



NEW ZEALAND QUALIFICATIONS AUTHORITY
MANA TOHU MĀTAURANGA O AOTEAROA

QUALIFY FOR THE FUTURE WORLD
KIA NOHO TAKATŪ KI TŌ ĀMUA AO!

Aide-Memoire: Early assessment of impacts of RoVE on the resource requirements of the New Zealand Qualifications Authority

To:	Hon Chris Hipkins, Minister of Education
From:	Dr Grant Klinkum, Chief Executive
Date:	24 August 2022
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Purpose

1. This aide memoire outlines the anticipated resource impacts on NZQA of the changes arising from the Reform of Vocational Education (RoVE).
2. NZQA proposes to proactively release this briefing as part of the next publication of documents.

Background

NZQA's operating model will need to keep evolving to align with future changes to the New Zealand Qualifications Framework and with the changes to qualifications and quality assurance approaches arising from RoVE.

3. Key operating environment changes for NZQA's qualifications and quality assurance responsibilities include:
 - a. A future New Zealand Qualifications and Credentials Framework (NZQCF) that places greater emphasis on:
 - i. transferable skills such as collaboration, communication and critical thinking
 - ii. the full recognition of micro-credentials within the Framework, and
 - iii. increased inclusion of indigenous knowledge in the content of new qualifications.
 - b. Significant changes to the design of qualifications – including the replacement of module-based programmes and optional unit standards with required skill standards at Levels 3-7 of the NZCQF for VET programmes, and the use of National curricula / New Zealand programmes (where specified by a WDC).
 - c. Creation of key new VET sector actors - WDCs and Te Pūkenga
 - d. NZQA's own ongoing work to ensure that our regulatory practice is best practice and fit for purpose in the evolving environment.

4. The factors noted above led to NZQA commissioning a report by Rob McIntosh, former Deputy Secretary of Tertiary Education, MoE, to review NZQA’s current quality assurance approach. The review findings and NZQA’s own ongoing thinking indicate a number of opportunity areas:
 - a. better integration of quality assurance activities, reducing duplication for providers
 - b. using data intelligence more comprehensively and consistently to tailor activities for providers meeting specific criteria
 - c. enhancing partnership with learners and other stakeholders, recognising the role they play in driving quality
 - d. a stronger focus on supporting capability development of providers, and
 - e. greater resourcing of research and sharing insights to support sector performance as a whole.

We are at a relatively early stage of considering how these opportunities will work through a refreshed operating model. As this work develops, we will provide more detailed briefings.

NZQA’s early understanding about the resource implications arising from these changes and opportunities

5. While the scope of these changes and opportunities will require new ways of working, they are not expected to make a significant difference to NZQA’s resourcing. In part, this is because many of NZQA’s quality assurance activities are third party funded with staffing numbers scaled to match the relevant demand. In a number of areas, such as external evaluation and review, NZQA contracts subject matter experts from the sector to provide current educational practice. Where the volume of a specific activity is declining, we maintain flexibility through fixed term appointments combined with not filling vacancies.
6. The overall reduction in the number of providers from the merging of Institutes of Technology and Polytechnic subsidiaries and work-based training from transitional industry training organisations into Te Pūkenga, along with the consolidation of programmes for delivery, will lead to a reduction in approval volumes. This reduction will occur progressively from 2023 over the medium to long term. While in time we would expect a consequential drop in FTEs, in the interim this will be offset by an increase in other approval activities, for example, the Review of Achievement Standards, changes to programmes, increasing use of micro-credentials and WDC qualification and standards approvals. We also expect the additional resourcing, required to support the new actors in the system, will continue in the medium term, as Te Pūkenga and WDCs embed their operating models and develop new education products.
7. As part of the changes to the qualifications system, NZQA is proposing mātauranga Māori will be progressively included in qualifications, programmes, National curricula / New Zealand programmes and skill standards. This move will require appropriate staff capabilities.
8. The following table is an early indication of changes expected to NZQA quality assurance activities and the impact on resources at a high level:

ACTIVITY	CHANGE	FTE levels
Investigations and complaints. Monitoring PTE financial viability Monitoring progress against improvement plans and	No change. Current work is primarily student complaints, including those arising from the new Code. These are expected to increase over time as student’s become familiar with the Code. Very few investigations and complaints have involved ITPs or industry training organisations.	Similar

other statutory interventions		
PTE registration Approving qualifications, programmes, micro-credentials, standards. Accredit providers to deliver programmes Consent for providers to assess standards	<p>PTE registrations will continue to be demand driven, with the volume of new registrations anticipated to be unchanged.</p> <p>There may be an increase in closures and mergers.</p> <p>Over the medium to long term there may be fewer programme approvals due to the introduction of National curricula / New Zealand programmes in some fields of study and Te Pūkenga rationalising all its provision, including degrees. Degrees are complex to approve as they include convening an expert panel.</p> <p>Qualification approvals from WDCs will remain relatively constant. Approvals of micro-credentials will increase as these can be formally recognised on the NZQCF.</p> <p>A significant increase in skill standards for approval is expected as industry seek new, more relevant, education products via WDCs.</p> <p>Provider accreditations will likely remain constant as accreditation is required whether the provider is delivering its own programme or a National curriculum / New Zealand programme.</p> <p>Applications for consent to assess will decrease as they will no longer be needed when accreditation for delivery of a programme or micro-credential is granted by NZQA.</p>	Similar
Te Hono o Te Kahurangi quality assurance (used for wānanga and Māori PTEs)	<p>No substantive change in volume expected.</p> <p>The expertise of the team will be required for quality assurance of mātauranga Māori in qualifications, programmes and standards.</p> <p>Changes to the legislative status of Wānanga may impact quality assurance activities.</p>	Similar
Monitoring of programme delivery including online delivery and WDC moderation practice	<p>Volumes are likely to reduce as there should be less need to monitor Te Pūkenga delivery. Programme monitoring has generally been targeted at the highest risk providers, which have tended to be PTEs.</p> <p>Setting up collaborative moderation and monitoring systems with WDCs will also require additional resources in the short-to-medium term.</p>	Similar
Undertaking the external evaluation and review (EER) of all providers	<p>There will be a reduction in the total volume of EERs from approximately 430 to 400 over a 4-year period.</p> <p>A new approach to external review will be designed for Te Pūkenga and WDCs. We think the greatest opportunity for a significantly slimmed down approach exists for WDCs due to their reduced scope of functions compared with ITOs.</p> <p>In the case of Te Pūkenga, given the 200,000 students, 8,000 employees, 230 delivery sites for over 2,500 programmes there will still be the need for a comprehensive (but rebuilt) approach to EER. In the medium to long term there may be opportunities for Te Pūkenga to assume a wider range of approval functions on behalf of NZQA. It is premature to consider exactly what this would cover, given the need for Te Pūkenga's operating model and organisational structure to be worked through.</p>	Small reduction
Assuring nationally consistent outcomes of graduates of NZ qualifications	<p>With the widespread introduction of skills standards and/or National curricula / New Zealand programmes, this activity will reduce over time and be replaced by WDC moderation, and monitoring of programme delivery by NZQA to</p>	Reduce over time (currently 3 FTEs)

	supplement WDC moderation if required.	
Recognising international qualifications	Volumes respond to immigration settings as required by skilled migrants and are expected to increase as borders open. A new operating model has been introduced to increase efficiency of this service. Additional FTEs may be required as demand increases.	Demand driven – increase
Administering the Code of Practice for pastoral care	Focus will continue to be on regulating the implementation of the Code by all providers for domestic and international learners.	Similar
Maintain NZQCF, qualifications system, and quality assurance Rules Develop operational policy Manage all international qualification recognition treaties, act as National Education Information Centre, maintain qualification recognition arrangements with other countries Analysis, data, reporting, intelligence and insights	No change in range and volume of activity expected. Increased use of data to understand trends in delivery and outcomes to support increased capability development, support for the sector and risk-based regulatory practice.	Similar

Summary

9. At this stage NZQA does not expect there to be additional capacity and resources as a result of implementing changes to the qualifications system and quality assurance arising from RoVE. Any resource dividends that may arise will be required for the quality assurance of mātauranga Māori in qualifications, programmes and standards.



Dr Grant Klinkum

Chief Executive

24 August 2022



Hon Chris Hipkins

Minister of Education

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