



Education Report: NCEA Change Programme matters requiring attention

To:	Hon Chris Hipkins, Minister of Education		
Date:	22 April 2021	Priority:	High
Security Level:	Budget Sensitive	METIS No:	1255448
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Messaging seen by Communications team:	Not applicable	Round Robin:	No
Consulted	NZQA		

Purpose of Report

We provide an update on our proposed implementation approach for the development of NCEA support for Gagana Tokelau and Vagahau Niue, following your request for its inclusion in the NCEA change programme. This report also provides an update on public engagement plans in respect of the Vocational Entrance Award, 9(2)(f)(iv)

Summary

1. The NCEA change programme continues according to plan. In early 2021, we carried out development of NCEA Level 1 subject content with the draft content currently out for public feedback. We will review feedback before we start to develop the Achievement Standards for the subjects. By the end of this year, all the content for Level 1 will be ready so it can be trialled in the Full Pilot in 2022.
2. In NCEA currently, languages share one generic learning matrix model with common Achievement Standards. This model has limitations and has been refined for the current development of NCEA languages. While we are already developing improved support for languages in NCEA generally, the state of Vagahau Niue and Gagana Tokelau (low current usage, limited curriculum resources and lack of appropriately trained teachers) means that more intensive support will be required.
3. Therefore, our proposed implementation approach of NCEA standards for Vagahau Niue and Gagana Tokelau has a broader focus on readiness: supporting language learning and professional development of an 'NCEA ready' workforce of subject teachers to further the Government's interests to protect the languages spoken within the Realm. To implement this, we will establish two new expert groups: one for Vagahau Niue and one for Gagana Tokelau (Readiness Expert Groups).

4. Our preliminary assessment is that bespoke Achievement Standards for either Vagahau Niue or Gagana Tokelau is not recommended overusing the shared Pacific Languages standards due to the availability of language experts being severely constrained, but this is something we will test with the Readiness Expert Groups.
5. 9(2)(f)(iv) [REDACTED] we seek your agreement to begin public engagement on the Vocational Entrance Award. Following the design process, you would approve the final design later this year. The award is to be implemented in 2024: this aligns with the implementation of the new NCEA Levels 2 with 2023 as a pilot year and it means that 2021 and 2022 are the key design years.

9(2)(a), 9(2)(f)(iv)

9(2)(f)(iv)

Recommended Actions

The Ministry of Education recommends that you:

Advice on Supporting Vagahau Niue and Gagana Tokelau

- a. **Note** our proposed implementation approach for support for Gagana Tokelau and Vagahau Niue is a staged approach which extends beyond the Review of Achievement Standards delivery timelines which are producing NCEA support for Pacific languages currently

Noted ✓

- b. **Note** that following Budget Day 2021 the Ministry will commence the selection processes to establish the following two new Readiness Expert Groups, which would include individuals nominated by local government contacts in Niue and Tokelau

Noted ✓

Pathways: public engagement on the Vocational Entrance Award

- c. **Note** that the development of a Vocational Entrance Award, and underpinning programmes of learning, aligns with the options presented to you in Education Report 1246666, 9(2)(f)(iv)

Noted ✓

- d. **Note** that the Vocational Entrance Award is intended to be implemented in 2024 and 2025, alongside the implementation of the new NCEA Levels 2 and 3

Noted ✓

- e. **Agree** that we can engage with key stakeholders in 2021 to provide you with advice on the high-level design of the Vocational Entrance Award, including your Youth Advisory Group, regional stakeholders, and equity groups

Agree / Disagree

9(2)(f)(iv)

Next steps

- k. **Note**, subject to the decisions in this report, we will report back to you on the Vagahau Niue and Gagana Tokelau support initiatives and high-level design of the Vocational Entrance Award later in 2021

Noted

- l. **Forward** this report to Associate Minister Sio

Yes / No

- m. **Forward** this report to other Ministers that may need to know (directed by your Office)

Yes / No

- n. **Note** our recommendation to proactively release this report after Budget 2021 and only if the decision is made to proceed with the Vagahau Niue and Gagana Tokelau support initiatives, as further consideration of the matters in subsequent Budget processes would be prejudiced by a proactive release (so would not be recommended).

Agree / Disagree



Ellen MacGregor-Reid
Deputy Secretary
Early Learning and Student Achievement

22 / 04 / 2021



Hon Chris Hipkins
Minister of Education

23 / 4 / 21

Proactively Released

Background

8. The NCEA change programme continues according to plan. In early 2021, we undertook the development of NCEA Level 1 subject content with the draft content currently out for public feedback. We will review feedback before we start to develop the Achievement Standards for the subjects. By the end of this year, all the content for Level 1 will be ready so it can be trialled in the Full Pilot in 2022.

Gagana Tokelau and Vagahau Niue as NCEA subjects

9. On 11 January 2021, you requested a Budget bid to support the development of Gagana Tokelau and Vagahau Niue as NCEA subjects (METIS 1246115 and 1246412). We outline the recommended implementation approach in this report to enable work to proceed promptly if investment is confirmed through Budget 2021.
10. In implementation, we will develop NCEA support for Gagana Tokelau and Vagahau Niue that builds off the approach we have undertaken so far for Pacific Languages (already in NCEA). Our current plans already include the development of nine languages (at NCEA Levels 1-3) and this includes for Cook Islands Māori (which is also within the Realm of NZ).
11. In NCEA currently, languages share one generic learning matrix model with common Achievement Standards. This model has limitations as it assumes all language learning follows a similar path. We are improving this by introducing bespoke learning matrices for Asian, European, and Pacific languages (three generic learning matrices). Initial work has been satisfactory with two Subject Expert Groups completed and the other is nearly completed (Pacific).

Vocational Entrance Award update

12. As a part of strengthening pathways, we are also developing a Vocational Entrance Award (CAB-20-MIN-0023 refers). Its purpose is to support the vocational learning of secondary school students, better enable transitions to further education, training, and employment, and raise the esteem of vocational education. We provide an update on the development of this as well as advise on the alignment between it and the information you have been provided in the Education Report *Options for improving the provision and pathways of senior secondary vocational education and training* (METIS 1246666).

9(2)(f)(iv), 9(2)(a)

Implementation of support for Vagahau Niue and Gagana Tokelau (Budget Sensitive)

14. The following is subject to Budget funding being confirmed. Following our further detailed assessment and consideration of the range of NCEA supports that could be developed, we recommend that the initiatives to support Vagahau Niue and Gagana Tokelau are distinguished as language readiness initiatives.
15. Based on low current usage rates of Vagahau Niue and Gagana Tokelau, the limited availability of resources and current lack of appropriately trained teachers, there may be very low numbers of students taking the new NCEA subjects. Readiness initiatives may therefore make significant contributions towards higher up-take of these languages. The

initiatives would further the Government’s interest in protecting the languages spoken within the Realm. Annex 1 summarises our detailed assessment of current language readiness.

16. We recommend an implementation approach that initially involves the Ministry (supported by NZQA) establishing two new Readiness Expert Groups: one for Vagahau Niue and one for Gagana Tokelau. The Ministry would be responsible for the selection process and include an open request for expressions of interest and direct representations to the appropriate local government contacts in both Niue and Tokelau.

NCEA	Status quo	Stage 1 (Ministry recommended)	Stage 2 (only if required; commenced after Stage 1 complete)
Description	No NCEA Achievement Standards for Vagahau Niue and Gagana Tokelau	Develop Vagahau Niue and Gagana Tokelau Achievement Standards based on NCEA Pacific Languages	Develop bespoke NCEA Vagahau Niue and Gagana Tokelau Achievement Standards for use in the Realm (for native speakers)
Consistency with NCEA support for <u>Cook Islands</u> <u>Māori</u>	Current state not equitable for Vagahau Niue and Gagana Tokelau	Stage 1 ensures a consistent approach across all three in the Realm	Stage 2 would potentially result in Vagahau Niue and Gagana Tokelau having higher levels of support than Cook Islands Maori If Vagahau Niue and Gagana Tokelau need to develop bespoke NCEA content, this could be justified due to the risk to those languages’ survival Bespoke content could be more effective for students who are first-language learners in theory but may not be deliverable due to current teacher capability limitations in both NZ and within the Realm
Consistency with other Pacific Nations in NCEA (<u>Samoan and Tongan</u>)	Current state not equitable for Vagahau Niue and Gagana Tokelau	Stage 1 is also consistent with support for Samoan and Tongan languages (survival of which are not at as high risk)	Stage 2 would potentially result in Vagahau Niue and Gagana Tokelau having higher levels of support than Tongan and Samoan Tends to raise expectations generally for the level of language support; with likely flow-on implications for other Pacific languages not supported currently

Table 1: Staged implementation approach for NCEA Achievement Standards for the Realm

17. Stage 1 would be completed in two phases. Phase 1 would be limited to scoping only and would be expected to be completed by December 2021. Scoping includes the approach to NCEA development but also confirms the Teaching and Learning Support to be made available as well as the teacher workforce implications (training needs and professional learning and development, resources, and textbooks) [METIS 1246412 refers]. Phase 2 would include starting the NCEA development work and would be expected to commence from 2022. By the end of Stage 1 in 2022, Achievement Standards based on the Pacific Languages model could be ready for piloting.
18. Utilising the work completed by the current Pacific Languages Subject Expert Group should allow Phase 2 development of Vagahau Niue and Gagana Tokelau Achievement Standards to potentially be fast-tracked. The Pacific Languages Subject Expert Group can support the work of the two new Readiness Expert Groups. Phase 2 would have later timelines than NCEA subjects already available through the Review of Achievement Standards.
19. While we are already developing improved support for languages in NCEA generally, the state of Vagahau Niue and Gagana Tokelau is such that more intensive support will be required, and bespoke Achievement Standards may also be required. However, our

preliminary assessment is that Stage 2 may not be recommended due to the availability of language experts being severely constrained, but this is something that will be tested in Stage 1 by the Readiness Expert Groups.

20. Our estimated costs for both Vagahau Niue and Gagana Tokelau is \$3 million over five years. We remain confident this envelope will be sufficient to undertake the work. Costs can be quantified more fully once Phase 1 is initiated. We would report back to you at the conclusion of Phase 1.

Pathways: engagement on the Vocational Entrance Award

21. The Reform of Vocation Education (RoVE) will necessitate change at the secondary-tertiary interface, as there is significant tertiary provision and use of industry-derived learning within and alongside secondary education. We have provided you with further options for change at this interface (METIS 1246666 refers).

9(2)(f)(iv)

23. Across all these options, we have identified that there need to be clearly identified and coherent programmes of learning for secondary VET that scaffold well into further study, training, and employment.
24. This advice is consistent and aligns with the decision you have already made to develop a Vocational Entrance Award. We anticipate that the vocational programmes of learning that underpin the Vocational Entrance Award would be programmes of learning that we (and TEC) would promote and fund across the secondary-tertiary interface.
25. The Vocational Entrance Award and the underpinning programmes of learning are to be **implemented in 2024: this aligns with the implementation of the new NCEA Levels 2 with 2023 as a pilot year** and it means that 2021 and 2022 are the key design years. This year we are focussing on the high-level design of the Award, with 2022 reserved for the design of more specific elements including industry-specific components.
26. We have sought input from established advisory groups (your NCEA Professional Advisory Group and the Pathways Advisory Group) and we intend to start engaging with key external stakeholders shortly. This will involve input from further subject matter expertise through an equity-focused design hui in Quarter 2 and engaging with key stakeholders in 3-5 regions for consultation and testing of the high-level design. We will work with the Principal Advisors Secondary Transitions in the regional offices to identify these. This will enable us to learn from and test with schools, providers, and communities who are currently leading and innovating. We will also engage with your Youth Advisory Group.

9(2)(g)(i), 9(2)(a), 9(2)(f)(iv)

9(2)(g)(i), 9(2)(a), 9(2)(f)(iv)

Next steps

32. If you agree to the approach outlined for **Vagahau Niue and Gagana Tokelau language readiness initiatives**, we will report back to you at the conclusion of Phase 1 later in 2021. This could be combined with the report back on high level design of the **Vocational Entrance Award** following public engagement.
33. We will work with your Office to coordinate communications activities for the matters above (as appropriate).
34. We are currently developing advice for you on the NCEA Level 2 & 3 subject lists for the subjects aligned to the *New Zealand Curriculum*, together with advice on the NCEA Level 1, 2 & 3 subject lists for subjects aligned to *Te Marautanga o Aotearoa*. We will provide further advice on this in May 2021.

9(2)(f)(iv)

36. Proactive release of this report is recommended only if the Budget decisions progress as final decisions otherwise those matters in this report should remain confidential.

Annex 1: Readiness assessment for Gagana Tokelau and Vagahau Niue as NCEA subjects

1. Table 2 below highlights our current assessment of language learning for Vagahau Niue and Gagana Tokelau, but also shows Cook Islands Māori (for comparison purposes, as it already has NCEA Achievement Standards available). There are very low numbers of students.¹

	Niue	Tokelau	Cook Islands Māori ²
Population in the Realm	<2,000	<2,000	~17,000
Population in NZ	~30,000	~8,000	~80,000
Number of speakers in the Realm	~1,300	~1,300 (34%)	~13,000 (62%)
Number of speakers in NZ	<4,000	<2,500 (66%)	<8,000 (38%)
Number of speakers in NZ compared to in the Realm	75% in NZ 25% in Niue	66% in NZ 34% in Tokelau	38% in NZ 62% in the Cook Islands
Availability of first language speakers	Severely Limited	Limited	Limited
Available resources to support language learning	Weak/incomplete	Weak/incomplete	More established
Resourcing for NCEA (teachers and supports)	Extremely low – very few teachers with limited capacity	Low – few teachers with limited capacity	Moderate

Table 2: Assessment of language learning within the Realm showing revitalisation needs³

¹ In NZ in 2020, there were 127 students learning Vagahau Niue across all three NCEA levels (unit standards). Compared to 624 for Lea Faka-Tonga and 1,666 for Samoan. No data for Gagana Tokelau – no current NCEA support.

² Within the Cook Islands the languages spoken include both Cook Islands Māori and Pukapukan.

³ Numbers are provided to give a ballpark indication and have been calculated internally based on the percentages of the actual populations (1,669 for Niue, 1,499 for Tokelau and 17,434 for Cook Islands Maori) with data sourced as follows: Niue statistics 2019, NZ from 2018; Tokelau and Cook Islands Māori are both from 2016.