



NEW ZEALAND QUALIFICATIONS AUTHORITY MANA TOHU MĀTAURANGA O AOTEAROA

QUALIFY FOR THE FUTURE WORLD KIA NOHO TAKATŪ KI TŌ ĀMUA AO! Consultation on proposed changes to the New Zealand Qualifications Framework

October 2018

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Introduction

The New Zealand Qualifications Authority (NZQA) is reviewing the New Zealand Qualifications Framework (NZQF) to ensure it remains fit for purpose, flexible and adaptive to the future needs of learners, employers, iwi and other stakeholders. The world of work is changing and there is an increasing emphasis on global connectiveness and digital skills.

The NZQF is the backbone of the qualification system. The NZQF enables New Zealand's qualification system to be communicated to a range of stakeholders using a standardised taxonomy (classifying qualifications by level and type). The NZQF is underpinned by robust quality assurance processes, so that stakeholders can have full confidence in New Zealand's education system. The framework also creates a cross-border referencing point for people with domestic and international qualifications.

Why are we reviewing the NZQF now?

New Zealand has had a qualifications framework since 1991 and the framework's present form – the NZQF – has been in place since 2010. It has provided a solid foundation to the qualifications system, but stakeholders have told us that it needs to change to remain relevant and future-focussed.

All learners need access to high quality information and resources to plan their life-long learning. We want the NZQF to better reflect the reality, values and aspirations of Māori and Pasifika learners. Communities, including iwi, need to have confidence that the qualification system can meet the needs of their tamariki. Employers need to be confident that future employees will have the skills and attributes to meet their workforce needs.

The work NZQA does with other jurisdictions to determine the equivalency of the levels on qualifications frameworks has identified some technical issues. These include the degree of flexibility in the definitions and characteristics of some qualification types and the clarity of outcomes to be achieved at each level. These issues can impact on individuals and the recognition of their qualifications.

How are we undertaking this review?

In 2017 NZQA established an Advisory Group to support this review. The Advisory Group (see Appendix One for the membership) has discussed the proposals in this document and provided advice.

We also gathered stakeholder views on the NZQF through six targeted focus groups in February 2018. The focus groups were with groups of employers, representatives from iwi/ Māori entities, Pasifika community representatives, professional and regulatory bodies, qualification developers and learners. Their views and comments have also informed the proposals in this document.

The changes that we are proposing are significant and some (e.g. proposals I and 2) would require legislative changes, changes to the architecture of the Framework and changes to the Directory of Assessment Standards (DASI). We will consider the feedback on this consultation carefully as we undertake the next stage of the review. In the next stage of the review, we will undertake the further detailed technical and design work that will be required to support these proposals. We expect to consult on the detail of these proposed changes by mid-2019.

Assessment standards (unit and achievement) are listed on the DAS. NZQA is responsible for maintaining the DAS.

Summary of NZQA's proposals and how to give feedback

Proposal I: We propose to include a wider range of education products on the NZQF

Recognising a wider range of other education products on the NZQF could assist learners to make more informed choices, assist employers to recognise specialist skill sets, encourage life-long learning and ensure that employees have the skills and attributes to meet the needs of the future workforce.

The NZQF could recognise other education products quality assured by NZQA (such as assessment standards and, more recently, micro-credentials) and other education products not currently quality assured by NZQA (such as international qualifications, regional qualifications and professional credentials e.g. certification by a registration body of competency to practice).

Proposal 2: We propose to more explicitly embed transferable competencies into the NZQF (e.g. critical thinking, communication, collaboration and citizenship)

The impact of digitalisation and automation means that the workforce needs to have the skills, competencies and capabilities to engage in meaningful work throughout their careers and lives.

Employers, iwi and other stakeholders want to ensure that the future workforce meets their needs. Qualifications and other education products need to be relevant, fit-for-purpose and responsive. While this includes technical skills, employers also value employees who can communicate well, take initiative and solve problems.

Proposal 3: We propose to address some technical issues in the NZQF

A range of technical issues have been raised and discussed during the Review so far. Resolving these issues would enable people to move more easily across countries.

Proposal 4: We propose to make the NZQF easier to use and more relevant to all stakeholders

Many stakeholders, particularly learners, parents, employers, iwi and communities, only engage with the NZQF through intermediaries such as secondary schools and tertiary education providers. We propose to redesign the NZQF so that it is more reflective of the values underpinning it and more accessible to the full range of stakeholders.

How you can respond to the proposals in this document

You can provide your views on the proposals in this document via the [survey], or in an e-mail to NZQFReview@nzqa.govt.nz. You can also provide your feedback in writing to: NZQF Review, Quality Assurance Division, NZQA, PO Box 160, Wellington 6015. Submissions close on 26 November 2018.

If you have any questions, need more information or would like to provide your feedback in another form, please contact us on the above email address.

We will publish a summary of the feedback later in the review process.

The context of the NZQF

New Zealand's qualifications framework

Qualification frameworks provide a mechanism to catalogue and compare a country's qualifications by recognising skills, knowledge and competencies along a continuum of levels. An estimated 150 frameworks² have now been developed around the world.

The NZQF is the definitive source for accurate information about all quality assured qualifications. A key strength of the NZQF is that it includes higher education, vocational education, mātauranga Māori and school qualifications in one framework.

The NZQF promotes a quality education system by requiring qualifications on the Framework to be quality assured and correctly classified. This enables and supports the provision of high quality education pathways.

The purpose of the NZQF

The NZQF³ is designed to optimise the recognition of educational achievement and its contribution to New Zealand's economic, social and cultural success. Specifically, the NZQF:

- conveys the skills, knowledge and attributes the qualification holder has gained through completing a qualification
- requires the development of integrated and coherent qualifications that meet the needs of individuals, groups, industry and the community
- enables and supports the provision of high-quality education pathways
- enhances confidence in the quality and international comparability of New Zealand's qualifications
- contributes to Māori success in education by recognising and advancing mātauranga Māori
- represents value for money, is sustainable and robust.

The architecture of the NZQF

The NZQF is divided into ten levels. The levels are based on how complex the learning is – Level I being the least complex and Level I0 the most complex (see Figure I below).

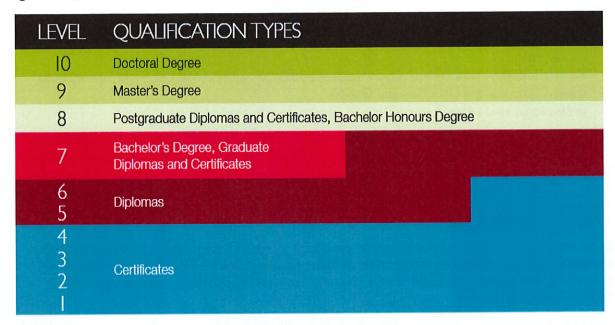
Each qualification type on the NZQF is described by purpose, outcomes and credit requirements. The ten levels of the NZQF are described in *level descriptors*. The three level descriptors are:

- Knowledge what a graduate (the qualification holder) knows and understands
- Skills what a graduate can do
- Application what a graduate can be, the context in which a graduate applies their knowledge and skills.

² CEDEFOP (November 2017) Global inventory of regional and national qualifications frameworks, V.I and II

³ The New Zealand Qualifications Framework purpose statement 2016

Figure 1: The NZQF structure - levels and qualifications types



The quality assurance processes which support and flow on from the NZQF – the recognition, approval or accreditation of organisations and qualifications – provide assurance of the quality of New Zealand's education system.

The NZQF is both the architecture and the register of quality assured qualifications.

How does this review relate to other reviews underway?

The Ministry of Education is engaged in an extensive Education Portfolio Work Programme⁴. This programme is covering a range of areas of relevance to the NZQF review discussions, such as the NCEA and vocational education and training (VET) reviews. The Tertiary Education Commission is developing the ITP Roadmap and the Careers System Strategy. NZQA has been and will continue to work closely with the Ministry of Education and the Tertiary Education Commission officials over the course of these reviews. Where elements of these other work programmes are concluded before this review is completed, NZQA will ensure that it reflects any relevant changes in the qualifications framework as appropriate. We also acknowledge that, collectively, these reviews are likely to result in significant changes for the sector, and any changes arising from the review of the NZQF need to sit alongside and support other system changes.

The proposed changes

Proposal I We propose to include a wider range of education products onto the NZQF

New and emerging technologies are impacting on teaching and learning. The diversity of education products is growing – internationally and online. Learners are exercising more choice over their education and career pathways. There is an industry demand for a broader range of products to support specialised skill sets and rapid up-skilling when required.

⁴ The Ministry of Education's education portfolio work programme is available on: http://www.education.govt.nz/ministry-of-education/information-releases/education-portfolio-work-programme/

The NZQF could also include:

- other education products quality assured by NZQA (such as assessment standards⁵ and micro-credentials)
- other education products not quality assured by NZQA (such as MOOCs⁶ and international qualifications e.g. the UK's City and Guilds)
- professional credentials.

Including a broader range of education products onto the NZQF could encourage more lifelong learning and provide stakeholders with greater clarity and more information. Learners would be able to make more informed choices and tertiary education providers would find it easier to recognise prior learning and transfer credits to completing qualifications. Learners will be encouraged to undertake further education and training and employers will be better able to recruit, retain and retrain people with the skills they need.

Some other jurisdictions' qualification frameworks recognise a wider range of education products. For example, Ireland's framework provides for four classes of awards including supplemental and special purpose awards and Scotland's framework allows for employers to seek accreditation of their training programmes.

Including other education products onto the NZQF will require further detailed work, particularly in the treatment of non-quality assured education products. Some of the proposals in this section would change the current purpose of the NZQF and would require legislative change. At this stage, we are seeking general feedback on the direction of travel and we will consult again on our detailed proposals in 2019.

The NZQF could include the following types of educational products:

Micro-credentials

Micro-credentials⁷ are new stand-alone education products intended to enable learners to access specific knowledge and skills in a cost-effective and time-efficient way. They are smaller than qualifications and focus on skill development opportunities not currently catered for in the tertiary education system, with strong evidence that industry, employers, iwi and the community need them.

NZQA has recently introduced a micro-credential system as part of New Zealand's regulated education and training system. For a micro-credential to be recognised, it needs to be between 5–40 credits in size. TEO-led micro-credentials are subject to the same quality assurance requirements as training schemes or assessment standards, with some additional criteria. Micro-credentials developed by other bodies may be evaluated for their equivalency in credits and level on the NZQF but they are not quality assured by NZQA.

Training schemes

A training scheme is study and training that leads to an award rather than a qualification. They can provide a range of academic or vocational learning opportunities e.g. occupational health and safety schemes. NZQA has processes for quality assuring training schemes (although not all training schemes are quality assured). Training schemes are not currently listed on the NZQF.

⁵ Unit standards and achievement standards are listed separately on the Directory of Assessment Standards (DAS)

⁶ Massive Open Online Courses with unlimited participation and open access via the internet.

⁷ Micro-credentials are a coherent package of learning and assessment, typically smaller than a qualification, that certifies achievement of a specific set of skills and knowledge needed by industry and/or community. More information is available here: https://www.nzqa.govt.nz/providers-partners/approval-accreditation-and-registration/micro-credentials/

Assessment standards

Most standards are small, typically around 4–5 credits, but some are much larger and represent a significant volume of specialist learning (e.g. Unit Standard 26966 Apply knowledge of aircraft electrical systems to the certification of aeronautical maintenance, which comprises 30 credits at Level 6; and Unit Standard 30768 Joinery Operational Skills, which comprises 35 credits at Level 3).

Unit standards are developed and moderated by the relevant standard setting body (Industry Training Organisations or NZQA). Achievement standards are developed by the Ministry of Education and NZQA is responsible for the quality assurance arrangements. The achievement standards are scheduled for review by the Ministry from 2019.

Currently, standards are listed separately on the DAS. The changes we are proposing to make to the NZQF could have an impact on the DAS. We could maintain the DAS as a separate register or include the standards (or a sub-set of particular standards) in the NZQF. We will consider the options and impacts during the next stage of the review.

International and regional qualifications

Any qualification offered and/or achieved in another jurisdiction or country is considered an international qualification, such as the UK's City and Guilds vocational qualifications. Regional qualifications are qualifications⁸ that are developed across more than one jurisdiction or country. Some credentials have widespread industry recognition across multiple countries but may not be formally recognised in any jurisdiction (e.g. Microsoft's suite of certifications). These types of qualifications or credentials are not currently listed on the NZQF.

Professional credentials

Some other qualifications frameworks recognise professional credentials. This may include the additional training and certification required for registration in a range of professions, which includes chartered accounting, engineering and the legal profession (e.g. the Professional Legal Studies Course).

Consultation questions

We are seeking stakeholder views on the proposal to include other education products onto the NZQF. We will undertake further work on how we might do this, and we will consult again on the options in 2019.

Consultation question 1: Do you support the inclusion of other education products onto the NZQF? Please tell us the reasons for your response.

Consultation question 2: What impact would the inclusion of other education products onto the NZQF have on the current purpose of the NZQF and the DAS?

Consultation question 3: Are there any risks or unintended consequences that you think NZQA should be aware of?

Consultation question 4: Is there anything else you would like to say about this proposal?

Proposal 2 We propose to more explicitly embed transferable competencies into the NZQF

The digital economy and increasing automation is predicted to affect nearly a quarter of existing jobs in New Zealand by the mid- $2030s^9$. People will need the skills, competencies and capabilities to

⁸ For example, the ASEAN (Association of Southeast Asian Nations) Mutual Recognition Arrangement (MRA) on Tourism Professionals

⁹ PwC, 2018

engage in meaningful work throughout their careers and lives, through lifelong learning and retraining opportunities.

Employers and other stakeholders want to ensure that the future workforce meets their needs. Qualifications and other education products need to be relevant, fit for purpose and responsive. Although there is no one common set or definition of the transferable competencies that the workforce needs, they are broadly associated with critical thinking, problem solving, creativity, self-management, communication, collaboration, and innovation.

These competencies were also required in the 20th century, but they are now 'essential for navigating the twenty first century'¹⁰ as learners need 'to solve messy, complex problems – including the problems we don't yet know about – associated with living in a competitive, globally connected, and technologically intensive world'¹¹.

While the current level descriptors in the NZQF include elements of these competencies, the review provides an opportunity for these to be explicitly and directly included in the NZQF level descriptors. This could mean that the learning and assessment of these competencies are formally incorporated into the design of qualifications, programmes and other credentials.

Any specific competencies included on the NZQF need to be able to be learnt, rather than be character traits. The competencies need to be able to be clearly described in a hierarchy of levels (or across groups of levels). They also need to clearly reflect New Zealand's culturally diverse society.

Internationally, some qualification frameworks explicitly include these types of competencies in their level descriptors. Appendix Two provides some current examples.

Updating the level descriptors

The three level descriptors (*Knowledge, Skills* and *Application*) at each level of the NZQF could be redefined to more clearly capture the range of competencies and attributes required for lifelong learning and the future of work.

The Application level descriptor also causes confusion and could better reflect 21st century expectations and realities. Suggestions for a renamed level descriptor have included transversal competencies, transferable skills, 21st century skills, transferable competencies and competencies.

We are seeking feedback on whether we should change this level descriptor, but for the purposes of this document, we have provisionally named it 'Competencies'.

Proposed competencies

The four proposed competencies below could be included in the Competencies descriptor:

- Critical thinking the cognitive skills involved in problem solving have become increasingly important. This competency could explicitly include critical inquiry, analysis, creativity, and the innovation required for reasoned decision-making in an increasingly complex environment.
- Communication effective communication skills are vitally important to learners and
 employers. The range of competencies that could be expected in this level descriptor include
 intrapersonal skills, the ability to express ideas clearly using a range of media, influence others
 and to negotiate and resolve conflict. This competency is built on self-awareness and reflective
 practice.
- Collaboration collaboration is about using interpersonal skills to enable teamwork, cooperation and relating to others.

¹⁰ Griffin, P., Care, E., & McGaw, B. (2012) *The changing role of education and schools*, Assessment and Teaching of 21st Century Skills (p. 4)

¹¹ Ontario Public Service (2016) Towards defining 21st competencies for Ontario, Phase 1, foundation document for discussion, (p. 3)

• Citizenship - citizenship would be the most innovative competency to introduce. Citizenship includes the competencies required for managing effectively in the global connected world. This is a very broad area and for the purposes of the NZQF, it would need to be defined in such a way that the competencies could be codified and assessed. The competency could include leadership, tolerance and respect for diversity, respect for New Zealand's cultural values, Tiriti o Waitangi (Treaty of Waitangi) obligations, ethics and the environment. Underpinning this competency is awareness and openness, flexibility, adaptability, integrity and ethical behaviour.

These four competencies could be described across the ten levels of the NZQF, although not necessarily at every level: for example, the competencies required for collaboration may be similar at levels 1-4, and again at levels 5-7 with no further development at level 8 and above. At the higher levels of the Framework, there would be more emphasis on the transferability of the competency and the context.

We will undertake further work on how these competencies could be included in the level descriptors, taking into account the feedback we receive from this first round of consultation. We will also undertake more work to clearly define these four competencies from a Te Ao Māori perspective, including, but not exclusive, to the following values: Rangatiratanga, Whanaungatanga, Manaakitanga, Pūkengatanga, Kaitiakitanga, and Te Reo Māori. These values, or kaupapa, underpin NZQA's Te Hono o Te Kahurangi (THoTK)¹² mātauranga Māori evaluative quality assurance framework and methodology used to quality assure mātauranga Māori qualifications and the programmes that lead to them.

Consultation questions

Consultation question 5: Should we remove the *Application* level descriptor and reframe the level descriptor as *Competencies*? Have you any other suggestions?

Consultation question 6: Do you support including the four proposed competencies in the level descriptors (e.g. through a newly renamed *Competencies* level descriptor)? Please tell us why.

Consultation question 7: How effective would including these competencies on the NZQF be as a mechanism for ensuring graduates are equipped with the competencies they need for work in the 21st century?

Consultation question 8: If the level descriptors are expanded to include the proposed competencies, how would they work for other forms of credentials such as micro-credentials and assessment standards?

Consultation question 9: Would there be any unintended impacts on qualification and programme design from including the proposed competencies more explicitly in the NZQF?

Consultation question 10: Would there be any unintended impacts on learners and educators or other stakeholders from including these proposed competencies more explicitly in the NZQF?

Consultation question 11: Is there anything else you would like to say about including other competencies in the NZQF?

Proposal 3 We propose to address some technical issues in the NZQF

Several technical issues have been raised and discussed during the review so far. Addressing these issues will support individuals to have their qualifications recognised across countries.

¹² For further information on THoTK and the kaupapa, please refer to the following link: www.nzqa.govt.nz/maori-and-pasifika/te-hono-o-te-kahurangi/

For example, the NZQF Level 8 includes a range of qualifications with the title 'Bachelors Honours'. Currently, the Level descriptors for level 8 do not fully capture the distinctive nature of qualifications at this level.

Other technical issues have been identified and these, along with our proposed approach to each, are summarised in Appendix Three.

Consultation questions

Consultation question 12: Have we identified all the technical issues that need addressing? Are there other areas that we need to look at?

Consultation question 13: Do you have any comments on the proposed approach to any of the technical issues that have been identified? Are there any alternative options that we have not explored?

Proposal 4 We propose to make the NZQF easier to use and more relevant to all stakeholders

Many stakeholders (such as learners, parents, iwi and communities and employers) only engage with the NZQF through intermediaries such as secondary schools and tertiary education organisations. These stakeholders may have little to no knowledge of the NZQF. For example:

- learners do not in general fully understand the levels of qualifications and learning options beyond NCEA. Improving the NZQF's accessibility and functionality could have a positive impact on learners' future career and study choices.
- New Zealand has two curricula at Levels I-3 (the New Zealand Curriculum and Te Marautanga o Aotearoa), yet the NZQF is 'mono-cultural' in its presentation. Currently, the NZQF does not properly reflect the educational pathways available through the Te Marautanga o Aotearoa and Māori-medium education. The NZQF could better recognise New Zealand's Tiriti o Waitangi obligations and mātauranga Māori.
- the current structure and architecture of the NZQF may also reinforce the hierarchy of the current qualification system. There are other schemata which may be more useful and may help address parity of esteem issues between vocational and academic qualifications (see Appendix Four).

A qualifications framework should have a range of benefits for all stakeholders, including learners, parents, iwi, communities and employers. It should enable these stakeholders to understand the qualification system, the equivalence and hierarchy of qualifications (and other education products) and to assist people in planning their lifelong learning.

Some other jurisdiction's qualification frameworks provide an interactive platform customised for different user groups. The NZQF could be available in a form or forms (or supported with supplementary tools and resources) that are more useful, accessible and understandable to all stakeholders.

Consultation questions

Consultation question 14: How could the NZQF better recognise New Zealand's Tiriti o Waitangi obligations and mātauranga Māori?

Consultation question 15: Do you have any suggestions for improving the accessibility and relevance of the NZQF and making it more user-friendly for all stakeholders?

Appendix I: Membership of the Advisory Group

ACG Tertiary and Careers Group	Kathy Maclaren	
ASB Strategic Insights Panel (SIP)	Frances Valintine	
Business New Zealand	Carrie Murdoch/Rachel Simpson	
Coastguard NZ	Henry van Tuel	
Engineering NZ	Craig Price	
	Brett Williams	
Employers and Manufacturing Association (EMA)	Kim Campbell	
	David Foley	
Industry Training Federation (ITF)	Josh Williams	
Institutes of Technology and	Tony Gray	
Polytechnics (ITPs)	Sheila McBreen-Kerr	
ITPNZ	Paul Matthews	
Māori perspective	Mavis Mullins	
Ministry of Education		
- Tertiary - Schooling	Andy Jackson Rob Mill	
Ministry of Business, Innovation	Hayden Fenwick	
and Employment (MBIE)	Nick Montague	
Ministry for Pacific People (MPP)	Peter Peilua	
Nursing Council	Catherine Byrne	
NZ Council of Trade Unions (NZCTU)	Richard Wagstaff	
NZ Union of Students' Association (NZUSA)	Jonathan Gee	
Post Primary Teachers Association (PPTA)	Kirsty Farrant	
Primary Industry Training Organisation (PITO)	Linda Sissons	
Quality Tertiary Institutes (QTI)	Neil Miller	
Secondary Principals Association NZ (SPANZ)	Michael Williams	
Tertiary Education Commission (TEC)	Amy Russell	

Udacity	Andrew Jackson
Universities	Sheelagh Matear
University of New Zealand (UNZ)	Dugald Scott
	Linda Trenberth
Wānanga	Evie O'Brien
	Elizabeth Nikora
Youth Council	Brad Olsen

Appendix 2: Examples of level descriptors in other jurisdictions

Country	Level descriptors	
Scotland	 Knowledge and Understanding Practice: Applied knowledge and understanding Generic cognitive skills Communication, numeracy and ICT skills Autonomy, accountability and working with others 	
The Netherlands	 Knowledge Skills Applying knowledge Problem-solving skills Learning and development skills Information skills Communication Responsibility and independence 	
Malaysia	 Knowledge and understanding Cognitive skills Functional work skills practical skills interpersonal and communication skills digital and numeracy skills leadership, autonomy and responsibility Personal and entrepreneurial skills Ethics and professionalism 	

Appendix 3: Summary of technical and other issues that will be considered in the next stage of the review

Qualification	Situation	Possible response
Level 7 Diplomas	There are four types of qualifications at Level 7. Three are related to degrees (e.g. Bachelor's, Graduate Diploma, and Graduate Certificate), but the Level 7 Diploma is not considered a research-based qualification and does not have degree status.	Clarify the utility of Level 7 Diplomas and consider removing them as a qualification type.
Bachelor Honours	The NZQF Level 8 includes a range of qualifications with the title Bachelors Honours. The Level descriptors for Level 8 on NZQF do not fully capture the distinctive nature of qualifications at this level. This creates issues in our work referencing the NZQF with the frameworks of other jurisdictions.	Clarify the qualification type definition for Bachelors Honours and the Level 8 descriptors
Trade qualifications	Many NZQF qualifications for a qualified tradesperson/graduate apprentice are registered at Level 4. This is different to some other frameworks.	Consider the level of trades qualifications on other frameworks and the extent to which any differences in the NZQF are driven by the architecture of framework or other considerations.
Degree apprenticeships	Degree apprenticeships are work-based learning programmes that lead to degree-level qualifications. They are made up of learning, training, and practical work experience gained while employed.	Clarify Level 7 to include degree apprenticeships
Update level descriptors (NZQF, table 2)	The current NZQF level descriptors are used to inform the development and review of assessment standards as well as qualifications. The current descriptors could be refreshed to ensure that they are clear, relevant and up-to-date.	Address in the proposed update to the NZQF level descriptors to ensure that they are up to date and meaningful.

Appendix 4: Examples of other qualification frameworks

Figure 2: The Irish Qualification Framework

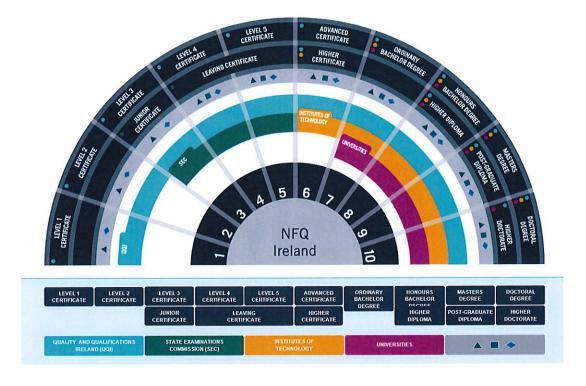


Figure 3: The Australian Qualifications Framework

