

Reform of Vocational
Education (RoVE) ▶▶

Consultation on simplifying New Zealand qualifications and other credentials



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Tertiary Education
Commission
Te Amorangi Mātauranga Matua



MINISTRY OF BUSINESS,
INNOVATION & EMPLOYMENT
HĪKINA WHAKATUTUKI



MINISTRY OF EDUCATION
TE TĀHUHU O TE MĀTAURANGA



NEW ZEALAND QUALIFICATIONS AUTHORITY
HĀU TŌHU MĀTAURANGA O AOTEAROA
QUALITY FOR THE FUTURE WORLD
HĀU HONO TAKATŪKI KI TŌ AHUARANGI

Ngā ihirangi

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He Kupu Whakataki

Introduction

Te Pānui

How to read this document

Purpose

The purpose of this document is to seek public input on the design of vocational qualifications and other education products¹.

The document sets out legislative changes introduced as part of the Reform of Vocational Education (RoVE) in 2020 and what their implementation would mean for qualifications and other education products. There are also some consequential amendments that are proposed to other parts of the qualification system and we encourage your input on these.

The document seeks feedback on two options relating to the design of qualifications, and the terminology and process for the approval of credentials. The proposals seek feedback on options to simplify the vocational qualification and credentials system so that learners, employers and providers can be confident that qualifications are portable and that learning outcomes are consistent.

Scope

Within scope are all New Zealand qualifications at levels 1 to 7, excluding the National Certificates in Educational Achievement (NCEA), wānanga-developed iwi qualifications, and degrees at level 7 and higher.

Parts of this document outlines changes already made through the Education and Training Act 2020. Some of these changes are being implemented over the next two

years and will become status quo. These include the establishment of Workforce Development Councils (WDCs), Te Pūkenga and the disestablishment of Industry Training Organisations (ITOs). These aspects of RoVE are already embedded in legislation and are not within the scope of this consultation.

Review of New Zealand Qualifications Framework (NZQF)

There is other work underway which is not included in this consultation document. We are continuing to engage with stakeholders on these issues to prepare consultation proposals. These include:

Opportunities to reflect mātauranga Māori through the qualifications system

NZQA acknowledges that mātauranga Māori is equal to, and therefore should be valued as much as, other bodies of knowledge recognised within our qualifications system. NZQA is currently engaging in early conversations with key stakeholders on opportunities to more explicitly include mātauranga Māori in the qualifications system and quality assurance.

Bilingual framework

We will also propose a bilingual architecture for the NZQF to give more prominence to te reo Māori and mātauranga Māori as part of the unique New Zealand qualification system. We will seek stakeholder feedback on a more detailed proposal later in 2021.

¹ Educational products include qualifications, programmes, capstone assessments, standards, training schemes, micro-credentials and training packages.

NZQF Level Descriptors

NZQA is working on draft level descriptors as part of the NZQF review², taking into account sector feedback from the second consultation on the review. These descriptors embed three transferable competencies – critical thinking, collaboration and communication and reflect vocational training through the inclusion of practical skills.

Skill standards

NZQA is working with experts on proposals for the structure and content of skill standards. An example of a draft skill standard is in Appendix 1 for your information only. This draft represents our current thinking but is subject to further development, particularly with input from the WDCs or Interim Establishment Boards. We intend to consult on the composition of skill standards later in 2021.

Quality assurance framework

The changes arising from RoVE, including the creation of WDCs and Te Pūkenga, and any decisions arising from the consultation proposals in this document, will also require NZQA to review its quality assurance settings. This is dependent on timelines for the establishment of WDCs and the operating model for Te Pūkenga which is expected at the end of 2021. NZQA will work closely with the sector during this process and will provide further information as it becomes available.

² <https://www.nzqa.govt.nz/about-us/consultations-and-reviews/review-nzqf/>

He Whakamārama Background

Te Whakahou i Mātauranga Ahumahi The Reform of Vocational Education

The Education (Vocational Education and Training Reform) Amendment Act came into effect on 1 April 2020. It amends the Education Act 1989 and repeals the Industry Training and Apprenticeships Act 1992 to create a unified and cohesive vocational education and training system. The intent of RoVE is to create a vocational education system that is ready for a fast-changing future of skills, learning and work. This unified system aims to:

- Deliver to the unique needs of all learners, including those who have been traditionally under-served, such as Māori, Pacific peoples, and disabled learners, particularly as they will form a growing part of the working-age population in the future
- Be relevant to the changing needs of regional and national employers
- Be collaborative, innovative and sustainable for all regions of New Zealand
- Uphold and enhance Māori Crown partnerships.
- There were seven key changes introduced in the Act, the most relevant to this consultation are as follows:
 - The establishment of Workforce Development Councils (WDCs) which will set a vision for the skills and training needs for the workforce, set standards, develop qualifications and shape the curriculum, and advise on investment in vocational education.
 - The creation of Te Pūkenga – a unified and sustainable public network of regionally accessible vocational education, bringing together the 16 existing Institutes of Technology and Polytechnics (ITPs).
 - Shifting the role of supporting workplace learning from ITOs to providers: Te Pūkenga, the wānanga and other providers will support workplace-based, on-the-job training as well as delivering education and training in provider-based, off-the-job settings.
 - The transition of standard-setting and qualification development from ITOs to the six WDCs will take place over the next two years, as will the Te Pūkenga amalgamation of ITPs and management of work-based training.

Extensive work is also being done to unify the vocational education funding system, which will apply to all provider-based and work-integrated education at certificate and diploma levels 3 to 7 (excluding degrees) and all industry training. We want to ensure that the qualification system, the regulatory environment, the funding system, and student loans and allowances continue to work together to support learner achievement. This includes ensuring that smaller packages of learning can continue to be funded by the Tertiary Education Commission. The changes also provide for the establishment of Regional Skills Leadership Groups.

For more information on the unified funding system project, please visit the Tertiary Education Commission (TEC) website [here](#).

Qualification design in RoVE

The design of vocational qualifications and other credentials, and the related quality assurance, will also play a critical part in achieving the aims of RoVE.

The building blocks of qualifications and credentials, along with the way education and training is delivered, play a crucial role in their recognition by industry. They also impact on the extent to which graduates can move between jobs and upskill and trainees can change their mode of study without interruption.

RoVE seeks to create greater consistency in learning outcomes, and greater collaboration between providers and employers.

There is now an opportunity to consider if a simplification of the range of vocational education products could further support the overall RoVE objectives, particularly:

- the portability of students' learning when they move between work-based and provider-based learning and between providers
- consistency of what graduates know and can do, so that employers can have confidence in their skills.

This consultation document outlines options for the simplification of qualifications and other credentials.





Ngā Whakatakotoranga

The proposals

Proposal 1: Ensuring that vocational qualifications meet the needs of students and employers

Objective

This proposal seeks to ensure that vocational qualifications support learner mobility and consistent skills for employers, whilst retaining flexibility for regional needs. Responsibility for the provision of education and training remains with providers, including support for employers and learners in work-based training.

Opportunity definition

Under RoVE, the intended roles of the WDCs and providers are clear.

It is intended that WDCs will have a forward looking, strategic view of the future skills needs of industries. They will use information from the Regional Skills Leadership Groups. They will translate industry skill needs now and in the future for the vocational education system. In practice this means WDCs will work collaboratively with industry and providers to set standards, develop qualifications and help shape the delivery of vocational education. WDCs will moderate assessments against industry standards and, where appropriate, set and moderate capstone assessments at the end of a qualification.

Providers will remain responsible for delivering education and training, as well as for supporting employers and learners in work-based training.

However, there are further choices that could be made about the range and purpose of the educational products that are currently available. Further choices can also be made about the nature and extent of collaboration between industry, providers and WDCs in order to achieve a unified system enabling full portability of learning for students and consistency of outcomes for employers.

There are two options for consideration under this proposal. The first option represents how the actors in the system and the education products are intended to work together under the Education and Training Act 2020. It does not require further legislative change. The second option proposes a simplified qualification system for all New Zealand qualifications at levels 1 – 7 on the NZQF³, which would require legislative change.

3 Except for NCEA Levels 1-3, wānanga-developed iwi qualifications, and degrees at Level 7 and higher.

Note

This consultation is focused on the qualification system. Other changes arising from RoVE, including the establishment of WDCs, Te Pūkenga and the disestablishment of ITOs, are not within scope of this proposal.

Option A: Implementing the current legislative settings

The 2020 legislation changes

The vocational education reforms introduced through the Education and Training Act 2020 (“the 2020 Act”) were informed by stakeholder views – including feedback from learners, employers, providers and professional associations⁴. The following key challenges were identified with the design, delivery and regulation of vocational qualifications:

End-user influence on qualification design and delivery is relatively weak. In particular:

- a. Industry has limited influence on provider-based vocational programmes and assessment. This means that industry and employers sometimes lack confidence that graduates who have undertaken provider-based study have the technical and transferrable skills and knowledge they need to succeed in the workplace.
- b. Variability in programme content, delivery and assessment affects learner mobility and the credibility of vocational qualifications.
 - I. Employers do not always trust that a given vocational qualification provides an accurate signal that a graduate has the knowledge, skills and attributes that employers expect.
 - II. Learners face challenges with transferring their learning and assessment towards a vocational qualification between providers, employers and regions, or between work and study without repeating their learning.
- c. The regulatory system for developing, amending and delivering vocational qualifications constrains innovation.
 - i. Stakeholders report that upfront regulatory processes hamper ‘speed to market’ and limit the ability of qualification developers and education providers to innovate and respond more quickly to changing learner and industry needs⁵.
 - ii. Industry and employers also express interest in greater flexibility for providers to tailor delivery to meet diverse employer needs, increased speed to market for new or refined

4 Ministry of Education (2019). What we heard – summary of public consultation and engagement – Reform of Vocational Education. Wellington. <https://conversation.education.govt.nz/assets/RoVE/AoC/Reform-of-Vocational-Education-Summary-of-Public-Consultation-and-Engagement.pdf>

5 See also the recommendations to streamline upfront regulatory approval processes recommended by the Productivity Commission. Productivity Commission (2017). New models of tertiary education. Wellington. <https://www.productivity.govt.nz/assets/Documents/2d561fce14/Final-report-Tertiary-Education.pdf>

qualifications, and smaller, stackable credentials.

The changes introduced to the 2020 Act are aimed at responding to these concerns by strengthening the voice of industry in qualification design, improving graduate consistency and learner transitions and by bringing classroom and work-based learning under the management of providers. More information on the rationale behind these changes is set out in the *Regulatory Impact Assessment: Reform of vocational education*, available [here](#).

If implemented as currently set out in the legislation, it is expected that the actors in the new system will work together collaboratively to achieve the unified and innovative vocational system that RoVE is seeking to establish.

Qualifications

Prior to the Reform, vocational qualification development and standard-setting was (primarily) the responsibility of ITOs who were also tasked with arranging workplace training and apprenticeships. Qualifications and standards were developed by ITOs in conjunction with the industries they represented, providers and other stakeholders and were subsequently approved by NZQA for listing on the NZQF.

Qualifications outlined the level, graduate profile and any mandatory components of the qualification, but did not generally specify its content in terms of what or how it was to be taught.

Under the 2020 Act, WDCs will take over responsibility for developing and maintaining vocational qualifications.

Guided by the relevant industry, they will determine the content through qualification design and by specifying which skill standards must be used, any micro-credentials which

can contribute to a qualification and any required capstone assessments.

NZQA will continue to approve qualifications and skill standards developed by WDCs, as was the case with ITOs.

Programmes

The 2020 Act retains programmes as a key feature of the qualifications system. Programmes specify the ‘what and how’ – the content and delivery requirements - of teaching and learning and are mapped to the graduate outcomes of the qualification. This means that there could be many different programmes leading to a single qualification.

Programmes are usually provider-developed to meet the needs of their particular learner groups and regions, and also require industry and/or other stakeholder input during the development process.

WDCs will have a role in endorsing programmes developed by providers before NZQA can grant programme approval⁶. Specific criteria on this is yet to be gazetted but it is possible that WDCs could use their programme endorsement function to limit the number of programmes leading towards a qualification if the industry deems it necessary. This could mean that several providers would offer the same programme. Providers would be encouraged to engage with WDCs throughout the development of a programme, including early discussions about the need for a new programme.

This reduction in programmes could lead to better consistency of delivery and graduate outcomes for employers, while at the same time simplifying transitions between programmes for learners.

Through the amalgamation of ITPs into Te Pūkenga, we expect that over time Te Pūkenga will also consolidate many of its programmes that

⁶ Under NZQA Rules, providers must have the relevant WDC’s endorsement of their proposed programme before NZQA considers it for approval.

lead to the same qualification which currently exist across its network of ITP subsidiaries.

For PTEs this means that they would need to engage with WDCs when they are reviewing or developing programmes, to understand industry needs and preferences for programme design. For new programmes, PTEs, like other providers, would need to seek WDC endorsement before applying for NZQA approval.

Skill Standards

Skill standards will be the core building blocks of vocational qualifications⁷.

They will be listed on the Directory of Assessment Standards (DAS) at levels 1 – 7. It is envisaged that skill standards will be more comprehensive than the current unit standards, will be based on learning outcomes and have a larger credit value. They would include a clear statement of the skills and level of performance to be achieved. They could be assessed singularly or as part of an integrated assessment (e.g. portfolio).

Over time, unit standards will be phased out and replaced with skill standards.

The policy intent is that all providers, including wānanga offering workplace-based vocational education and training, will use WDC-developed skill standards in their delivery⁸. Te Pūkenga is explicitly required in the legislation to use skill standards, where they exist.

Currently providers can generally choose whether to use standards as the mode of assessment or not. In the future, the use of skill standards will be required for vocational qualifications, which represents a significant shift in practice for some providers. This would lead to better consistency of training and skills for employers and seamless

transitions for learners, should they need to move or change provider or mode of study.

WDCs will be responsible for the external moderation of skill standards and will be able to quality assure assessment practice through this function.

Training Schemes

Training schemes are short packages of learning (typically no more than 40 credits) and can, but do not have to, include standards. They result in an award, but not in a qualification on the NZQF.

One function of WDCs is to develop and maintain training schemes for delivery by providers. Providers may also continue to develop and deliver their own training schemes, but where these training schemes are vocational, providers would be required by NZQA to consult with the relevant WDCs.

Under the current legislation, NZQA approval of training schemes combines approval of the package of learning with accreditation to deliver. For WDCs to seek NZQA approval of training schemes which providers can then apply to deliver, the legislation would need to be amended to separate the approval of the content from the accreditation to deliver (see Proposal 3 on page 25).

Micro-credentials

Micro-credentials are a sub-set of training schemes. They are NZQA-approved formal packages of learning that are between 5 - 40 credits in size, are industry-informed, address an unmet need and lead to specified employment outcome. They may be “stackable” and can contribute to qualifications, subject to NZQA requirements. They are available at all levels of

⁷ Refer to page 30 of this document regarding ongoing work on the development of skill standards.

⁸ Summary of Change Decisions, Reform of Vocational Education, Ministry of Education <https://conversation.education.govt.nz/assets/RoVE/AoC/RoVE-Summary-of-Change-Decisions.pdf>

the NZQF and can be recorded on learners' New Zealand Record of Achievement (NZROA).

Previously, micro-credentials could be developed and assessed by providers or ITOs. Under the new legislative settings, WDCs and providers can develop micro-credentials, but only providers can deliver and assess them.

Training Packages

Training packages are a new feature of the legislation. These provide an opportunity for WDCs to develop and require specific core teaching and learning activities and resources to be used by providers. These could be specified by the WDC in the qualification and their use could be required through the WDCs' programme endorsement role. WDCs will have the flexibility to decide when to use them.



Summary of Option A - Implementing the current legislative settings (the 2020 Act)

Qualification development and maintenance (for vocational qualifications) will be the responsibility of WDCs. They can specify mandatory and elective skill standards and the use of training packages and capstone assessments on behalf of the industries they represent. NZQA will continue to approve qualifications for listing on the NZQF.

Programmes remain a key feature of the system to describe the learning and assessment activities for qualification achievement. Programmes will be developed by providers and will require WDC endorsement before they can be approved by NZQA. Over time the number of programmes in the system may be reduced, particularly by Te Pūkenga, to support greater consistency of training to meet the skill needs of employers.

Skill standards are a new feature of the system. They will replace unit standards over time and will be the core components of vocational programme delivery. They will specify learning outcomes, skills, and the level of performance in those skills.

Training schemes and micro-credentials can now be developed by WDCs⁹ and by providers, but only providers can deliver and assess them. Micro-credentials may be “stackable” and can contribute to qualifications in future.

Training packages are a new feature of the system. They will be developed by WDCs to include core teaching and learning activities and resources. Their use could be made mandatory for providers by WDCs by specifying them in the qualification or through the WDC programme endorsement role.

⁹ Refer to Proposal 3 on page 25 for more information.

Note

Within scope of this option are all New Zealand qualifications listed at levels 1 – 7 on the NZQF¹⁰. Whilst RoVE is primarily aimed at level 3 – 7 qualifications, stakeholders have told us that it would be confusing to have different requirements for vocational and non-vocational qualifications at the same level on the NZQF. The proposal therefore includes level 1 – 2 qualifications, foundation learning, mātauranga Māori and English language qualifications developed by NZQA and other New Zealand qualifications developed by other entities e.g. regulatory bodies, Government Training Establishments (GTEs), Ako Aotearoa and providers. WDCs would not set national curriculum for foundation learning or mātauranga Māori qualifications.

If this option is selected, it would require legislative change and a long implementation period over several years to allow for qualification re-design and learner transitions.

Option B: A simplified vocational qualification system, comprising only qualifications, skill standards and micro-credentials

At an NZQA hui on 12 March 2020, a group of around 75 stakeholders said that there could be a simpler approach to vocational education. Stakeholders suggested a simpler system, with fewer educational products.

Following this meeting, NZQA developed some early thinking on a simplified approach which was tested with the original attendees (and others) on 29 July 2020. The early thinking received broad support and NZQA has continued to engage with stakeholders on these ideas. Over 50 stakeholder groups (more than 750 people) have now contributed their thoughts on how the system could be further simplified and how Māori-Crown relationships can be enhanced. These included:

- Workshops with each of the Te Pūkenga subsidiaries
- Māori staff across the sector
- Māori trade students at EIT
- Students and student representatives
- Te Taumata Aronui
- Te Pūkenga Academic Board and Academic Managers
- WDC Working and Reference Groups
- Peak bodies
- Individual ITOs
- Individual TEOs including legislated wānanga.

Building on the above engagement, this option proposes a simplified vocational qualification system, comprising qualifications, skill standards and micro-credentials. Under this option, there would be no programmes or training packages in future.

Instead of programmes and training packages, qualifications would specify a ‘national curriculum’

Under this option, vocational qualifications at the sub-degree level would retain their current components and would specify mandatory and elective skill standards. Qualifications would also include a single ‘national curriculum’ (or core content) – an agreed specification developed by WDCs (or any other qualification developers) collaboratively with industry and providers of what should be taught in the delivery of the qualification (see next section). This would replace individual provider programmes. This content could be specified under the current ‘conditions’ part of qualification.

¹⁰ Refer to the Note on this page.



Providers would be accredited to deliver qualifications rather than a programme.

The ‘national curriculum’

The ‘national curriculum’, or core content, would be collaboratively developed, led by the WDCs (or other qualification developer) working with industry and providers. The collaborative process would seek broad agreement on the skills, knowledge and attributes (reflected in the skill standards) that graduates should possess¹¹. It would define the what, not the how, of teaching and learning.

Depending on the nature and purpose of the qualification, the ‘national curriculum’ could be specified at a high level or at a more detailed level. Vocational qualifications are expected to be comprised wholly of skill standards, both mandatory and elective. Therefore, those qualifications would include detailed specifications through the skill standards. Other qualifications might have a less specific curriculum with other components or more elective skill standards, dependent on the needs of the qualification end-user (such as employers, iwi, industry, and communities).

That way, instead of it being a separate programme, the core content would be specified in the qualification itself.

The ‘national curriculum’ would be dynamic. The WDC (or other qualification developer), industry and providers would collaborate on an ongoing basis to ensure it remains relevant and responsive to changing industry needs, without needing to review the qualification itself on such a frequent basis.

This ‘national curriculum’ would meet the intent of training packages but the content would be embedded in the qualification itself rather than as a separate product.

Each provider would use this ‘national curriculum’ to inform its specific teaching, learning and assessment approach. Providers would continue to be responsible for the delivery of the qualification - the how of teaching and learning, and for developing teaching and learning resources to meet their learners’ needs. There is an opportunity for Te Pūkenga or other providers to take a leadership role for the development of training and learning resources with other providers for shared use.

Providers would still be required to seek accreditation from NZQA to deliver a qualification.

NCEA is not impacted by this proposal as there is no requirement for providers to develop a programme leading to the award of NCEA or to be accredited to deliver a programme leading to NCEA. Schools delivering other New Zealand

¹¹ An example of successful collaboration is the common programme that has been jointly developed by Engineering New Zealand and the providers of the Level 6 New Zealand Diploma in Engineering.

qualifications would deliver the 'national curriculum' as specified in the qualification, along with other providers. This means that school students could start their vocational qualification in a school setting and continue it through a tertiary education provider. Alongside achievement standards, the new skill standards will be able to contribute to the NCEA.

This proposal would require changes to Immigration New Zealand's policies and instructions, to remove references to programmes as applicable.

Summary of Option B – further simplification of the qualifications system

Qualification components would remain the same. Qualifications would include a 'national curriculum' or mandatory and elective skill standards for vocational qualifications, specifying what learning or training would be delivered. Accredited providers would be able to determine how to deliver it.

Programmes would be phased out and eventually removed from the system. The WDC endorsement function for programmes would consequently also be removed.

Skill standards would be retained as a key new feature of the system. Please refer to option A for a more detailed description.

Micro-credentials would remain as smaller quality-assured packages of learning to meet industry needs (refer Proposal 2 about training schemes on page 22).

Training packages would be removed if the 'national curriculum' comes into effect because they would no longer be necessary.



Comparison of options A and B

The key features of the proposals in this document are outlined below, with a summary of the identified advantages and disadvantages of options A and B in Proposal 1.

	Option A Current Legislative Setting	Option B Further Simplification
Qualifications	Components remain the same.	Components remain the same with the addition of a 'national curriculum' specifying what should be taught as part of the qualification.
Programmes	Remain a key feature of the system. These will be developed by providers and endorsed by WDCs before being approved by NZQA.	The 'national curriculum' would remove the need for programmes. Providers would seek accreditation directly for the qualification. Providers can decide how the qualification would be delivered within the parameters of the 'national curriculum'.
Skill Standards	Set by WDCs, these will include learning and assessment outcomes and would be the core components of vocational education delivery by providers including schools. They will replace unit standards over time.	
Training schemes and micro-credentials	Could be developed by WDCs ¹² or providers.	
Training packages	Developed by WDCs, these include core teaching and learning activities and resources. Their use may be made mandatory by WDCs.	The 'national curriculum' would remove the need for training packages. Providers delivering the same qualification may work collaboratively together to develop teaching resources.



¹² Refer Proposal 2 on page 22 for more information.

Impact Assessment		
	Option A Current Legislative Setting	Option B Further Simplification
<p>Meeting employer needs</p> <p><i>Employers tells us that the system, as it has functioned until now, with a number of different programmes leading to a qualification, creates inconsistencies in what graduates know and can do.</i></p>	<p>The use of skill standards in vocational qualifications will lead to greater consistency in the skills taught. This may meet the needs of employers for greater consistency of graduate outcomes.</p> <p>Employers would be able to work with providers locally to develop the programmes of study and training for learners in their region.</p> <p>WDCs will represent the needs of industry in the development of skill standards and qualifications.</p> <p>Regional Skills Leadership Groups will communicate regional intelligence about the needs of employers and industries.</p>	<p>The removal of programmes and the addition of mandatory qualification content through a ‘national curriculum’ would lead to more consistent graduate outcomes.</p> <p>The needs of employers and industry will be represented through WDCs in the development of skill standards, national curricula and qualifications. WDCs will work with Regional Skills Leadership Groups to determine regional needs.</p> <p>Employers, iwi and community organisations would be able to rely on the qualification providing learners with the core skills and knowledge that they, the end-users, are looking for.</p> <p>Under this option, employers, iwi and communities would only need to be engaged in the development and review of qualifications and skill standards (and not in programme development) which would result in productivity gains and more focused engagement.</p>
<p>Meeting learner needs</p> <p><i>Programmes have been a key feature of the qualification system to date. Programme structure and content are developed by providers and come in many different shapes.</i></p> <p><i>It has been difficult for learners to transition from one provider to another when they move and wish to continue their studies elsewhere, as the recognition of the previous learning is an expensive and often difficult process.</i></p> <p><i>The transitions between work-based and provider-based study are also difficult because the programmes tend to be quite different, even when they lead to the same qualification. This results in duplication of learning and lost productivity across the system.</i></p> <p><i>“Meeting learner needs” in this context refers to the portability of learning.</i></p>	<p>The mandatory use of skill standards in vocational qualifications would assist learners to transition more easily between different providers and different modes of learning.</p>	<p>The ‘national curriculum’ would set out compulsory components – skill standards and other content – that would allow learners to transfer seamlessly between work-based learning and provider-based study, and between providers (including secondary-tertiary transitions) for any qualification.</p>

	Option A Current Legislative Setting	Option B Further Simplification
Meeting regional needs	<p>Providers will continue to develop programmes towards WDC-developed qualifications that would meet regional needs by tailoring programme components accordingly.</p> <p>Regional Skills Leadership Groups will communicate regional intelligence about the needs of regional employers and industries.</p>	<p>Under this option, it is envisaged that most regional and learner needs could be met through the contextualisation of the 'national curriculum' and varying approaches to teaching and learning. Regional Skills Leadership Groups will have an important role in communicating regional skill needs.</p> <p>Any content-specific regional or learner needs could be met through micro-credentials. For example, a hospital porter qualification could include a micro-credential in working in a mortuary if not all the DHBs required their porters to undertake this work.</p> <p>Alternatively, if necessary, a qualification could include some optional standards for providers to tailor to their local needs. WDCs would determine if that is necessary during the qualification development process.</p>
Advantages	<p>Provides flexibility for providers and regions in the development of programmes that best meet their and their learners' needs.</p> <p>Does not require legislative change, has been considered through the consultation process for RoVE and may be less disruptive at a time of sector-wide reform.</p> <p>May result in a reduction of the programmes that lead to a single qualification, thus improving learner transitions and graduate consistency.</p> <p>Maintains consistency with other qualifications at different levels on the NZQF such as degrees.</p>	<p>Allows for more influence by industry in the delivery of education.</p> <p>Would lead to greater consistency in education and training which would more directly meet employer needs for graduates with more consistent skills, while at the same time enabling seamless transitions for learners between providers and different modes of study.</p> <p>The reduction in the range of education products and the stronger focus on consistency within the qualification would enable further simplification of the regulatory environment for providers.</p> <p>Would lead to greater cost savings over the longer term (see cost-implications below).</p>



	Option A Current Legislative Setting	Option B Further Simplification
Disadvantages	<p>More than one programme per qualification would remain likely, which may not allow learners to transfer as easily and may continue to result in variations in what graduates know and can do.</p> <p>If programmes continue, employers will need to be engaged multiple times in the development and review of programmes at a provider level</p> <p>Providers bear the cost of programme development and the possibility that it is not endorsed by a WDC or approved by NZQA.</p> <p>Providers will have to invest time and resources over time into changing programmes to use skills standards.</p>	<p>Requires further legislative change and a longer implementation timeline.</p> <p>Adds a further layer of change at a time of many other sector transformations.</p> <p>The requirement for collaboration between WDCs, industry and providers may impact on 'time to market' for education products.</p> <p>Providers will have to invest time and resources into adjusting their delivery to the new qualification system.</p>
Cost implications	<p>Providers will have to invest time and resources into changing programmes to use skill standards.</p> <p>The use of skill standards may over time lead to greater efficiency and cost savings for providers as it would simplify programme design.</p> <p>Skill standards will support enhanced learning transitions which would remove duplication and the associated loss of productivity and costs to learners and the system.</p>	<p>The development of a 'national curriculum' for each qualification would require a significant system investment.</p> <p>However, the longer-term productivity gains would also be significant across the system by:</p> <ul style="list-style-type: none"> • Saving employer time spent in education product development and review. • Enhancing learner transitions so that costs of learning duplication are removed in terms of cost to the learner, funding and lost productivity <p>This option removes the cost of programme development for providers, including schools, allowing additional providers to deliver qualifications more easily.</p>

Proposal 1:

Consultation questions

Consultation question 1.1:

Under proposal 1, do you support Option A (implementing the current legislative settings) or Option B (further simplification) or another option? Please tell us the reasons for your response.

Consultation question 1.2:

For Option A, are there improvements that could be made, or issues that need to be addressed?

Consultation question 1.3:

For Option B, do you have any comments about how the WDCs and providers could collaborate on a 'national curriculum' (or core content) for specification in the qualification?

Consultation question 1.4:

For Option B, do you have any comment on how this option may work for non-WDC developed New Zealand qualifications at levels 1 – 7 on the NZQF (e.g. those developed by NZQA, regulatory bodies, government training establishments, and providers)?

Consultation question: 1.5:

For Option B, what would the impact be on your organisation?

Consultation question 1.6:

For Option B, what do you see as the implementation challenges?

Consultation question 1.7:

What other impacts do you foresee arising from Option B? Impacts could be on tertiary learners,

school students, providers (including universities, wānanga, Te Pūkenga, PTEs, and schools), industry, and communities. How could these impacts be measured?

Consultation question 1.8:

For Option B, do you anticipate any risks? If so, please describe.

Consultation question 1.9:

For Option B, do you anticipate any costs? If so, please describe.

Consultation question 1.10:

How could the system encourage greater collaboration by providers? (e.g. developing shared teaching and learning resources for use by all).

Consultation question 1.11:

Do you have anything else you would like to say about this proposal?

For details on how to provide feedback see page 28.

Proposal 2: Training schemes and micro-credentials

Objective

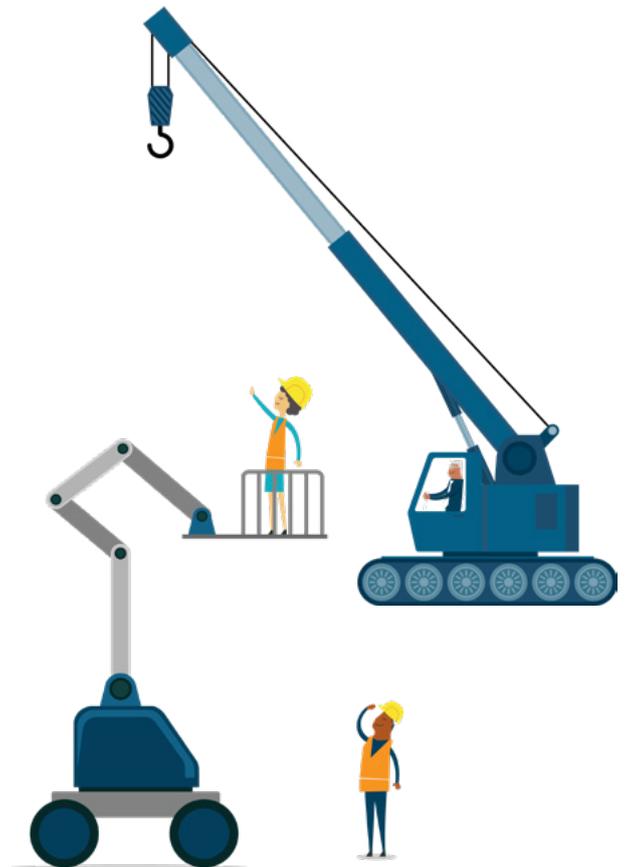
This proposal seeks to simplify the quality assured credentials (non-NZQF qualifications) landscape so that it is easier for learners and employers to navigate.

Opportunity definition

There is an opportunity to simplify the range of credential options which are not currently well differentiated. This has led to confusion which affects the value and portability of these credentials for users. The term ‘training scheme’ has been in place since 2011 but is not widely understood. Having more easily understood terminology – like a micro-credential – which also has greater international recognition as an education product, may better satisfy the demand for smaller packages of learning that meet the needs of learners and industry¹³.

Proposal

It is proposed that training schemes are replaced by micro-credentials in the legislation. Training schemes are a type of training which results in an award but do not, of themselves, lead to a qualification listed on the NZQF. Micro-credentials are a type of training scheme; they are a more recent feature of the education system and are currently a sub-set of training schemes.



¹³ Refer to page 12 of this document for a current description of both training schemes and micro-credentials.

Stakeholders¹⁴ have told us that there are too many educational products that are not well-differentiated and whose purpose is unclear.

We therefore propose that the need for industry-informed smaller packages of learning (i.e. less than 40 credits) is met through micro-credentials and that training schemes are phased out.

Under this proposal, training schemes would be replaced by micro-credentials in the legislation and the current legislated definition of training schemes would apply to micro-credentials instead. The majority of approved training schemes appear to show significant alignment with the requirements for micro-credentials, and this proposal would enable substantial simplification of the overall system.

Existing training schemes that do not meet the requirements for micro-credentials would be “deemed” to be micro-credentials in grandparenting provisions to minimise the impact on providers and learners.

NZQA will work to review the requirements for the approval of new micro-credentials to ensure that they enable the development of credentials without higher costs or a more arduous process than what is currently in place for training schemes. The sector will be consulted on this at a later stage.

Summary of Proposal 2

We propose that micro-credentials replace all training schemes. This will simplify the education products landscape and make it easier for learners and employers to engage in it and understand the value of smaller packages of learning.

Implementation

This proposal requires legislative change. If it is progressed, the change will come into effect with the next Education and Training Amendment Act, expected in late 2021. The implementation is not expected to have an impact on existing training schemes beyond the change of terminology (they would then be called micro-credentials).

NZQA will also work to review the requirements for new micro-credentials in NZQA Rules and the sector will be consulted on any proposals as part of that process.

Anticipated costs

We do not anticipate providers will incur any costs in relation to existing training schemes that would become micro-credentials.

In terms of future applications, providers would need to ensure that their systems are updated to comply with the requirements applicable at the time in relation to the design of new micro-credentials. However, we would be better able to anticipate these costs when the NZQA Rules regarding the future requirements for micro-credentials are developed. The sector would be consulted again at that stage and more specific cost impacts would be established.

¹⁴ Through the engagement on Proposal 1, Option B described on page 14

Proposal 2:

Consultation questions

Consultation question 2.1:

Do you support replacing training schemes with micro-credentials? Please give us the reasons for your response.

Consultation question 2.2:

What impacts do you foresee for your organisation or others arising from the proposed changes? This could include consideration of impacts for tertiary learners, school students, wānanga, schools, providers, universities, industry, community.

Consultation question 2.3:

Do you anticipate any risks associated with replacing training schemes with micro-credentials? If so, please describe.

Consultation question 2.4:

Are there any costs, associated with this proposal, that have not been anticipated? If so, please describe.

Consultation question 2.5:

Do you have anything else you would like to say in relation to training schemes and micro-credentials?

To provide feedback, you can:

- Complete the online submission form at VQconsult.nzqa.govt.nz
- Email us at VQconsult@nzqa.govt.nz
- Write to us at:
RoVE Qualifications Consultation
Quality Assurance Division
NZQA
PO Box 160
Wellington 6015

The consultation is open until 6pm, **16 June 2021**.

If you have any questions about the consultation or the consultation process, you can email us at VQconsult@nzqa.govt.nz or phone us on 0800 697 296.

Proposal 3:

Enabling micro-credentials to be developed by WDCs for providers to deliver

Objective

This proposal seeks to allow WDCs to develop micro-credentials for providers' use. It seeks to separate the approval of micro-credentials¹⁵ content from providers' accreditation to deliver them.

Opportunity definition

This proposal seeks to remove unnecessary duplication in the future approval process for micro-credentials.

Under the current legislation, training scheme approval and accreditation have to be done together. Only providers can seek approval for micro-credentials because it is tied in with their delivery. This means that an application for micro-credential approval has to include all necessary information about its design even if the exact same content has previously been approved for another provider. This leads to inefficiencies, productivity loss and duplication.

While the 2020 Act states that WDCs can develop micro-credentials, another part of the 2020 Act specifies that only institutions that want to deliver a micro-credential can apply for NZQA approval. Since WDCs are not providers, they cannot deliver micro-credentials and NZQA therefore cannot approve their micro-credentials.

If WDCs can seek NZQA approval for a micro-

credential as a 'central product' available for providers to use, this would remove an unnecessary approval layer from the system by allowing providers to apply only for accreditation for a WDC-developed micro-credential. Providers will also continue to be able to develop and deliver their own micro-credentials.

Furthermore, this change would remove the disconnect in the Act between the provisions allowing WDCs to develop and maintain training schemes, and the provisions which currently prevent WDCs from gaining approval for these products so they can be used by multiple providers.

Proposal

We propose that the Act is clarified to ensure that WDCs can seek NZQA approval for micro-credentials. This can be done by separating the approval of micro-credential content from provider accreditation. Providers would then be able to apply to NZQA for accreditation to deliver WDC-developed micro-credentials.

Providers would continue to be allowed to seek approval for micro-credentials that they develop. We would expect the relevant WDC to be consulted as stakeholders as part of the standard NZQA approval process.

¹⁵ If Proposal 2 goes ahead, micro-credentials would replace training schemes in the legislation. If not, this proposal would equally apply to training schemes. For ease of reading, this proposal refers only to micro-credentials but it can be read as referring to training schemes as well.

Without this change, WDCs would still be able to develop micro-credentials, but only providers would be allowed to seek approval for them. This means that only some providers who partner with WDCs would use those micro-credentials, or, if shared widely by WDCs, multiple providers would have to apply and seek approval for the exact same content leading to duplication and inefficiencies across the system.



Summary of Proposal 3

We propose changes that would allow WDCs to develop micro-credentials for providers to use (with NZQA approval). This would lead to greater efficiency, remove duplication and would better meet industry demand.

Implementation

This proposal requires legislative change. If it is progressed, the change will come into effect with the next Education and Training Amendment Act, expected in late 2021. Subsequent changes would also be required to NZQA Rules to update the applications and approval process for micro-credentials. The sector would be consulted on those changes.

Anticipated costs

We do not expect this proposal to have cost implications for learners, employers or providers. However, it may result in cost savings and productivity gains for providers who would be able to use WDC-developed micro-credentials.

Proposal 3:

Consultation questions

Consultation question 3.1:

Do you support further legislative change separating approval from accreditation of micro-credentials, which will enable WDCs to develop micro-credentials for use by providers?

Consultation question 3.2:

What impacts do you foresee for your organisation and others arising from the proposed changes? This may include the impact for tertiary learners, school students, wānanga, schools, providers, universities, industry, and communities, including iwi and hapū.

Consultation question 3.3:

Do you think non-providers (e.g. WDCs) should be able to seek NZQA approval of micro-credentials for providers to deliver (subject to NZQA accreditation)?

Consultation question 3.4:

Do you anticipate any risks with proposal 3?

Consultation question 3.5:

Are there any costs, associated with this proposal, that have not been anticipated? If so, please describe.

Consultation question 3.6:

Do you have any comments on how micro-credentials could play a greater role in supporting the intent of RoVE?

Consultation question 3.7:

Do you have anything else you would like to say in relation to training schemes and micro-credentials?

To provide feedback, you can:

- Complete the online submission form at [VQconsult.nzqa.govt.nz](https://vqconsult.nzqa.govt.nz)
- Email us at VQconsult@nzqa.govt.nz
- Write to us at:
RoVE Qualifications Consultation
Quality Assurance Division
NZQA
PO Box 160
Wellington 6015

The consultation is open until 6pm, **16 June 2021**.

If you have any questions about the consultation or the consultation process, you can email us at VQconsult@nzqa.govt.nz or phone us on 0800 697 296.

Ā Muri Ake

Next steps

How you can respond to the proposals in this document

We look forward to receiving your feedback on these proposals.

How can you find more information about RoVE or this consultation

You can:

Visit the Tertiary Education Commission website on RoVE at tec.govt.nz/rove/

Email us on VQconsult@nzqa.govt.nz

Attend an information session for this consultation - register on the consultation platform at VQconsult.nzqa.govt.nz

What will happen next

We will thoroughly consider any views expressed and feedback received as part of this consultation.

If legislative change proposals arise from this process, they would be subject to further public consultation as part of the legislation drafting process.

If no legislative changes are required, there may still be a need for amendments to NZQA Rules and/or Gazette Notice(s), for example to fully reflect the intended scope of WDC programme endorsement. There would also be an opportunity for further engagement through those processes.

To provide feedback, you can:

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- Email us at VQconsult@nzqa.govt.nz
- Write to us at:
RoVE Qualifications Consultation
Quality Assurance Division
NZQA
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Appendix 1:

Example of a draft skill standard

NZQA is working with experts on proposals for the structure and content of skill standards. This example of a draft skill standard represents our current thinking but is subject to further development, particularly with input from the WDCs when they are established. We expect to consult the sector on the composition of skill standards later in 2021 or early 2022, depending on the timing of the establishment of WDCs.

Skill Standard Title	Select and use simple measuring devices and marking-out equipment used in mechanical engineering workshops
NZQF ID	
Standard Setting Body	
DAS classification	Mechanical Engineering
Level	2
Credits	10
Purpose	This standard is intended for people working in or intending to work in mechanical engineering workshops. People awarded this standard will have the skills required to complete basic mechanical engineering measurement and marking-out tasks.
Entry requirements	Open
Delivery	This standard is practical. It can be delivered in the workplace or in a provider environment. Learners must have access to all mechanical engineering devices and equipment identified in this standard. Underpinning knowledge required: <ul style="list-style-type: none"> • SI system including naming conventions, base units and derived units • Conversion between metric and imperial systems.
Assessment	Assessment is individual and practical (group assessment and simulation are not permitted).
Resources	Health and Safety at Work Act 2015. The International System of Units (SI), 9th edition. Culley, R (2017). Fitting and Machining. TAFE Publishing. Useful links https://www.measurement.govt.nz/metrology/measurement-in-daily-life/ https://www.worksafe.govt.nz/laws-and-regulations/acts/hswa/



Learning outcome 1:
Select and use simple measuring devices used in mechanical engineering

Skills	Level of performance
<p>1 Select and use simple measuring devices to complete defined measurement tasks.</p>	<p>Measurement tasks must be completed in accordance with current Health and Safety legislation, workplace procedures, and accepted industry practice.</p> <p>At least six different devices must be selected and used to complete at least three different types of measurement.</p> <p>The devices selected must be the most suitable for the task, including the magnitude of measurement and tolerances.</p> <p>Examples of measuring devices may include – rules, steel tapes, spring callipers, friction callipers, Vernier callipers, external and depth micrometers, protractors, dial test indicators (DTI), spring balances, stopwatches, spirit levels, plumb bobs, fixed gauges.</p> <p>Defined measurement tasks may include but are not limited to technical specifications, assembly instructions, and drawings.</p> <p>Accepted industry practice refers to approved codes of practice and standardised procedures, accepted by the wider mechanical engineering industry as examples of good practice.</p> <p>Workplace procedures include but are not limited to standard operating procedures, safety procedures, codes of practice, quality management practices and standards, and procedures to comply with legislative and local body requirements.</p>
1.1	Verify measuring devices are calibrated and fit for use and report any faults.
1.2	Complete defined measurement tasks.
1.3	Maintain the integrity and condition of the object being measured and the measuring device during measurement.
1.4	Validate all measurements are within tolerances.
1.5	Record measurements in accordance with task requirements and accepted industry practice.
1.6	Store measuring devices in accordance with workplace procedures.

Learning outcome 2:**Select and use marking-out equipment and materials used in mechanical engineering**

Skills	Level of performance
<p>2 Select and use marking-out equipment and materials to complete defined marking out tasks.</p>	<p>Marking-out tasks must be completed in accordance with current Health and Safety legislation, workplace procedures, and accepted industry practice.</p> <p>At least six different items of marking out equipment must be selected and used to complete at least three different types of marking-out task.</p> <p>The devices selected must be the most suitable for the task, including tolerances.</p> <p>Examples of marking-out equipment and materials may include – marking-out tables, engineer’s squares, rules, straight edges, scribing blocks, height gauges, trammels, protractors, scribes, vee blocks, parallels, angle plates, dividers, centre punches, marking blue or spirit blue (engineer’s blue), chalk.</p> <p>Defined marking-out tasks may include but are not limited to technical specifications, assembly instructions, and drawings.</p> <p>Accepted industry practice refers to approved codes of practice and standardised procedures, accepted by the wider mechanical engineering industry as examples of good practice.</p> <p>Workplace procedures include but are not limited to standard operating procedures, safety procedures, codes of practice, quality management practices and standards, and procedures to comply with legislative and local body requirements.</p>
2.1	Verify marking-out equipment is fit for use and report any faults.
2.2	Complete defined marking-out tasks.
2.3	Maintain the integrity and condition of the object being marked and the marking-out equipment.
2.4	Validate marking-out is within tolerances.
2.5	Store the marking-out equipment and materials in accordance with accepted industry practice and workplace procedures.



Reform of Vocational Education (RoVE) ▶▶