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# External Evaluation and Review Report

Barnardos (Te Poutama Ārahi Rangatahi)

Date of report: 21 June 2022

# About Barnardos (Te Poutama Ārahi Rangatahi)

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*Barnardos (Te Poutama) is working with students who are in a secure setting, are dealing with significant life issues, and are residing at Te Poutama primarily as part of a therapeutic change programme. The PTE and education dimension of Te Poutama, though important, is only one aspect of the student experience and care plan. The PTE is funded by the Ministry of Education and reports quarterly to the ministry as well as to Oranga Tamariki (on whose behalf they manage the centre). It is evaluated by NZQA and the Education Review Office, and is audited by the Children's Commissioner.*

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Type of organisation:	Private training establishment (PTE)
Location:	100 Leggett Road, Yaldhurst, Christchurch
Number of students:	Domestic: there are up to eight residential learners at any one time, and they may stay resident for up to 18 months.
Number of staff:	Six full-time equivalents
TEO profile:	<p>The Barnardos Poutama states: Kia eke ai te hunga taitamariki ki ngā rangu tūhāhā. The direct translation is 'realisation and development for children'; however, the essence captures the spirit of children being encouraged to strive for their potential, much like Tāne.<sup>1</sup></p> <p>See: <a href="#">Barnados (Te Poutanama Ārahi Rangatahi)</a> on the NZQA website.</p>
Last EER outcome:	Te Poutama was last evaluated by NZQA in 2018, when NZQA was Highly Confident in the PTE's educational performance and Highly Confident in its capability in self-assessment.
Scope of evaluation:	Education programme delivery, which includes the NZQA-approved: Operating a Personal Computer (Training Scheme) (level 2) I.D. 116381, and all other individualised learning.
MoE number:	8672

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<sup>1</sup> [Barnardos | Barnardos New Zealand](#)

NZQA reference: C45607

Dates of EER visit: Virtual visit 12 and 13 April 2022

# Summary of results

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*Barnados PTE continues to make an important contribution to the therapy and rehabilitation of the small number of boys aged 12-18 they annually serve with educational programmes. Currently the PTE is redeveloping numerous aspects of the curriculum and programming, and so the evidence of educational effectiveness is understandably limited. Nevertheless, individual student's needs and concerns are being well attended to, and improvements are being made to educational planning frameworks, the curriculum, and towards meeting Education Review Office needs.*

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## **Confident in educational performance**

- Students who engage with the educational services, and develop an individual learning plan, are achieving unit standard-based NCEA credits, and literacy and numeracy gains.
- Students, their whānau/caregivers and the wider community benefit from a context where a therapeutic plan can be delivered, and positive behaviours fostered with long-term implications.

## **Confident in capability in self-assessment**

- Educational programming is tailored to, and focused on the background, interests and aspirations of each student. Students are encouraged to be active participants in constructing their educational goals.
- Staff provide students with ongoing feedback, encouragement and celebration of success. Education staff use a variety of teaching approaches and educational resources; they attend well to student engagement and readiness for learning.
- Barnardos attends to each student's cultural background. There is due recognition of the Treaty of Waitangi, and ongoing efforts to deepen cultural capability and connect well with whānau.
- While generally strong, currently some aspects of self-assessment are yet to be embedded through a system or plan. There is, though, a positive evolution and redesign of some key quality assurance components to better engage staff and students and to show evidence of achievement and value. Maintaining alignment with NZQA regulatory requirements needs improving.

# Key evaluation question findings<sup>2</sup>

## 1.1 How well do students achieve?

Performance:	<b>Good</b>
Self-assessment:	<b>Good</b>
Findings and supporting evidence:	<p>Students at Te Poutama acquire useful skills and knowledge and develop their cognitive abilities. The nature of each student’s learning journey reflects their prior education, interests and motivating factors, and current disposition towards education. There has been at least ‘Good’ credit achievement, literacy and numeracy gain, and also broader skill and personal development by many students, using mediums such as sport, art and music. Some achieve a driver’s licence and some undertake other short courses, such as barbering skills.</p> <p>The education programmes are delivered using individual learning plans which are part of the student’s broader care plan and are developed in consultation with them. Soft-skill development is now being measured against the new Te Poutama Graduate Profile. There is sound documentation and ongoing review of progress towards these goals.</p> <p>Many students achieve credits towards NCEA levels 1 and 2. The PTE’s analysis shows this is most apparent in Stages 2 and 3 (of a 4-stage, residential therapeutic plan), which likely links to students’ learning readiness, which can vary. Success and progress are recognised and celebrated among students and staff. Student survey feedback is largely positive and affirming of the educational practices. Equity of achievement is difficult to validly measure as students’ social and educational starting points are highly varied, and their progress through their therapeutic plan and, ultimately, their discharge from Te Poutama, will have a larger bearing on achievement than ‘residence time’ or NCEA credits achieved per term.</p>
Conclusion:	Each student’s achievement varies and reflects their prior education, current interests and the ability of the PTE to service the resources needed under the constraints of a secure location. Analysis and reflection on achievement – including

<sup>2</sup> The findings in this report are derived using a standard process and are based on a targeted sample of the organisation’s activities.

	the equity dimension – occurs and is clearly being prioritised. New and more evolved measures of learner achievement are being developed in line with a new approach to the curriculum.
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## 1.2 What is the value of the outcomes for key stakeholders, including students?

Performance:	<b>Good</b>
Self-assessment:	<b>Good</b>
Findings and supporting evidence:	<p>The lead educator – with consultancy assistance – is making sound progress in developing a local curriculum (a priority arising from the Education Review Office special review) and has with others developed a useful graduate profile to help further focus students’ aspirations. The implicit value is the contribution which the PTE makes towards the 4-stage therapeutic programme, and the goal of helping each student address issues that led to their offending.</p> <p>In 2019, 58 per cent of admissions completed the Te Poutama therapeutic programme; while 42 per cent had an unplanned discharge due to serious incidents, so their programme was not completed. Of these, 25 per cent went to whānau settings, 16 per cent to supported living, while 59 per cent remained in Oranga Tamariki care. In 2020, 84 per cent made a successful transition and achieved various educational outcomes.<sup>3</sup></p> <p>The PTE is delivering programmes contributing to NCEA outcomes under their contract with the Ministry of Education. Individual student achievement and overall unit standard results were sighted by NZQA, but no data on qualification outcomes was provided. A new student management system was implemented from 2021, and the PTE plans to use it ‘to gather and track achievement in NCEA data in a way that allows...analysis [of] progress over time, as well rate of progress’.</p> <p>Self-assessment evidence sources considered by the evaluators included samples of student individual learning plans and end-of-term reports, which have evolved in the range of information which they present to students and stakeholders, as have the quarterly reports to the Ministry of Education which contain</p>

<sup>3</sup> As indicated under 1.1, this summary needs to acknowledge the variable educational experiences prior to students’ admission to Te Poutama Ārahi Rangatahi.

	overall achievement data. The evaluators could readily determine the added value that the education programmes contribute to the wider Te Poutama organisational goals (clinical and residential domains) but saw no specific evidence of wider post-provision value. Te Poutama continues to support the young people for 6 months following discharge. Collection of data beyond this is challenged by the requirements of the privacy act.
Conclusion:	Students are mostly making good progress towards achieving NCEA within a custodial, therapeutic programme. The self-assessment useful summary is accurate: 'Te Poutama works to support each learner to identify and engage in suitable future pathways for learning and work. Each youth's progress and ongoing goals across all areas is collated within Individual School Reports and Progress Reports. These are presented to [external] stakeholders [including] case conferences and transition meetings, [and] Court Reports [etc]'.

### 1.3 How well do programme design and delivery, including learning and assessment activities, match the needs of students and other relevant stakeholders?

### 1.4 How effectively are students supported and involved in their learning?

Performance:	<b>Good</b>
Self-assessment:	<b>Good</b>
Findings and supporting evidence:	The small number of students resident at Te Poutama benefit from the one-on-one attention from teachers and teaching assistants. Their learning and assessment is shaped by suitably documented individual learning plans, developed with student input. These are updated at least each term. Students receive a term report summarising their achievements, and the education leadership group now also receives summarised achievement against annual goals. <sup>4</sup> Student voice initiatives are somewhat in their infancy, but the aim is to encourage self-awareness and ownership of educational progress. The PTE's Code review <sup>5</sup> adopted a gap analysis approach, mapping against existing

<sup>4</sup> For example, the highest frequency of unit standards achieved; see Appendix 1.

<sup>5</sup> The Education (Pastoral Care of Tertiary and International Learners) Code of Practice 2021

	<p>monitoring and review practices. The evaluators were able to consider reports by the Education Review Office and Oranga Tamariki and the Children’s Commissioner, and observed the multi-faceted, different but overlapping regulatory frameworks to which the PTE responds on an ongoing basis.</p> <p>Programmes are flexibly constructed based on the individual learning plan and may include literacy and numeracy activities; access to specialist online learning resources (for essay writing for example); vocational courses taught by other providers; field trips and educational activities outside the centre; music and cooking lessons. The students have a history of trauma and variable experiences within the education system. They may have had long absences from secondary school, or anxiety about past schooling experiences. Student engagement is at times deliberately gradual as learning readiness is carefully monitored by education staff. Some have well advanced academic skills and knowledge.</p> <p>Ongoing monitoring and review of progress is improving with new tools and approaches in use, and students’ engagement in their individual learning plans is methodical and directly related to the overarching therapeutic plan.</p> <p>Teaching staff are purposeful and well informed about their work; they participate in reflection and review and seek to ensure fulfilment of each student’s individual learning plan. Resources available to teachers and students are appropriate. These include a library, Chromebooks, supervised access to Internet/Google for research, access to musical instruments and a camera, a small workshop, and some sports facilities.</p> <p>There is evidence that the improvement plan developed in 2020 after two successive years of unsatisfactory results in NZQA’s national external moderation was actioned and the required improvements occurred. There is also recent, positive external moderation by Toi Mai Workforce Development Council. Assessment practices – and thus the validity of achievement, particularly in literacy and numeracy – have improved. The 2021 Education Review Office special review report proposed five development priorities and made three recommendations which has led to an action plan by the PTE, and these are being methodically implemented.<sup>6</sup></p>
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<sup>6</sup> Specific findings regarding Te Poutama are summarised here:



Conclusion:	<p>The Te Poutama learning environment and activities are planned and structured for the benefit and needs of the students. Education and clinical goals are not always easily integrated; some tensions exist between the three key dimensions of educational, clinical support and residential requirements and activities. Where possible goals identified through the graduate profile are aligned with relevant clinical goals.</p> <p>The ability of the PTE to service the resources needed under the constraints of a secure unit is also a limiting factor, but the innovative approaches described by staff and students are evidence of a genuine willingness to respond to learner interests wherever feasible. The match with the needs of students and other relevant stakeholders since the last EER is good overall. Responses to the wellbeing needs of students are also appropriate.</p>
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### 1.5 How effective are governance and management in supporting educational achievement?

Performance:	<b>Good</b>
Self-assessment:	<b>Good</b>
Findings and supporting evidence:	<p>Te Poutama has made progress in a range of planning and quality assurance actions which were needed. Responding fully to the priorities arising from the 2021 Education Review Office special review has been central to this. Significant work responding to those requirements has already occurred, but there is more to do.</p> <p>The approval by the Teaching Council of Aotearoa of Te Poutama's capability relating to maintaining registration for teachers on staff is a positive step. Professional development in relevant areas has been occurring which reflects annual goals, staff needs and learning programmes, and a plan for ongoing development is in place.</p> <p>Late in 2021, Te Poutama leadership undertook a values-based review of staff wellbeing and identified some areas for improvement. They identified actions they intend will raise the sense of value experienced consistently by all staff. The evaluators heard of a sense of 'disvalue' from some educational</p>

<https://ero.govt.nz/our-research/learning-in-residential-care-they-knew-i-wanted-to-learn/ero-special-review-te-poutama-arahi-rangatahi-barnardos>

	<p>staff, and can confirm that there is work to do here as well. This has begun in the form of a review and action initiated by the leadership team.</p> <p>There are some overly complex systems and plans, and given the point where the PTE is on the change and renewal of systems' life-cycles, there are many simultaneous or overlapping or inter-related actions, which makes it difficult to identify and determine what improvements have occurred, and more importantly what works best in the current environment.</p> <p>Nevertheless, the direction of change and improvement is positive, and a well-informed leadership group is evident. The recent establishment of an Education Leadership Group, with regular scheduled meetings, could become an important element in supporting educational achievement, supporting the education lead, and for strengthening communication between groups and monitoring improvement and change in line with plans and strategies.</p>
Conclusion:	<p>There are multiple evidence sources to indicate that ongoing reflection, review, listening to the student voice and adapting or changing systems and processes for improvement are now occurring at Te Poutama. There is good evidence that the PTE now has a 'clear strategic direction for improvement and curriculum development', as stated in their self-assessment summary, which supports educational achievement.</p>

## 1.6 How effectively are important compliance accountabilities managed?

Performance:	<b>Marginal</b>
Self-assessment:	<b>Marginal</b>
Findings and supporting evidence:	<p>Since Te Poutama does not offer a programme or qualification, the PTE has had relatively minimal interaction with NZQA since the last EER. Attestations and other required documentation to NZQA have been supplied annually as required, although a Fit and Proper Person declaration for the latest appointment of a suitably qualified and experienced lead educator was submitted some months late.</p> <p>A somewhat dated seven-credit training scheme<sup>7</sup> was delivered in 2021 and 2022, but not in the preceding three years. This is</p>

<sup>7</sup> Operating a Personal Computer (Training Scheme) (level 2) (116381) (approved 2013)

	<p>in breach of the NZQA rules for maintaining registration as a PTE: an approved programme or training scheme must be offered annually. The PTE explains that their own assessment found the training scheme is not particularly relevant or attractive to most students, and they are currently developing a new micro-credential to replace it.</p> <p>Timeliness of student results reporting to NZQA has not been consistent. In 2018, all results for 11 students were reported to NZQA within the three-month timeframe. The proportion reported within three months has dropped every year since then, and in 2021, 22 per cent of results (for 10 students) were reported late.</p> <p>The PTE has other important compliance accountabilities to the Ministry of Education (through the Education Review Office), Oranga Tamariki, and the Children’s Commissioner. Evaluating the performance of the PTE against these other agencies’ requirements is outside the scope of the EER, but ample evidence was provided to the evaluators to show that Te Poutama engages in a responsive and ongoing manner with each of these entities.</p>
<p>Conclusion:</p>	<p>Self-assessment has been variable for maintaining alignment with NZQA requirements – leading to lower ratings under this key evaluation question. There is an improvement trend (such as National External Moderation improvements, and work developing a more viable and widely relevant micro-credential).</p> <p>NZQA notes that the last EER made a recommendation relating to compliance management, which does not appear to have been comprehensively taken on board, at least until quite recently.<sup>8</sup> Other EER-related recommendations have begun to be enacted (e.g. establishment of a leadership group, and engagement with external consultants regarding compliance) and show promise.</p>

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<sup>8</sup> ‘Develop and implement systems to ensure that all the requirements to maintain registration as a PTE are systematically reviewed and addressed.’ (Source: 2018 EER report)

# Focus areas

*This section reports significant findings in each focus area, not already covered in Part 1.*

## 2.1 Focus area: Educational programme delivery

Performance:	<b>Good</b>
Self-assessment:	<b>Good</b>

# Recommendations

*Recommendations are not mandatory, but their implementation may improve the quality and effectiveness of the training and education provided by the tertiary education organisation (TEO). They may be referred to in subsequent external evaluation and reviews (EERs) to gauge the effectiveness of the TEO's quality improvements over time.*

NZQA recommends that Barnardos (Te Poutama Ārahi Rangatahi):

1. Develop formal Terms of Reference and an annual meeting schedule for the Education Leadership Group, and include standing agenda items on students' achievements and compliance with NZQA PTE registration rules.
2. Continue to embed self-assessment practices which involve all staff, are data and evidence enabled (the new Analysis of Variance report is a good existing example), to clearly answer NZQA's six key evaluation questions for themselves.
3. Prioritise continuing professional development in assessment and moderation best practice for all teaching staff.
4. With respect to The Education (Pastoral Care of Tertiary and International Learners) Code of Practice 2021, consult collectively with the PTE's multiple regulators on the best fit or approach to the Code in their type of facility, which has numerous unique features not encountered by other tertiary education organisations.<sup>9</sup>

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<sup>9</sup> This to some extent echoes a recommendation made by the Education Review Office that Te Poutama should 'clarify the overall roles and responsibilities for meeting the legislative and regulatory requirements and for ensuring the physical, cultural, and emotional safety of students'.

# Requirements

*Requirements relate to the TEO's statutory obligations under legislation that governs their operation. This include NZQA Rules and relevant regulations promulgated by other agencies.*

There are no requirements arising from the external evaluation and review.

# Appendix 1

## Barnados' highest frequency unit standards (as achieved by 10 or more students between 2018-21)

(Source: NZQA data and data analysis)

504	Produce a CV (curriculum vitae)
4253	Demonstrate knowledge of job search skills
11856	Describe human reproduction, in a supported learning context
11857	Demonstrate knowledge of factors relating to informed decisions about sexual practice, in a supported learning context
11858	Identify sexuality and influences on sexual expression, in a supported learning context
11859	Identify and develop personal safety strategies, in a supported learning context
11862	Identify the effects of harmful substances and identify support systems for users, in a supported learning context
12349	Demonstrate knowledge of time management
12352	Describe aspects of one's own lineage/whakapapa, heritage, and cultural identity
12355	Describe strategies for managing stress
24871	Complete complex forms
26622	Write to communicate ideas for a purpose and audience
26623	Use number to solve problems
26624	Read texts with understanding
26625	Actively participate in spoken interactions
26626	Interpret statistical information for a purpose
26627	Use measurement to solve problems
27106	Describe the terms associated with whakapapa and use them within a family structure
27108	Describe the protocols and roles associated with powhiri in accordance with tikanga and/or kawa
29363	Learn to drive a vehicle within the conditions of a Class 1 New Zealand learner driver licence

# Appendix 2

## Conduct of external evaluation and review

*All external evaluation and reviews are conducted in accordance with NZQA's published rules. The methodology used is described in the web document <https://www.nzqa.govt.nz/providers-partners/external-evaluation-and-review/>. The TEO has an opportunity to comment on the accuracy of this report, and any submissions received are fully considered by NZQA before finalising the report.*

### *Disclaimer*

*The findings in this report have been reached by means of a standard evaluative process. They are based on a representative selection of focus areas, and a sample of supporting information provided by the TEO under review or independently accessed by NZQA. As such, the report's findings offer a guide to the relative quality of the TEO at the time of the EER, in the light of the known evidence, and the likelihood that this level of quality will continue.*

*For the same reason, these findings are always limited in scope. They are derived from selections and samples evaluated at a point in time. The supporting methodology is not designed to:*

- *Identify organisational fraud<sup>10</sup>*
- *Provide comprehensive coverage of all programmes within a TEO, or of all relevant evidence sources*
- *Predict the outcome of other reviews of the same TEO which, by posing different questions or examining different information, could reasonably arrive at different conclusions.*

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<sup>10</sup> NZQA and the Tertiary Education Commission (TEC) comprehensively monitor risk in the tertiary education sector through a range of other mechanisms. When fraud, or any other serious risk factor, has been confirmed, corrective action is taken as a matter of urgency.

## Regulatory basis for external evaluation and review

*External evaluation and review is conducted under the Quality Assurance (including External Evaluation and Review (EER)) Rules 2021, which are made by NZQA under section 452(1)(t) of the Education and Training Act 2020 and approved by the NZQA Board and the Minister of Education.*

*Self-assessment and participation and cooperation in external evaluation and review are requirements for:*

- *maintaining accreditation to provide an approved programme for all TEOs other than universities, and*
- *maintaining consent to assess against standards on the Directory of Assessment Standards for all TEOs including TITOs but excluding universities, and*
- *maintaining training scheme approval for all TEOs other than universities.*

*The requirements for participation and cooperation are set through the Programme Approval and Accreditation Rules 2021, the Consent to Assess Against Standards Rules 2021 and the Training Scheme Rules 2021 respectively.*

*In addition, the Private Training Establishment Registration Rules 2021 require registered private training establishments to undertake self-assessment and participate in external evaluation and review as a condition of maintaining registration.*

*NZQA is responsible for ensuring non-university TEOs continue to comply with the rules after the initial granting of approval and accreditation of programmes, training schemes and consents to assess and registration. The New Zealand Vice-Chancellors' Committee (NZVCC) has statutory responsibility for compliance by universities.*

*This report reflects the findings and conclusions of the external evaluation and review process, conducted according to the Quality Assurance (including External Evaluation and Review (EER)) Rules 2021. The report identifies strengths and areas for improvement in terms of the organisation's educational performance and capability in self-assessment.*

*External evaluation and review reports are one contributing piece of information in determining future funding decisions where the organisation is a funded TEO subject to an investment plan agreed with the Tertiary Education Commission.*

*External evaluation and review reports are public information and are available from the NZQA website ([www.nzqa.govt.nz](http://www.nzqa.govt.nz)). All rules cited above are available at <https://www.nzqa.govt.nz/about-us/our-role/legislation/nzqa-rules/>, while information about the conduct and methodology for external evaluation and review can be found at <https://www.nzqa.govt.nz/providers-partners/external-evaluation-and-review/>.*



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