



NEW ZEALAND QUALIFICATIONS AUTHORITY  
MANA TOHU MĀTAURANGA O AOTEAROA

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

# Report of External Evaluation and Review

## Literacy Aotearoa Training

Confident in educational performance

Not Yet Confident in capability in self-assessment

Date of report: 13 September 2018

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# Purpose of this Report

*The purpose of this external evaluation and review report is to provide a public statement about the Tertiary Education Organisation's (TEO) educational performance and capability in self-assessment. It forms part of the accountability process required by Government to inform investors, the public, students, prospective students, communities, employers, and other interested parties. It is also intended to be used by the TEO itself for quality improvement purposes.*

## Introduction

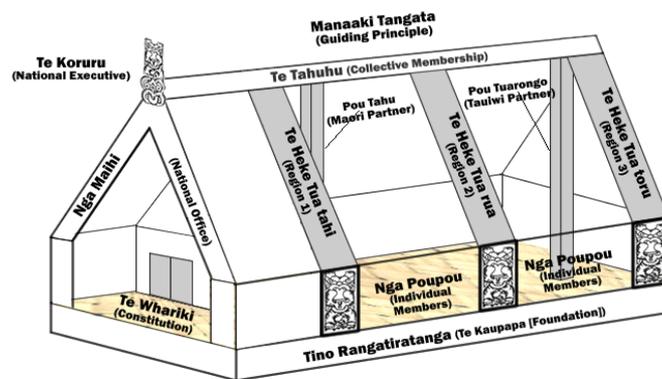
### 1. TEO in context

Name of TEO:	Literacy Aotearoa Training (Literacy Aotearoa)
Type:	Private training establishment (PTE)
First registered:	1994
Location:	162 Grafton Road, Auckland
Delivery sites:	Nationwide through 47 temporary delivery sites.
Courses currently delivered:	<ul style="list-style-type: none"><li>• National Certificate in Adult Literacy and Numeracy Education (Vocational Tutor/Lecturer or Workplace Trainer) (Level 5) (NCALNE)</li><li>• National Certificate in Adult Literacy and Numeracy Education (Educator) (Level 5)</li><li>• New Zealand Certificate in Adult Literacy and Numeracy Education (Vocational/Workplace) (Level 5) (NZCALNE)</li></ul> <p>These courses are undertaken by trainee tutors (see <i>Scope of external evaluation and review</i>).</p>
Code of Practice signatory:	No

Number of students:	<ol style="list-style-type: none"> <li>1. Tutor training: 955 (128 equivalent full-time students (EFTS)) in the 2016 calendar year (Māori 34 per cent, Pasifika 7 per cent).</li> <li>2. Adult literacy and numeracy tuition or adult and community education: 7,446 in the 2016 calendar year (Māori 32 per cent, Pasifika 11 per cent, Asian 9 per cent, Other 9 per cent). Of these, 4,309 (58 per cent) had no secondary school qualification, 3,677 (49 per cent) identified as non-employed or beneficiary, and 2,405 (32 per cent) were in paid employment.</li> </ol>
Number of staff:	753 (230 full-time equivalent staff) of which there are 511 active tutors (122 full-time equivalent tutors).
Scope of active accreditation:	<p>Approved programmes (in addition to the courses currently delivered):</p> <ul style="list-style-type: none"> <li>• Certificate in Business Administration and Computing (Level 2)</li> <li>• Certificate in Computing (Level 2)</li> <li>• Certificate in Employment Skills (Level 1)</li> <li>• Certificate in Work and Community Skills (Supported Learning) (Level 1)</li> </ul> <p>Literacy Aotearoa has accreditation for numerous domains including:</p> <ul style="list-style-type: none"> <li>• Adult Literacy and Numeracy Education (Level 5)</li> <li>• Adult Literacy Educator (Level 5)</li> </ul> <p>For details of the other domains see:</p> <p><a href="http://www.nzqa.govt.nz/providers/ngf-accreditations.do?providerId=950894001">http://www.nzqa.govt.nz/providers/ngf-accreditations.do?providerId=950894001</a></p>

Distinctive characteristics:

Literacy Aotearoa is a large PTE with a network of 35<sup>1</sup> adult education provider members (Poupou) located throughout New Zealand. The mission of Literacy Aotearoa is 'to develop, promote and deliver accessible, quality literacy services designed to ensure the peoples of Aotearoa are critically literate and able to realise their full social, cultural and economic potential'. Literacy Aotearoa is a treaty-based organisation. Its kaupapa is to 'honour Te Tiriti o Waitangi by operating in accordance with Tino Rangatiratanga and guided by Manaaki Tangata'. A wharehenui describes its organisational structure.<sup>2</sup>



Te Kōruru (the national governing body) establishes policy and monitors the effectiveness of the organisation. Te Tumuaiki (the chief executive officer) manages Ngā Maihi (the national office) and the overall organisation.

Literacy Aotearoa offers two main streams of training: first, free literacy and numeracy tuition or community education classes; secondly, the training of literacy and numeracy tutors.

1) Poupou engage tutors who deliver individualised learning courses to adults in both one-to-one and group settings, in a range of learning environments. These include 47 Poupou facilities, or at the local

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<sup>1</sup> There were 45 poupou members at the last EER.

<sup>2</sup> <http://www.literacy.org.nz/who-we-are/mission-and-kaupapa>.

marae, in homes, community houses and workplaces.

2) The PTE trains adult literacy and numeracy tutors on NZQA-approved programmes toward two level 5 NZQA qualifications (NCALNE). However, in 2017 NZQA approved Literacy Aotearoa to offer the New Zealand Certificate in Adult Literacy and Numeracy Education (Vocational/Workplace) (NZCALNE), in collaboration with The Open Polytechnic. Delivery of this blended, part-time programme began in August 2017. Literacy Aotearoa also offers ongoing professional development.

The PTE is a member of the Literacy Alliance and the Adult and Community Education Sector Strategic Alliance. The Tertiary Education Commission (TEC) funds most of Literacy Aotearoa's educational activities from the following funding pools: Student Achievement Component, Intensive Literacy and Numeracy, Workplace Literacy and Numeracy, and Adult and Community Education. Since 2010, industry training organisations have funded Literacy Aotearoa to provide learning support to their trainees and apprentices in the workplace.

Recent significant changes:

Literacy Aotearoa has implemented a range of initiatives to support consistently high quality education services. One project has introduced shared back-office systems across the Poupou members. The PTE has replaced the previous quality assurance standards, Te Poutama Painga, with Te Kete Mauri Ora (the organisational basket of wellbeing). This is an outcomes framework that demonstrates how Literacy Aotearoa knows it is working effectively for students, other stakeholders and as an organisation. This outcomes approach is being implemented in mid-2017, with three pilot internal evaluations of Poupou recently completed.

Previous quality assurance history:

The most recent external evaluation and review (EER) of Literacy Aotearoa Training took place in June 2013; NZQA was Confident in both the educational performance and capability in self-assessment of the PTE.

The TEC conducted an audit of Literacy Aotearoa in

August 2014. The key findings were that the course completion rates for NCALNE and the Certificate in Adult Literacy Tutor Training (Level 5) had not been accurately reported for 2013 and 2014. Literacy Aotearoa subsequently worked with the TEC to effectively address the reporting issues.

Literacy Aotearoa has had ongoing unsatisfactory moderation results. Despite mandatory improvement plans, insufficient progress was made during 2012-2015. NZQA therefore imposed statutory conditions in April 2015. These conditions were met by February 2016. However, unsatisfactory results in 2016 (including the key domains of Adult Education and Adult Literacy and Numeracy Education units) has led to another improvement plan being required.

## 2. Scope of external evaluation and review

The lead evaluator reviewed a range of documents that Literacy Aotearoa had submitted, as well as NZQA and TEC-held data. A scoping meeting took place at the head office. Four focus areas were selected covering the major educational activity being undertaken. The areas were:

1. Adult Literacy and Numeracy Education Tutor Training. This Student Achievement Component-funded programme made up just 9 per cent of the PTE's 2016 income and was delivered to 955 tutor trainees in 2016. However, these are the only NZQA-approved programmes offering a listed qualification, which is a priority for NZQA. The training is critical for Literacy Aotearoa, for training the tutors who deliver its literacy and numeracy education.
2. Adult and Community Education-funded courses were delivered to 5,054 students (68 per cent of the total literacy and numeracy 2016 students). This learning takes place in one-to-one and group contexts. These courses have a high component of literacy and numeracy skills development and include: Digital Literacy, Driver Licence, Financial Literacy and Life Skills, Work Readiness, and Healthy Lifestyles.
3. Intensive Literacy and Numeracy-funded courses were delivered to 998 students (14 per cent of the 2016 students). This learning predominantly takes place in group contexts.
4. Workplace Literacy and Numeracy-funded educational services were delivered to 888 students (13 per cent of the 2016 students). This is both one-to-one and group tuition focused on supporting trainees to be effective in their workplaces.

Two of the 35 Poupou members were visited: Literacy Arohamai in Levin and Literacy Auckland North on the North Shore.

## Conduct of external evaluation and review

*All external evaluation and reviews are conducted in accordance with NZQA's published policies and procedures. The methodology used is described fully in the web document Policy and Guidelines for the Conduct of External Evaluation and Review available at: <http://www.nzqa.govt.nz/providers-partners/registration-and-accreditation/external-evaluation-and-review/policy-and-guidelines-eer/introduction>. 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.*

A team of four evaluators over three days visited the National Office and two Poupou members in Auckland and Levin. The evaluators met with members of Te Kōruru (national board) and Ngā Maihi (National Office). They interviewed Poupou governance board members and managers, tutors, students and external stakeholders. The evaluators also reviewed a wide range of documents including: a self-assessment summary, NZQA and TEC-held information, internal reports, national hui presentations, student enrolment data, and the Literacy Aotearoa website.

### *Disclaimer*

*The findings in this report have been reached by means of a standard evaluative process: <http://www.nzqa.govt.nz/providers-partners/external-evaluation-and-review/policy-and-guidelines-eer/introduction/>. 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>3</sup>*
- *Provide comprehensive coverage of all programmes within a TEO, or of all relevant evidence sources*

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<sup>3</sup> NZQA and the 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.

- *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.*

# Summary of Results

## Statements of confidence on educational performance and capability in self-assessment.

NZQA is **Confident** in the educational performance and **Not Yet Confident** in the capability in self-assessment of **Literacy Aotearoa Training**.

Literacy Aotearoa has two key types of educational delivery: adult literacy and numeracy and community education, and NZQA-approved tutor training programmes.

1. Adult literacy and numeracy and community education<sup>4</sup> delivery meets the most important needs of students and key stakeholders through generally effective processes. Self-assessment has been purposefully used to make clear and significant improvements. However, the quality of the self-assessment information is mixed; it covers most, but not all priority areas.

Students generally make educational progress. Around 40 per cent of the 2016 Intensive Literacy and Numeracy students and around one-quarter of the Workplace Literacy and Numeracy students made documented numeracy and literacy gains. Nearly 2,300 of the 2016 students had fully or partly met their individual goals (see Findings 1.1). Most students describe significant outcomes from their tuition: developing new skills, feeling hopeful for the future, an improved work life, and being able to help others and go on to further education (see Findings 1.2).

A wide range of generally effective processes contribute to the tutor training achievement and outcomes. Over 70 per cent of the 2016 Intensive and Workplace Literacy and Numeracy-funded students were assessed using the TEC tool.<sup>5</sup> Many had individual learning plans. Relevant national programmes have been developed and Poupuu annual business plans outline their response to local needs. Students are generally well supported to stay involved in their learning. An innovative outcomes approach demonstrates well the impact of the tuition.

However, there are also some significant self-assessment gaps that require attention. The achievement and outcomes for Māori and Pasifika students have not been separately monitored or reported. It was not clear how many students attended the various community education programmes or had received

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<sup>4</sup> See Focus Areas 2.1-2.3 for further details.

<sup>5</sup> Literacy and Numeracy for Adults Assessment Tool (LNAAT)

individual tuition, or what proportion of the workplace programmes were workplace or student-initiated. The monitoring of the qualifications that the literacy and numeracy tutors hold and the implementation of national processes need to be strengthened.

2. The training of adult literacy tutors<sup>6</sup> meets most of the important needs of students and key stakeholders. There are some effective processes and some significant gaps, which have been partly addressed. Generally sound self-assessment information has been coherently used to identify gaps, make changes and bring about some worthwhile improvements.
3. The achievement and outcomes from the tutor training programmes were mixed but sound. Cohort-based qualification completion rates were strong. However, due to unsatisfactory moderation outcomes, NZQA did not have full confidence in the results. Completion rates of Māori students were below, and for Pasifika students were generally below the rate for all students (see Findings 1.1). Since the last EER, 574 students have graduated. Many graduates work for Literacy Aotearoa, but this had not been effectively tracked. There was limited evidence of how well the training had prepared the graduates for their teaching role (see Findings 1.2).

A wide range of processes, some effective, have contributed to the above achievement and outcomes. An independent review commissioned by the PTE in 2016 identified key performance gaps including ongoing unsatisfactory moderation results. Numerous changes were made and the 2015 and 2016 course completions improved, but qualification completions were mixed. Student feedback was generally positive. Literacy Aotearoa viewed the performance and support as showing some progress but 'problematic and inconsistent' in mid-2017. A new quality manager has implemented more robust moderation practices. Literacy Aotearoa received NZQA approval to offer a new tutor training programme in collaboration with The Open Polytechnic. This arrangement offers facilitated online delivery and additional independent moderation. Delivery began in August 2017 and initial feedback has been positive. Programme compliance requirements have generally been effectively managed. The achievement and outcomes for Māori and Pasifika students have not been effectively monitored or reported.

More generally, Literacy Aotearoa has developed a recognised expertise in adult numeracy and literacy education and strong national stakeholder relationships, including a new partnership with The Open Polytechnic. It has also attracted increased funding from an increasing number of industry training organisations.

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<sup>6</sup> See Focus Area 2.4 for further details.

NZQA wishes to formally recognise that Literacy Aotearoa (including its 35 Poupou members) has a strong kaupapa that underpins its mahi. The considerable mahi of its voluntary and paid staff and those in governance, has clearly contributed to improving the lives of thousands of often marginalised learners and their communities.

# Findings<sup>7</sup>

## 1.1 How well do students achieve?

The rating for performance in relation to this key evaluation question is **Good**.

The rating for capability in self-assessment for this key evaluation question is **Adequate**.

The tutor training group of Literacy Aotearoa students train part-time on NZQA-approved training programmes to become qualified adult literacy tutors. Educational achievement rates have been generally sound, though there is not full confidence in these results due to unsatisfactory moderation outcomes.

**Table 1. Course completion rates for the National Certificate in Adult Literacy Education (Level 5) and Certificate in Adult Literacy Tutor Training (Level 5) 2014-2016 (percentages)**

Year	2014	2015	2016
All students (sector median)	78 (83)	83 (87)	87 (82)
Māori	74	79	83
Pasifika	76	71	75

Sources: TEC data

Course completion rates were sound and have improved in 2015 and 2016 as Literacy Aotearoa actively worked with students to complete their practicum (Table 1). Completion rates for Māori students (34 per cent of total students in 2016) were slightly below all students, while the rate was generally lower for the few Pasifika students (5 per cent of total students in 2016).

**Table 2. Qualification completion rates for the National Certificate in Adult Literacy Education (Level 5) and Certificate in Adult Literacy Tutor Training (Level 5) 2014-2016<sup>8</sup>**

Year	2014	2015	2016
All students	40	57	38
Māori	27	45	26
Pasifika	17	24	41

Sources: TEC data

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<sup>7</sup> The findings in this report are derived using a standard process and are based on a targeted sample of the organisation's activities.

<sup>8</sup> Sector medians are not an appropriate benchmark for qualification completions.

Qualification completions improved in 2015, but this was not sustained in the 2016 year. The qualification completion rates for Māori and Pasifika students were clearly weaker. However, tracking students completing a qualification over time is a useful achievement measure as most students study part-time (Table 3).

**Table 3. Percentage of student cohort completing the National Certificate in Adult Literacy Education (Level 5) and Certificate in Adult Literacy Tutor Training (Level 5) in 2015 and 2016, compared with relevant benchmarks (percentage of total students)**

Year	Literacy Aotearoa cohort completion rates	Cohort completion rates for domestic part-time students for level 4-7 qualifications for all PTEs <sup>9</sup>	Average completion rates for domestic part-time students for level 5-7 qualifications
2015	49	45	31 (after 3 years)
2016	47	48	38 (after 5 years)

Sources: TEC and Ministry of Education data

These completion rates were strong, comparing well with two relevant benchmarks. However, due to ongoing unsatisfactory external moderation results, the evaluators cannot express full confidence in these achievement results (see Findings 1.3).

The second group of Literacy Aotearoa students are the over 7,400 students in 2016 participating in adult literacy and numeracy or community education classes or via one-to-one tuition. Literacy Aotearoa has collected some relevant evidence demonstrating that these students make educational progress.

**Table 4. Literacy and Numeracy for Adults Assessment Tool (LNAAT)<sup>10</sup> or Starting Point gain in 2016 (percentage of total students)**

Programme	Made a numeracy gain	Made a reading gain
Intensive Literacy and Numeracy	41	37
Workplace Literacy and Numeracy	27	26

Sources: Literacy Aotearoa data

Table 4 shows reasonable proportions making documented gains: about 40 per cent of the Intensive Literacy and Numeracy and around one-quarter of the Workplace Literacy and Numeracy students. At the time of the EER site visit, Literacy Aotearoa was working with the TEC to develop software to improve the quality of this achievement data.

<sup>9</sup> Source: email from TEC advisor 11 December 2017.

<sup>10</sup> <http://www.tec.govt.nz/focus/our-focus/adult-literacy-numeracy/assessment-tool/>

**Table 5. Individual literacy and numeracy student goal achievement 2016**

Total students	Continuing		Withdrawn			Literacy Aotearoa analysis			
	Partly met	Not yet met	Fully met	Partly met	Not met	Total less students currently still studying	Partly met and re-enrolled	Fully met and left	Partly met and left
7,446	2,075	5,107	149	56	59	2,339	89%*	6%*	2%

Source: Literacy Aotearoa

\*Percentage of students still studying

Table 5 shows that 2,280 students in 2016 had partly or fully met their individual goals. However, the analysis provided was limited and unclear and the results not interpreted; in contrast, during the last EER three years of clearly analysed results were reported. There was also no separate monitoring of Māori and Pasifika achievement, and this was a gap in all the key achievement and outcomes evidence Literacy Aotearoa presented. Formal monitoring, reporting and developing plans for improvement for these priority groups is a requirement for all TEOs (see Findings 1.6), and more significant given the high levels of Māori enrolments. This self-assessment gap has not been effectively managed. Analysing the achievement results of each Poupou<sup>11</sup> of different funding pools or courses offered are other areas warranting investigation.

Excepting the monitoring of Māori and Pasifika student achievement, there was good evidence provided of mostly sound understanding of trainee tutor achievement. Achievement data and analysis has improved with the new student management system and changes arising from the 2016 independent review. These results are monitored and reported back monthly to the Poupou and regularly to Te Kōruru (the governing body of Literacy Aotearoa). This monitoring informed the actions taken which lead to improved course completions for all students, including Māori in 2015 and 2016.

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<sup>11</sup> The evaluators visited two Poupou who demonstrated a high level of achievement and outcomes and there were two other Poupou who had been internally evaluated and had at least strong achievement. These four Poupou make up just 12 per cent of the total Poupou membership (35) and so the results could not generalised to the wider membership.

## 1.2 What is the value of the outcomes for key stakeholders, including students?

The rating for performance in relation to this key evaluation question is **Adequate**.

The rating for capability in self-assessment for this key evaluation question is **Adequate**.

There is contrasting performance between the different programmes offered. The adult literacy and numeracy and community education programmes have demonstrated outcomes of value for the students, through gathering some new and innovative evidence. There is limited and variable evidence of the tutor training programmes providing significant outcomes to graduates and key stakeholders.

The clearest outcome of value from the adult literacy tutor training programmes was that 574 graduates were produced between 2014 and 2016. It was evident that some graduates were working as tutors for Literacy Aotearoa<sup>12</sup>; however, the destination of graduates had not been effectively tracked. The PTE has some evidence of the students valuing the training, but it has not followed up the graduates (particularly those working for the organisation) to evaluate how well the training had prepared them for their work role. These are significant self-assessment gaps.

Since the last EER, Literacy Aotearoa has developed an outcomes framework, Te Kete Mauri Ora (the basket of wellbeing), that better demonstrates the outcomes students and stakeholders gain. The PTE worked with the TEC and the University of Waikato to design an appropriate outcomes approach and developed innovative data collection tool. This work reflects the expertise the organisation brings to adult literacy and numeracy education. The following outcomes statements (Table 6) show the different impacts on the students from the learning taking place.

**Table 6. Outcomes for 2016 students – outcome statements (percentages)**

	ACE <sup>13</sup>	ILN	WLN
I have developed new skills	94	90	97
I am now able to help others	57	57	5
I have improved work life	68	64	60
Further education	54	64	8
Hopeful for the future	72	78	81

Source: Literacy Aotearoa; 5 per cent random sample of over 7,400 individual student coversheets completed in 2016.

<sup>12</sup> The evaluators met some graduates during the visits to two Poupou.

<sup>13</sup> ACE – Adult and Community Education; ILN – Intensive Literacy and Numeracy; WLN – Workplace Literacy and Numeracy

Most of the students describe experiencing the above range of relevant and valued impacts; the most common outcomes were 'developing new skills' and being 'hopeful for the future'. There are opportunities for further analysis<sup>14</sup> to support learning and improving value. There was also some evidence that the participants of the national workplace and whānau-focused literacy and numeracy programmes had benefited. There are some gaps in the evidence. There is no data collected on the numbers enrolling on the different Adult and Community Education programmes. Tracking the numbers on, for example, the Driver Education programme<sup>15</sup> (and ideally how many students gained a driver licence) would provide reasonable evidence of valued outcomes. There was no separate monitoring or reporting of the outcomes for Māori and Pasifika students for both key types of delivery.

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

The rating for performance in relation to this key evaluation question is **Adequate**.

The rating for capability in self-assessment for this key evaluation question is **Adequate**.

Performance is mixed in this area. The tutor training programme has matched some but not other key needs; however, there are clear signs of improvement. The foundation literacy and numeracy and community education programmes are generally accessible, and there are a range of tuition options and various processes in place to ensure consistent delivery, though monitoring could be strengthened.

The tutor training programmes have consistently attracted high levels of Māori participation (around 35 per cent of total enrolments) but low Pasifika enrolments (around 5 per cent). There have been ongoing unsatisfactory external moderation results for the adult literacy and numeracy education unit standards.<sup>16</sup> Due to various performance concerns, Literacy Aotearoa had the NCALNE programme independently reviewed in 2016. Targets were set and numerous changes implemented, such as using only a small team of well qualified and experienced trainers to deliver the training. Some progress was made, with higher course completions, but qualification completions remained mixed (see Findings 1.1).

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<sup>14</sup> Including analysing the outcomes that Māori and Pasifika students gained.

<sup>15</sup> This is not an NZQA-approved programme.

<sup>16</sup> There were also issues with the moderation of other unit standards.

However, Literacy Aotearoa rated the overall 2016 performance and the student support as 'inconsistent and problematic'. A new quality manager appointed in early 2017 has implemented more robust moderation. In August 2017, a new NZQA-approved tutor training programme began delivery, offered in collaboration with The Open Polytechnic, which provides additional independent moderation. The initial student feedback was positive but it is too early to confidently rate the performance of this programme.

The literacy and numeracy and community education programmes have generally matched the key needs of the students and stakeholders. Literacy Aotearoa has successfully engaged Māori students (39 per cent of the 2016 students), and had some success with Pasifika (11 per cent) and those under 25 (26 per cent). A range of numeracy and literacy-focused programmes<sup>17</sup> have been developed to meet emerging student and community needs, such as computer literacy, driver licensing and te reo Māori. In a new development, an increasing number of industry training organisations are funding Literacy Aotearoa to provide literacy and numeracy tuition in the workplace. The LNAAT assessment tool usage has increased, though still slightly below TEC contractual requirements.

The organisation has in place a range of standardised and coherent processes for the initial assessment of students, developing individual learning plans and student programme coversheets; the latter has been revised to better demonstrate the achievement and outcomes of the student. There is some evidence of these key processes being implemented across the 35 Poupou; however, clearer regular monitoring is needed. Literacy and numeracy tutors having 'relevant qualifications'<sup>18</sup> is an important and easy-to-measure indicator of quality tuition. Literacy Aotearoa provided some evidence of how many active tutors are qualified, and this too warrants more effective monitoring, analysis and reporting.

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<sup>17</sup> These are not NZQA-approved programmes.

<sup>18</sup> See also Findings 1.6 regarding the TEC expectation of adult literacy and numeracy tutors having 'relevant qualifications'.

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

The rating for performance in relation to this key evaluation question is **Good**.

The rating for capability in self-assessment for this key evaluation question is **Good**.

Providing a learning experience to enhance students' wellbeing (Mauri Ora) is central to the identity of Literacy Aotearoa. This is reflected in its guiding principle of Manaakitanga<sup>19</sup> and the addition of a seventh internal key evaluation question to review this commitment: 'How are the principles and values of Literacy Aotearoa demonstrated in practice?' The practice of Manaakitanga was evident in all documentation and the EER interviews conducted with Te Kōruru, Ngā Maihi, Poupou governance and management, the tutors and key stakeholders. It was also echoed by the students interviewed, feedback sighted and the findings of the externally or internally evaluated Poupou.

Literacy Aotearoa has developed a wide range of effective strategies to support and involve students in their literacy and numeracy needs, including:

- No fees are charged for learning; directly supporting the 49 per cent of 2016 students who are not employed and the many who are in lower-paid work.
- The time, location and design of literacy and numeracy educational activities are chosen to make learning accessible and engaging.

Literacy Aotearoa has, however, identified that the support offered to the students training as tutors had been 'inconsistent and problematic'. Nevertheless, the PTE has effectively supported some 2015 and 2016 students to complete the course practicum module, improving overall course completions. Qualification completions also rose for the 2015 students, and the PTE is continuing to work with the 2016 students. The 2016 and 2017 student feedback mostly agreed or strongly agreed that the trainers had been supportive.

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<sup>19</sup> The whakatauki that Literacy Aotearoa has adopted expresses this core focus on people. 'Hutia te rito o te harakeke, kei hea te kōmako e kō? Kī mai nei ki ahau, he aha te mea nui o te ao? Māku e kī atu, he tangata, he tangata.' 'If you were to pluck out the centre of the flax bush, where would the bellbird sing? If you were to ask me, what is the most important thing in the world?, I would reply, it is people, it is people, it is people.'

## 1.5 How effective are governance and management in supporting educational achievement?

The rating for performance in relation to this key evaluation question is **Adequate**.

The rating for capability in self-assessment for this key evaluation question is **Adequate**.

Literacy Aotearoa has a clear and established mission and strong relationships with national adult literacy and numeracy education stakeholders. Te Kōruru has established some effective national governance responsibilities and processes which are being rolled out to local Poupou over time (see Findings 1.6). The capable Ngā Maihi leadership has overseen a wide range of improvements that have or are being implemented to support Poupou performance including: new financial software, a student management system, and an innovative database and outcomes framework. These changes have taken place while also addressing the performance issues of some Poupou and the tutor training programmes. Substantive improvements have been made to the latter. Online delivery of literacy and numeracy learning is being explored with this strategic partner.

The picture of Poupou governance and management is less clear. Literacy Aotearoa is moving towards an outcomes approach (see Findings 1.2) for reviewing performance, moving away from the previous audit quality standards management system. Internal Poupou reviews were halted in 2015 and 2016 during the transition, but other quality assurance processes were to be retained. However, limited monitoring information was provided to the evaluators to show the consistency of Poupou implementing key quality assurance processes. Also, there was little information about the key outcomes and educational achievement of the Poupou.<sup>20</sup> Given the limited evidence provided, full confidence cannot be expressed in the performance across the 35 Poupou members.

Literacy Aotearoa is a reflective organisation dedicated to its mission and kaupapa of improving the lives of often marginalised learners and their communities. Information is often analysed and used to inform sound, values-based decision-making. The PTE has identified important issues and made changes, some effective, to support stronger performance. However, some key issues have not been effectively addressed: the monitoring and analysis of achievement, the assessment and moderation and outcomes of the tutor training programme, and the monitoring of Poupou performance. There are signs that the capacity of national leadership has been stretched in responding to various changes and a resulting high workflow. Literacy Aotearoa national leadership has engaged with Poupou in late 2017 to determine the best governance model to ensure accessible and quality educational

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<sup>20</sup> As previously stated (See Note 11) there was good evidence that four Poupou were performing strongly or very strongly.

services that align with the kaupapa of the organisation. This is a key strategic priority for the organisation. Finally, NZQA wishes to formally acknowledge the considerable paid and voluntary mahi of Literacy Aotearoa, its 35 Poupou members, its staff and those in governance. Their mahi has clearly contributed to improving the lives of thousands of learners and their communities over many years. This experience is a valuable resource for its journey going forward.

## 1.6 How effectively are important compliance accountabilities managed?

The rating for performance in relation to this key evaluation question is **Adequate**.

The rating for capability in self-assessment for this key evaluation question is **Adequate**.

The PTE has well-established systems and a generally detailed knowledge of the requirements for delivering NZQA-approved programmes and receiving TEC funding. The information provided indicates that the approved programme requirements were being managed effectively. The organisation has a bespoke student management system and a well-designed coversheet system to ensure that TEC funding requirements are being met. A random sample of six student enrolments found no gaps. However, there are some compliance gaps, though none are serious:

- Literacy Aotearoa has not clearly and separately monitored, reported and developed plans to improve the achievement and outcomes for its Māori and Pasifika students (see Findings 1.1 and 1.2).<sup>21</sup>
- There have been ongoing issues with the assessment and moderation of NCALNE units; these issues have not yet been fully resolved (see Findings 1.3).
- Literacy Aotearoa has an established programme for training to ensure its adult literacy and numeracy tutors have 'relevant qualifications'.<sup>22</sup> The monitoring and reporting to ensure tutors are qualified and experienced has only been partly effective (see Findings 1.3).

More generally, Te Kōruru of Literacy Aotearoa has clear governance roles and responsibilities outlined in its detailed operational manual. A finance audit and risk committee regularly considers a risk management report that systematically reviews key control mechanisms. The PTE commissioned an external review of its

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<sup>21</sup> <http://www.nzqa.govt.nz/providers-partners/external-evaluation-and-review/how-nzqa-evaluates-educational-performance-in-external-evaluation-and-review/>

<sup>22</sup> <http://www.tec.govt.nz/focus/our-focus/adult-literacy-numeracy/our-expectations/>

statutory requirements in April 2017 which identified the PTE's key accountabilities. At the time of the EER site visit, action plans were still being developed. Literacy Aotearoa informed the evaluators that there are no legal or ethical issues facing the organisation.

# Focus Areas

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

## 2.1 Focus area: Adult and Community Education programmes

The rating in this focus area for educational performance is **Good**.

The rating for capability in self-assessment for this focus area is **Adequate**.

There is very strong evidence that the most important needs of the Adult and Community Education-funded students from the two internally evaluated Poupou and two Poupou visited during the EER were at least being generally met and effective processes were being followed. There was generally high quality self-assessment information that was being used to support worthwhile improvements.

Across all 35 Poupou there is reasonable evidence that all Adult and Community Education students were initially assessed using Literacy Aotearoa processes. National programmes have been developed and delivered that respond to student and community needs. Poupou submit annual business plans outlining how they respond to local needs. However, it was not clear how many students attended the different programmes or had received individual tuition.

On the other hand, there was good evidence of relevant and valuable outcomes for these students from their participation in these non-assessed community education programmes. Most students described having developed new skills, feeling more hopeful about the future, and having an improved work life; over half describe being able to help others and that they had gone on to further education (see Findings 1.2). The achievement and outcomes for Māori and Pasifika students had not been separately monitored or reported.

## 2.2 Focus area: Intensive Literacy and Numeracy educational services

The rating in this focus area for educational performance is **Good**.

The rating for capability in self-assessment for this focus area is **Adequate**.

There is very strong evidence that:

- At the four previously mentioned Poupou, at least the most important needs of students were generally being met, effective processes were in place, and generally high quality self-assessment information was being used to support improvements (see Findings 2.1).

- Close to 40 per cent of the 2016 students made documented gains in literacy and numeracy using the LNAAT (see Findings 1.1). The proportion of students assessed using the tool has increased in 2017 to 79 per cent of all students.

Across all 35 Poupou there is reasonable evidence that:

- Nearly all Intensive Literacy and Numeracy-funded students had been initially assessed using Literacy Aotearoa processes.
- Students gained relevant outcomes from participation: 90 per cent described having developed new skills, most felt hopeful for the future, and close to two-thirds said they had an improved work life and had gone on to further education; over half were now able to help others (see Findings 1.2).

The achievement and outcomes of Māori and Pasifika students had been not separately monitored or reported.

### 2.3 Focus area: Workplace Literacy and Numeracy educational services

The rating in this focus area for educational performance is **Good**.

The rating for capability in self-assessment for this focus area is **Adequate**.

There is very strong evidence that:

- At the four previously mentioned Poupou, at least the most important needs of students were generally being met, effective processes were in place, and generally high quality self-assessment information was being used to support improvements (see Findings 2.1).
- Over one-quarter of the 2016 Workplace Literacy and Numeracy students made documented gains in literacy and numeracy using the LNAAT (see Findings 1.1). The proportion of students assessed using the tool slightly decreased in 2017 to 71 per cent of all students.

Across all 35 Poupou there is reasonable evidence that:

- All students had been initially assessed using Literacy Aotearoa processes.
- Students gained relevant outcomes from participation. Effectively all students described having developed new skills, most felt more hopeful about the future, and 60 per cent said they had an improved work life. Few said they had gone on to further education (8 per cent) or that they now were able to help others (5 per cent) (see Findings 1.2).

There were some gaps in the evidence: it was not clear what proportion of the programmes were workplace or student-initiated. The achievement and outcomes for Māori and Pasifika students had not been separately monitored or reported.

## 2.4 Focus area: Adult Literacy and Numeracy Education Tutor Training

The rating in this focus area for educational performance is **Adequate**.

The rating for capability in self-assessment for this focus area is **Good**.

This programme met the majority of the important needs of the students and stakeholders, and many of the contributing processes were effective. Generally sound self-assessment information has been coherently used to identify gaps and support worthwhile improvements.

Student achievement was generally sound, while the evidence of clear outcomes was limited. Cohort-based qualification completion rates compared well with two relevant benchmarks, indicating that achievement was strong, though evaluators could not express full confidence in the results due to unsatisfactory moderation results. Completion rates of Māori students (34 per cent of total 2016 students) were below the rate for all students. Rates for Pasifika (7 per cent of the total) were generally below the rate for all students. Māori and Pasifika achievement (and outcomes) had not been clearly monitored, analysed and reported. It was clear that the graduates were teaching at Poupou, but this had not been effectively tracked. There was little evidence of how well the training had prepared the graduates for their teaching role.

The 2016 independent review identified key performance gaps, and numerous and substantive changes were made. Course completions improved, but qualification completion results were mixed. Literacy Aotearoa viewed its overall performance and support in this area as 'problematic and inconsistent' in mid-2017. The new quality manager has implemented more robust moderation practices. NZQA has approved a new tutor training programme delivered in collaboration with The Open Polytechnic, offering online blended delivery facilitated by experienced trainers and additional moderation processes. Delivery began in August 2017 and initial feedback has been positive. Programme compliance requirements have been generally effectively managed, except for the assessment and moderation gaps.

# Recommendations

NZQA recommends that **Literacy Aotearoa Training**:

- Carry out more analysis and reporting of student achievement and outcomes. The performance of all Māori and Pasifika<sup>23</sup> students needs to be separately tracked, analysed and reported.
- Robustly track and analyse the destination of the tutor training programme graduates.
- Evaluate how well the tutor training programme prepares graduates for their workplace role.
- Monitor closely the delivery, assessment and moderation of the new NZCALNE programme.
- Monitor and report on the qualifications held by the active tutors to ensure sufficient adult literacy and numeracy tutor capability.
- Improve the monitoring and reporting on the extent to which the 35 Poupou consistently implement key national processes.<sup>24</sup>
- Review the workflow of key national roles to ensure they are effective and sustainable.

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<sup>23</sup> And potentially other key sub-groups.

<sup>24</sup> This monitoring and reporting would complement the in-depth internal evaluations of the Poupou members.

# Appendix

## Regulatory basis for external evaluation and review

*External evaluation and review is conducted according to the External Evaluation and Review (EER) Rules 2013, which are made by NZQA under section 253 of the Education Act 1989 and approved by the NZQA Board and the Minister for Tertiary Education, Skills and Employment.*

*Self-assessment and participation in external evaluation and review are requirements for maintaining accreditation to provide an approved programme for all TEOs other than universities. The requirements are set through the NZQF Programme Approval and Accreditation Rules 2013, which are also made by NZQA under section 253 of the Education Act 1989 and approved by the NZQA Board and the Minister for Tertiary Education, Skills and Employment.*

*In addition, the Private Training Establishment Registration Rules 2013 require registered private training establishments to undertake self-assessment and participate in external evaluation and review, in accordance with the External Evaluation and Review Rules (EER) 2013, as a condition of maintaining registration. The Private Training Establishment Registration Rules 2013 are also made by NZQA under section 253 of the Education Act 1989 and approved by the NZQA Board and the Minister for Tertiary Education, Skills and Employment.*

*NZQA is responsible for ensuring non-university TEOs continue to comply with the rules after the initial granting of approval and accreditation of programmes and/or 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 External Evaluation and Review (EER) Rules 2013. 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)).*

*The External Evaluation and Review (EER) Rules 2013 are available at <http://www.nzqa.govt.nz/assets/About-us/Our-role/Rules/EER-Rules.pdf>, while information about the conduct and methodology for external evaluation and review can be found at <http://www.nzqa.govt.nz/providers-partners/external-evaluation-and-review/policy-and-guidelines-eer/introduction/>.*

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