



PPTA TE WEHENGARUA ANNUAL CONFERENCE 2021

NCEA CHANGE PACKAGE UPDATE



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RECOMMENDATIONS

- 1 That the paper be received.
- 2 That PPTA Te Wehengarua, as the voice of the profession, expresses our concern at the workload as a result of the NCEA change package.

1. INTRODUCTION

- 1.1. The NCEA Change Package has been in full flight in 2021 as various subject expert groups met, both face-to-face and virtually, to continue developing the range of phase 2 'products' as determined by the Ministry of Education, while taking into consideration the feedback received on the phase 1 versions. In schools, groups of middle and senior leaders gathered to consider the last-minute arrival of various sets of comprehensive Teacher-Only Day (TOD) materials as they wrestled them into formats that were suitable for delivery to staff. Elsewhere around the country, other teams of teachers piloted new teaching, learning and assessment programmes (including new standards) for the first four subjects. (Most) principals looked on in awe at all of this mahi but with some trepidation at the rising stress levels and the amount of time it was all taking.
- 1.2. In his Cabinet Paper of February 2020, Minister Hipkins emphasised the huge shifts required and committed to the need for adequate support:

The implementation of the Change Package represents a significant shift in the way that NCEA is delivered and experienced. Understandably, there is some anxiety in the sector, particularly given other changes underway. This is why I have directed the Ministry to ensure that there is adequate support and resourcing for schools, kura and foundational tertiary providers for the entire implementation process. (our emphasis).
- 1.3. This paper briefly reflects back on what happened when NCEA was first introduced in the early 2000s, provides further detail of what has been happening in 2021, and examines some risks for the Association as we believe that there is not yet adequate support and resourcing for schools to ensure quality implementation.

2. A LITTLE BIT OF HISTORY

- 2.1. When NCEA was first introduced, PPTA Te Wehengarua was very concerned about the demands being placed on teachers due to the huge shifts required in assessment pedagogy and teaching practice.
- 2.2. While members were generally approving of NCEA, they had low confidence in resourcing and readiness to implement.
- 2.3. There had been good consultation and involvement by PPTA, with nationwide seminars and PPTA representatives on all subject panels. Our bitter experiences of the 1990s had taught us the importance of remaining at the table in order to influence the direction of any change. It was clearly recognised by all that the NCEA as a qualification could not proceed without PPTA's support (HX02/093).
- 2.4. At the end of 1999 the implementation of NCEA was not going smoothly, but as there was a new Labour government, there was an opportunity to be heard. The membership had a range of views about the direction, but more so about support. In the minutes of a meeting (March 2000) between PPTA, Minister Trevor Mallard and the Ministry, it was noted "Graeme [PPTA] raised concerns about the state of level one achievement standards. There were grizzles about them and the feeling they had been rushed. Tim Mahon [Ministry] indicated that the panels basically thought that things were OK, including the exemplars."

- 2.5. Fortunately, in response to our concerns, Trevor Mallard announced
- a one-year delay in implementation (Level 1 being implemented from 2002 not 2001).
 - A total of six extra days of training (two for each level for the following 3 years).
- 2.6. While there was no extra delay for Levels 2 and 3 implementation, there were more training days allocated. Like now, Labour was conscious of public opinion and, with an election looming in 2002, it didn't want to be seen to be not delivering on its promises.
- 2.7. The training days were supported by centralised facilitators who were subject matter experts. The Ministry did not expect HoDs to interpret things themselves, then upskill their departments. The Ministry brought national facilitators together and instructed them on the changes. These national facilitators then worked with regional facilitators who then worked with HoDs or directly with all the teachers in the region. In earlier meetings of the Accord TOD sub-group, there was an expectation that such Jumbo-type days would occur this time around too; they are a known entity as the burden of organisation occurs centrally and the knowledge of the changes would be conveyed in a coherent, consistent and systematic way.
- 2.8. However, despite the one-year postponement and extra resources, teachers still felt that there was not sufficient PLD and resources to accompany the implementation.

3. WHAT'S BEEN HAPPENING IN 2021?

CONSULTATIONS

- 3.1. PPTA Te Wehengarua acknowledges that in 2021 there have been opportunities to provide feedback on materials as they have been developed as follows:
- Draft Te Reo Matatini me Pāngarau (Literacy and Numeracy) standards. Closed 5 March.
 - Draft NCEA Level 1 materials for Te Reo Māori (aligned to NZC) and seven wāhanga ako or learning areas aligned to Te Marautanga o Aotearoa (TMOA). Closed 6 March.
 - Proposed Level 2 and 3 Subject lists¹. Closed 13 August.
 - Phase 2 consultation on Level 1 products went from 2 August to 23 August.
- 3.2. Other opportunities to become involved have also been signalled:
- Mini pilots began in 2021 for the first four subjects English, Science, Religious Studies and Visual Arts to test the process.²
 - Te Reo Matatini me te Pāngarau /Literacy and Numeracy standards have also been piloted and some FAQs developed.³
 - Expressions of Interest for 2022 subject pilots⁴ including Te Marautanga o Aotearoa (TMOA) Level 1 wāhanga ako, NZC Level 1 subjects, Te Ao Haka closed 23 August.

¹ <https://ncea.education.govt.nz/have-your-say>

² Information about subject pilots here [NCEA Pilots | NCEA \(education.govt.nz\)](#)

³ FAQs about Te Reo Matatini me te Pāngarau /Literacy and Numeracy standards [Frequently asked questions | Ngā pātai auau | NCEA \(education.govt.nz\)](#)

⁴ EOIs here [Expressions of Interest for 2022 Pilots | NCEA \(education.govt.nz\)](#)

- 3.3. Note that the commitment to be involved in piloting is not insignificant. One school principal whose staff are involved in the English subject mini pilot found the process very time consuming and stressful.

REVIEW OF ACHIEVEMENT STANDARDS

- 3.4. Subject Expert Groups (SEG) met face-to-face in the first half of the year to develop the phase 1 materials (draft Learning Matrix, Assessment Matrix and rationale), and in the second half of the year to develop the phase 2 materials (Achievement Standards, internal assessment activities, conditions of assessment, external assessment specifications and sample external assessment activities).
- Despite our protests that the sample external assessment activities should be made available to teachers and schools to help them understand the intent of the new external standards, they initially were only available to NZQA to determine if the external specifications would work or not. These items will be made available to pilot schools.
 - There was huge pressure on SEG members in the month after these face-to-face meetings with many demands being placed on developers during school time.

ACCORD TEACHER-ONLY DAYS

- 3.5. *Feedback from TOD2:*
Completed in May, the focus of this day was Mana ōrite mō te mātauranga Māori and Literacy and Numeracy. PPTA Te Wehengarua sought feedback from the Executive, MLAC Committee members and via some regional meetings. The key message from the sector was: **We made it work, teachers made it work.**
- 3.6. Key feedback was given to the Ministry:
- Editable resources needed to be made available well before the time
 - Schools needed a clear message that there was flexibility in how they organised their TOD
 - Key points from the MOE needed to be clear - the "why"/rationale/background to the TODs was now well understood and had to be reduced.
- 3.7. The Ministry listened to the feedback and some improvements were made for TOD3:
- The Overview was available before the end of June
 - The content details and facilitation guide were available before end of term 2
 - There was an early release (23 July) of RAS phase 2 'products' for six subjects (Maths & Statistics, Design & Visual Communication, Materials & Processing Technology, History, Social Studies, Chemistry & Biology) - see <https://ncea.education.govt.nz/>
 - The remaining subject materials were published 3 days before the first TOD3
 - The sub-group of the Accord recognised that having materials arrive so close to the start of the TOD3 dates was not ideal and also noticed a clash with the TOD3 dates and the 2021 National Association of Secondary Deputy and Assistant Principals (NASDAP) conference dates so agreed to add two extra dates (16th and 17th August) to the possible ones schools could run their TODs.
- 3.8. *Schools choosing not to participate in Accord Teacher-Only Days*
Unfortunately, there are a number of schools who are not meeting their obligations agreed to in the Accord to provide for these Teacher-Only Days. The MOE agreed to communicate to these schools

reminding them of their obligations. PPTA Te Wehengarua will also contact schools where there is a specific request from a branch to do so. We can also offer workshops for members who teach NCEA, but where a school has not allowed for the time for a TOD, we would expect these workshops to occur during a school day.

3.9. The final four Accord TODs

The final four TODs will occur in 2022. These are the confirmed dates.

When	Where
TOD 5	
9 or 10 May	Hawke's Bay/Tairāwhiti/Waikato
11 or 12 May	Canterbury/Otago/Southland
12 or 13 May	Bay of Plenty/Waiariki
16 or 17 May	Auckland
18 or 19 May	Wellington/Taranaki/Whanganui/Manawatū
19 or 20 May	Tai Tokerau/Nelson/Marlborough/West Coast
TOD 6	
22 August	Canterbury/Nelson/Marlborough/West Coast
22 August	Auckland/Hawke's Bay/Tairāwhiti
23 August	Taranaki/Whanganui/Manawatū/Waikato
25 August	Tai Tokerau/Bay of Plenty/Waiariki
26 August	Otago/Southland/Wellington
TODs 7 & 8	
21- 25 November 28 November – 2 December	Schools can choose any two days in the window

MINISTRY ENGAGING IN A RANGE OF WAYS

3.10. It is pleasing to hear that the Ministry have been engaging with communities in a range of ways as the NCEA Change Programme is implemented, including:

- Change Hubs: small group of diverse schools and kura (<20) including students to enable in-depth and in-person feedback – e.g. hui with whānau
- Insight schools: larger, representative groups of schools and kura (~100) – many involved in pilots with lighter touch feedback, e.g. surveys
- Community pods: groups connected to hard-to-reach communities seeking feedback on a range of issues

PROPOSED LEVEL 2 AND 3 SUBJECT LISTS

- 3.11. As promised, there were many more subjects on offer on the proposed Levels 2 and 3 Subject list derived from both Te Marautanga o Aotearoa and The New Zealand Curriculum with some included to acknowledge a shift to Mana ōrite mō te mātauranga Māori (parity for Māori knowledge) in NCEA.
- 3.12. At the time of writing this paper, the Ministry was yet to make recommendations to the government on Levels 2 and 3 subjects. Where it is agreed that subjects will proceed, further work will be done to confirm the timeline for each subject.
- 3.13. While most subject changes would become available in schools in 2024 (Level 2) and 2025 (Level 3), some new subjects will be on longer development timeframes and therefore when they do become available will create additional changes to teaching and learning programmes.

PPTA TE WEHENGARUA REPRESENTATION AND SUPPORT

3.14. PPTA Te Wehengarua represents members in the following ways:

- Regular meetings with the President and the Ministry, NZQA (supported by staff from National Office).
- At Teacher-Only Day Accord sub-group meetings: Tania Rae (member of Executive and Curriculum Advisory group), Fleur Wainohu (member of Secondary Principals' Council), Adele Scott (Advisory Officer).
- At the Secondary Qualifications Advisory Group (NZQA): Louise Ryan (member of Executive and Curriculum Advisory group), Adele Scott (Advisory Officer).

3.15. The following supports are in place for members:

- Presentations/workshops at PPTA Te Wehengarua Education Conference and Issues and Organising Seminar
- Workshops at branch or regional meetings by request (ongoing -see HX20-085)
- Field Officer support for members affected by changes to employment
- PPTA Te Wehengarua [upgrade of NCEA webpage](#) detailing support for members and providing a place for member input

4. POSSIBLE RISKS TO THE ASSOCIATION

(UN)INTENDED CONSEQUENCES OF CHANGES TO LEVEL 1 SUBJECT LIST

- 4.1. Despite the fact that the changes haven't yet come into effect, with the loss of some subjects from the NCEA Level 1 assessment programme in 2023, some members are reporting changes being made to programme offerings already. Here are some of the scenarios we have heard about to date:

- A restructuring that was being proposed because the principal wanted to shed some subjects that they thought would no longer be required post-review. It seemed like there had been no discussion outside the school on it so far (i.e. with the field officer), and it was being presented as a no-option situation.
- Two branches have reported concerns that the NCEA and curriculum reviews are providing opportunities for boards wishing to make significant change, with one of these schools removing one of the languages (not Latin) from those being offered.
- Field officers have heard of at least four other schools that are thinking about subject-based restructuring.

4.2. An undermining of the integrity of the profession through the erosion of subject specialisms as teachers feel pressure to teach outside of their subject area due to loss of own specialism / wanting to keep full time employment.

RISKS THAT PPTA TE WEHENGARUA HAS IDENTIFIED

- 4.3. There is massive concern over workload with the NCEA Change Package being just one aspect that is impacting on the workforce. Other aspects include: the commitment to an increased focus on Te Tiriti o Waitangi as a result of the Education and Training Act 2020; Literacy and Numeracy changes; the implementation, up to year 10, of Aotearoa New Zealand Histories as a new subject from 2022; and the overhaul of Te Marautanga o Aotearoa and The New Zealand Curriculum.
- 4.4. The overhaul of TMOA and NZC is happening out of sync with the Review of Achievement Standards, so subsequently there are huge risks around alignment and increased workload because of the need to revisit programmes that have already been through a significant NCEA-related change.
- 4.5. Curriculum developments (e.g. Aotearoa New Zealand's Histories) that are in train cannot be woven into existing senior teaching, learning and assessment programmes when other NCEA changes are on the horizon.
- 4.6. Short timeframes for consultations mean members cannot engage deeply with and consider the full impact of the changes.
- 4.7. Teaching, learning and assessment programmes of subjects that no longer exist at Level 1 but might exist at Levels 2 and 3 are without clear guidance and direction.
- 4.8. Finally, while there is a risk that some members might be concerned that PPTA Te Wehengarua working alongside the Ministry with the Teacher-Only Day developments, and on the Curriculum Refresh via groups such as the Curriculum Voices Group could be seen to be endorsing everything that comes out of these developments, there is a far greater risk in withdrawing from involvement. Withdrawing from involvement does not mean that developments won't continue.

5. CONCLUSION

- 5.1. PPTA Te Wehengarua is committed to ensuring that the ongoing development work for the NCEA Change Package can progress but want to be assured that there will be sufficient funding for meaningful implementation. We are reminded of the following words in relation to the NCEA Change Package from Deputy Secretary, Early Learning and Student Achievement, Ellen MacGregor-Reid in February 2020 that

called to minimize the burden:

We will work closely with teachers and other experts to rebuild more than 1,000 achievement standards and accompanying resources in a way that minimizes any unnecessary burden on those involved.

- 5.2. PPTA Te Wehengarua is committed to continuing to express our concerns about the burden that is already becoming too much.
- 5.3. If teachers are not fully supported on this journey, the changes will fail and the integrity of the qualification will be at risk.