media Studies at year 10. Some resourcing can be used to support Media Studies type contexts across related subjects in other disciplines as well as within Social Studies, for example English, to allow for schools which wish to continue with Media Studies courses at year 11 to more easily construct coherent courses. Media Studies at Year 11 also tends to overlap with English when considering the analysis of visual text.

Psychology

106. Psychology is the newest Level 1 matrix. There are a number of reasons why it does not warrant support as a discrete subject at Level 1 at this time, including: low student numbers, narrow curriculum and the observation that Psychology pathways at tertiary do not assume prior study of the discipline. However, schools which wish to incorporate some level of psychology within their local curriculum can do so through using Psychology as a context for both Social Studies and Science.

Technology

107. Currently the Technology Learning Area has a large matrix including 13 generic Technology standards, 7 Construction and Mechanical Technologies standards, 7 Design and Visual Communication (DVC) standards and 3 Processing Technologies standards. There is also the new Digital Technologies and Hangarau Matihiko subject. We propose to simplify this matrix into 3 subjects at NCEA Level 1: Digital Technologies, DVC and Materials Technology with the option of dividing Materials Technology into Textiles and Hard Materials and retaining a separate Processing Technologies subject in addition to Food Science (see commentary on Health and Physical Education Learning Area).
108. Currently the Technology Learning Area has a 41 standard matrix including the new Digital Technologies standards. These standards are divided into generic standards and specialist standards. One of the big challenges for students pursuing a Technology heavy programme is that because the generic standards can only be assessed once there can be difficulty in constructing several courses which commonly are taken together, for example DVC, Digital Technologies and Materials Technologies.
109. Reorganising Technology to a single subject matrix such as a generic Technology subject would support the direction of a broader NCEA, but would not be practical due to the importance of acquiring technical skills which are important for Technology pathways. Furthermore, the rollout of the Digital Technology standards has revealed that Digital Technology teachers adopting the new standards have a preference for using just standards from the Digital Technologies part of the matrix. For these reasons, we will not develop a generic

technology matrix at NCEA Level 1. However, there are some overlaps in standard usage between Technology disciplines which would have implications for students wishing to take two very different Technology subjects which could still meet the criteria of a broad Level 1.

110. Digital Technologies and DVC are best treated as separate subjects due to the more specialised technical skills required in those subjects which may need to be assessed (coding and technical drawing for example).
111. A combined Materials Technology subject may be desirable at Level 1 given the current overlap in processes and the wide variety of techniques which may be useful at Level 1. Furthermore, the Construction and Mechanical Technology strand currently has duplicates of standards for soft and hard materials where standards are fundamentally the same. However, separating the subject into Hard Materials and Soft Materials will allow for the inclusion of more technical standards in the matrix. For example, Hard Materials may be best served with a mechanical based standard for students working in an automotive context at Level 2. However, the skills required for the pathway to Level 2 can still be taught as part of a Level 1 course without being fully or specifically credentialed as part of the design of local curriculum. This is likely as skills need to be taught and applied in order to work through the technology process even if the skills are not credentialed.
112. Processing Technology is mostly used for Food Technology courses currently, but the explanatory notes in the matrix also notes that Processing Technology can also be undertaken in other contexts such as product design and agriculture. However there is little data on the usage of these standards in these contexts. As Food Technology courses would likely use the new Food Science standards it is likely there would be low usage for a Processing Technology Matrix. Further investigation can be taken, but on the current evidence it is not recommended to support the matrix by itself.

Food Science

113. We recommend the establishment of a subject at Levels 1-3 which draws on the nutrition and food elements of Home Economics and the food aspects of Processing Technology to create a dedicated Food Science subject. There is also some content drawn from Social Science and the Sciences. We also recommend treating Food Science as a Technology subject as there is a growing trend in schools to treat food-related subjects as part of the Technology Learning Area for school organisation purposes.
114. Based on self-reported course data, four times as many students are enrolled in year 11 food technology courses (approximately 6200 students in 2018) as year 11 home economics students (approximately 1500 students). However, NZQA usage data shows that 2639 students enrolled in 14 or more credits in Home Economics in 2018, a downwards trend from 3299 in 2014. These datasets tell us two things: firstly, many schools are offering Food Technology courses using Home Economics standards; and secondly there is likely a shift away from Home Economics towards Food Technology in local school curricula. A number of these Food Technology or Home Economics courses may also borrow from hospitality unit standards and processing technology standards. This indicates that there is a need to update Home Economics and Processing Technology together to increase course coherency across the system.
115. Incorporating elements of Home Economics into a Food Science course has a number of advantages. Firstly it builds further on a positive rebrand of the learning as a future focussed science or technology oriented subject. Secondly, a Food Science matrix will support schools to offer Food Technology or Food Science courses which have stronger pathways and stronger coherency. The explicit technology and science aspect of Food Science will also support a broader foundational education at Level 1 by supporting Food Science courses to be more explicitly cross-curricular supporting students to access a broader part of the *New Zealand Curriculum*. The important Health and PE *New Zealand Curriculum* elements of the existing Home Economics subjects will be incorporated into the new HPE subject.
116. Note that the name for this subject is not finalised. It may be appropriate to tweak the name for the subject based on sector engagement.

Recommendations

Note that the Ministry of Education intends to consult the Minister of Education (the Minister) on the provisional subject list for NCEA Level 1 and that following public engagement on the provisional subject list, we intend to confirm a finalised subject list with the Minister's approval.

No ed

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Annex 1: Current vs Target state map by Learning Area

Table

1. Table 1 shows the relationships between the subjects in the current state and the subjects in the target state sorted by Learning Area.

Learning Area	Current subject list	Target subject list
English	English	English
The Arts	Dance	Dance
	Drama	Drama
	Music	Music
	Visual Arts	Visual Arts
	Art History	
	-	Māori Performing Arts
Health and Physical Education	Health	Health and Physical Education
	Physical Education	
	Home Economics	Food Science
Learning Languages	Te Reo Māori	Te Reo Māori
	Cook Island Māori	Cook Island Māori
	New Zealand Sign Language	New Zealand Sign Language
	French	French
	German	German
	Japanese	Japanese
	Korean	Korean
	Tongan	Tongan
	Mandarin	Mandarin
	Samoan	Samoan
	Spanish	Spanish
Latin	Not included	
Mathematics and Statistics	Mathematics and Statistics	Mathematics and Statistics
Science	Biology	Science
	Chemistry	
	Earth and Space Science	
	Physics	
	Science	
Agricultural and Horticultural Science	Agricultural and Horticultural Science	
Social Sciences	History	History ¹
	Classical Studies	
	Geography	Geography
	Economics	Commerce ²
	Business Studies	
	Accounting	
	Social Studies	Social Studies ³
	Media Studies	
	Psychology	
Religious Studies	Religious Studies	
Technology	Technology	Integrated through new Technology subjects
	Construction and Mechanical Technology	Materials Technology
	Design and Visual Communication	Design and Visual Communication
	Digital Technologies	Digital Technologies
	Processing Technologies	Food Science (with Home Economics see above)

¹ Classical Studies only supported as possible context within history to a low degree.

² Note that Level 1 Commerce is likely to have very little Accounting content due to the practical constraints of the subject and the ability to access the subject directly at Level 2 in most settings.

³ Media Studies and Psychology only supported as possible contexts for Social Studies.

Annex 2: Analytical table of subjects judged against criteria

Analysis of the subjects in tabular form

1. The following table applies the criteria to each subject considered in this paper, including subjects which are not included. Where there may be significant change between the current and target states this has been noted.
2. Scores between Learning Areas are not necessarily comparable due to the structure of the Curriculum.
3. Italicised subjects are target subjects.
4. Full explanations can be found in the body of the report.

Key		
-	Contributes somewhat negatively	Weighted score = 1
+	Contributes somewhat positively	Weighted score = 2
++	Contributes moderately positively	Weighted score = 3
+++	Contributes significantly positively	Weighted score = 4
N	Not possible to assess (high degree of uncertainty)	Weighted score = 1

Learning Area	Subject	Fit with policy vision	Curriculum connect	Supporting Pathways	Course design coherency	Demand and sector capability	Te Tiriti ō Waitangi	NCEA's Credibility	
English	English	+++	+++	+++	++	+++	+	+++	
	Communication Studies	++	+++	+++	-	++	+	++	
The Arts	Dance	++	+++	++	++	+++	+	++	
	Drama	++	+++	++	++	+++	+	++	
	Music	++	+++	++	++	+++	+	+++	
	Visual Arts	++	+++	++	++	+++	+	+++	
	Art History	-	-	+	++	-	+	++	
	<i>Māori Performing Arts</i>	+++	+++	++	++	+++	+++	+++	
	<i>Māori Performing Arts</i>	+++	+++	++	++	+++	+++	+++	
Health and Physical Education	Health	+	+	++	+++	+++	+	++	
	Physical Education	+	+	++	+++	+++	+	++	
	<i>Health and Physical Education</i>	+++	+++	++	+++	+++	+	++	
	Home Economics	+	++	++	+	++	+	++	
Learning Languages	Te Reo Māori	+++	+++	++	+++	+++	+++	+++	
	Cook Island Māori	+++	+++	++	+++	+++	N	+++	
	New Zealand Sign Language	+++	+++	++	+++	++	N	+++	
	French	++	+++	++	+++	++	N	+++	
	German	++	+++	++	+++	+	N	+++	
	Japanese	++	+++	++	+++	++	N	+++	
	Korean	++	+++	+	+++	-	N	+++	
	Tongan	++	+++	++	+++	+	N	+++	
	Mandarin	++	+++	++	+++	++	N	+++	
	Samoa	++	+++	++	+++	+	N	+++	
	Spanish	++	+++	++	+++	++	N	+++	
	Latin	-	-	-	+++	-	N	+++	
	Mathematics and Statistics	Mathematics and Statistics	+++	+++	+++	++	+++	+	+++

Science	Biology	-	+++	++	-	++	+	+++	
	Chemistry	-	+++	++	-	++	+	+++	
	Physics	-	+++	++	-	++	+	+++	
	Science (Current)	-	+++	++	-	++	+	+++	
	Science (Target)	+++	+++	+++	++	+++	+	+++	
	Agricultural and Horticultural Science	++	++	++	++	++	+	++	
Social Science	History	++	+++	+++	+++	+++	+	+++	
	Classical Studies	-	-	+	++	-	+	++	
	Geography	++	+++	+++	+++	+++	+	+++	
	Economics	+	++	++	+++	++	+	+++	
	Business Studies	+	++	++	+++	++	+	++	
	Accounting	+	+	-	++	+	+	++	
	Commerce	++	+++	+++	+++	+++	+	+++	
	Social Studies (Current)	++	+++	+	+++	++	+	+++	
	Media Studies		+	+	++	++	+	++	
	Psychology	-	-	+	++	+	+	++	
		Social Studies (Target)	++	+++	++	+++	+++	+	+++
		Religious Studies	+	++	+	++	+++	+	++
	Technology	Technology (Generic)	-	++	++	-	++	+	++
Hard Materials		+	++	++	+	++	+	++	
Soft Materials		+	++	++	+	++	+	++	
		Construction and Mechanical Technology/Materials Technology	++	++	++	++	++	+	++
		Design and Visual Communication	++	+++	++	++	++	+	++
		Digital Technologies	++	+++	+++	++	++	+	+++
		Processing Technologies	+	++	++	-	-	+	++
		Food Science	++	+++	++	++	+++	+	++

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