

Report of External Evaluation and Review

Manaaki Ora Trust

Confident in educational performance

Confident in capability in self-assessment

Date of report: 15 October 2015

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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:	Manaaki Ora Trust
Type:	Private training establishment (PTE)
First registered:	26 March 2014
Location:	1272 Fenton Street, Rotorua
Delivery sites:	Marae-based delivery, sites approved in Rotorua, Christchurch, Whangarei, Wanganui and Hawkes Bay
Courses currently delivered:	<ul style="list-style-type: none">• National Certificate in Hauora (Māori Health) (Level 4)• National Diploma in Hauora (Māori Health) (Level 6)
Code of Practice signatory:	No
Number of students:	Tertiary Education Commission-funded students 2014: 91 students (63 equivalent full-time students) Health Workforce Zealand 2014: 44 students (of whom 33 are enrolled for a half-year of full-time study) Over 90 per cent of students are Māori.
Number of staff:	Five full-time equivalents
Distinctive characteristics:	Manaaki Ora Trust is a kaupapa Māori organisation.

The Trust has a focus on community health services, particularly for Māori whānau. Tertiary education programmes offered by the Trust are designed to support this sector. Programmes are therefore tailored towards community health workers who are seeking an initial qualification in the community health sector. The qualifications offered were developed in response to a Māori health workforce strategy developed by the Ministry of Health. Because of this, the Trust receives both Vote: Health and Vote: Tertiary Education funding for enrolments within the programme.

No student fees are charged. Students enrolled via Vote: Health (Health Workforce New Zealand) are able to receive supplementary travel cost funding.

The two programmes offered are delivered in a marae-based wānanga setting (i.e. wānanga are held every few weeks for students to attend and progress their course work). Outside of wānanga, students work independently to progress their studies. Most are employed within the community health sector, but this is not compulsory.

Recent significant changes: There has been an organisational structural change. In 2013, Tipu Ora Charitable Trust (the former registered PTE offering these programmes) merged with Te Utuhina Manaakitanga Trust and re-established itself as a single entity called Manaaki Ora Trust. NZQA registered Manaaki Ora Trust in its own right in 2014, and accepted the transfer of programme delivery from Tipu Ora to Manaaki Ora Trust. The qualifications offered are still entitled Tipu Ora qualifications, in accordance with accreditations.

Despite the organisation merger, there have been no staffing changes since the 2011 external evaluation and review.

Previous quality assurance history: NZQA conducted an external evaluation and review of Tipu Ora in 2011. NZQA was Confident in the organisation's educational performance and Confident in its capability in self-assessment.

There has been no previous quality assurance of Manaaki Ora Trust.

2. Scope of external evaluation and review

The agreed scope of the external evaluation and review was twofold:

- Governance, management and strategy
- All educational programmes offered (namely a level 4 Certificate in Hauora Māori and a level 6 Diploma in Hauora Māori).

At the time of this report, governance, management and strategy was a mandatory focus area. Both programmes were selected as the Trust has a limited breadth of tertiary education delivery.

3. 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-eeer/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.

The evaluation team consisted of two evaluators. The team visited the Trust on 23 and 24 June 2015. Interviews were held with:

- A trustee, the chief executive, and the PTE service manager
- Cultural advisor/kuia, and the student mentor
- Two PTE educational tutors
- External stakeholder from the health sector
- Current cohort of eight certificate students (on site, marae locality)
- (Telephone-based) interviews with a recent graduate
- (Telephone-based) interview with a sector stakeholder.

The evaluation team is confident that a sufficient range of staff, stakeholders and students were interviewed for evaluation and review purposes.

During the site visit the Trust provided the evaluation team with a range of operational documentation, including strategic planning materials, management meeting minutes, quality management policies, enrolment information and policies, student achievement records, student evaluations, collated analysis of student satisfaction levels, and course design, delivery and assessment materials. This

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documentation complemented the self-assessment information that had been pre-submitted by the Trust. The evaluators undertook a sample review of all materials tabled.

Summary of Results

Statement of confidence on educational performance

NZQA is **Confident** in the educational performance of **Manaaki Ora Trust**.

Manaaki Ora Trust has good evidence that it is meeting the most important needs of the students and other stakeholders. Primarily, this is demonstrated by the high percentage of students that complete formal qualifications – which from 2012 to 2014 range between 83 and 90 per cent. In addition, Manaaki Ora Trust has also been able to satisfactorily demonstrate that its programmes meet other needs of students, including the acquisition of skills useful for workplace settings, and that they enhance educational confidence, leading to improved well-being. Further to this, Manaaki Ora Trust has provided clear evidence that these outcomes are valued by its stakeholders within the Māori community health sector.

Manaaki Ora Trust has good evidence that its delivery processes are of sufficient quality to positively contribute towards educational outcomes. In particular, the marae-based, kaupapa Māori-driven mode of delivery is highly valued by students. The qualities (knowledge and experience) of tutors and guest speakers is also a major contributing factor in ensuring delivery quality. The main area for ongoing improvement is ensuring the value of the learning experiences offered.

Statement of confidence on capability in self-assessment

NZQA is **Confident** in the capability in self-assessment of **Manaaki Ora Trust**.

Manaaki Ora Trust has a wide range of self-assessment systems in place, which allow for the evaluation of its programmes. This includes an ongoing series of student, employment and stakeholder surveys. There is clear evidence this information is collated and used to make programme improvements. In particular, Manaaki Ora Trust has been able to reflect on how well its programmes lead students to advanced education and employment outcomes.

Overall, the quality and validity of self-assessment information reviewed was generally good. However, in some areas self-assessment needs to be extended to ensure all educational issues presenting can be fully addressed. In particular, Manaaki Ora Trust needs to extend self-assessment in the areas of strategic planning, the type of delivery offered (including number of tuition hours, structure of self-directed learning), the manageability of student cohort sizes, and assessment processes. Independent support is recommended to strengthen these areas.

Findings¹

1.1 How well do learners achieve?

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

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

Manaaki Ora Trust has provided clear evidence that the significant majority of its students are achieving the formal qualifications they seek. Details are shown in the table below, although a key feature is that qualification completions, for Tertiary Education Commission-funded students and Health Workforce students, have consistently been between 83 and 90 per cent over the last three years.² This information correlates with Tertiary Education Commission performance data relating to Tipu Ora over this period.³

Table 1. Qualification completion and progression results, 2012-2014

Tipu Ora - summary results ⁴	2012	2013	2014
Total enrolled students	61	112	135
Total qualification completed students	53	101	112
Qualification completion %	87%	90%	83%
Student progression to diploma %	50%	38%	20%

In addition to formal qualification outcomes, students interviewed said the programme of study was providing them with useful skills and knowledge for their work settings. They also commented that they considered the programmes enhanced their overall wellbeing. These comments were consistent across students, and correlated with written feedback provided by former cohorts of students and graduates.

This evaluation therefore finds that educational performance in relation to learner achievement is strong, and there are no significant gaps or weaknesses.

¹ The findings in this report are derived using a standard process and are based on a targeted sample of the organisation's activities.

² This is based on provision offered by Tipu Ora. The evaluation team considers it appropriate and relevant to consider this data.

³ Note that Tertiary Education Commission data for 2014 was not available at the time of the evaluation.

⁴ Extracted from Manaaki Ora Trust records, includes Tertiary Education Commission and Health Workforce New Zealand students.

Self-assessment of learner achievement occurs formally through managerial reporting to board level.⁵ This is useful, albeit retrospective. There is no goal-setting of student achievement targets within the Trust, or 'live' tracking of student progress beyond tutor levels.

To understand further educational and/or employment pathways of students, Manaaki Ora Trust collects student destination data and undertakes outcomes analyses. These processes are useful and thorough; however, further work to demonstrate a stronger link between the data analyses and the Manaaki Ora Trust programmes would be beneficial.

This evaluation finds good evidence of effective self-assessment that leads to improvements. Examples include surveying of stakeholders and students, and reporting of completions and achievement. There is scope to extend the comprehensiveness and depth of these activities.

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

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**.

Manaaki Ora Trust identifies its primary stakeholders as the Māori community health sector. For this evaluation, Manaaki Ora Trust provided clear evidence that its tertiary education programmes were valued within this sector by Hauora providers, employees within this sector (who are students), and by its local district health board. This information was provided in interviews, and was consistent with documented surveys that Manaaki Ora Trust had undertaken.

For self-assessment purposes, Manaaki Ora Trust surveys all Hauora managers who release staff to attend programmes. However, this is an email survey and the response rate is low and not supported with other information sources. There is scope to periodically extend the breadth and depth of this surveying. There is also scope for the Trust to engage with other tertiary education providers to determine whether there are educational pathways that could be developed for students. At present, learning outcomes from Manaaki Ora Trust do not cross-credit towards higher-level qualifications within the sector.

This evaluation finds that educational performance in relation to stakeholder outcomes is generally strong. The evaluation also finds evidence of effective self-assessment of stakeholder outcomes, such as ongoing verbal feedback with

⁵ Evidence of board reporting on student achievement was tabled.

stakeholders, including employers, although there is scope to extend the depth of these activities.

1.3 How well do programmes and activities match the needs of learners and other 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 **Poor**.

In evaluating the matching of programmes and activities with the needs of learners and stakeholders, this evaluation has taken into consideration the extent of ongoing needs analysis, the maintaining of relevance, developments in subject content, the incorporation of relevant teaching practice and technologies, and the adequacy and appropriateness of resources. The evaluation outcomes are mixed.

Positively, the evaluation has found that students highly value the marae-based learning structure and noho wānanga approach of Manaaki Ora Trust. They comment that this environment allows them to succeed, and staff indicated that for a proportion of students this is their first experience of educational success. It is also positive that Manaaki Ora Trust is highly familiar with the community health sector (being a provider itself), and is therefore able to tailor programmes specifically for Hauora Māori organisations, and match their needs. It is also noted that this is a unique programme not offered elsewhere in the tertiary education sector.

Negatively, this evaluation has found issues with programme design and an associated weakness in reflecting on programme design. In particular, the programme documentation states that during wānanga, students will be engaged in 12.5 hours of tuition per day on an ongoing basis throughout wānanga participation. This is unrealistic – particularly for people entering the tertiary education sector for the first time. Furthermore, there is insufficient evidence that this is actually occurring. There is also no clear evidence that self-directed learning is adequately structured or occurring consistently across the student body. In addition, changes in the length of the certificate programme have been brought about by third-party review rather than genuine reflection by Manaaki Ora Trust on their programme fit. This matters because the 2011 external evaluation and review advised that Tipu Ora needed to address this matter and consider ‘whether the current offer of programmes is designed as full-time tertiary study or as a part-time, work-based training programme’. This has not been determined, nor has a scheduled independent review of delivery taken place as planned at that time. This indicates that no in-depth governance or managerial reflection on educational value has taken place. Senior staff also remain unclear as to whether it is good educational practice for learners to have extended hours of tuition, and further external advice in this area is therefore recommended to assist them.

Because of the mixed findings, this evaluation finds that educational performance is inconsistent in relation to whether the programmes suitably match the needs of learners and other stakeholders. The evaluation also finds that in this area, self-assessment has been ineffective.

1.4 How effective is the teaching?

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**.

In evaluating the effectiveness of the teaching, consideration has been given to whether learning environments are planned and structured for the benefit of students, whether activities engage students, and whether they provide opportunities to apply knowledge and skills. The evaluation has also considered whether assessment practices are valid, sufficient, fair and transparent.

The evaluation has found teaching is generally effective. This is primarily due to the quality of the two core tutors. Both tutors are highly experienced educators with relevant health sector knowledge. They maintain a strong rapport with students, which was confirmed in interviews and student surveys. Since the last NZQA evaluation, both tutors have also gained formal qualifications in adult education. There is clear evidence that the skills of the tutors allow students to progress through their studies and achieve strong learning outcomes. Students also valued the role of 'guest speakers' who are able to provide specialist insights into various areas of study.

The evaluation has also found that programmes are planned and learning is appropriately staggered (poutama model) allowing for progressions. Remedial support is made available for students that require this. As noted, the marae-based learning settings and kaupapa Māori delivery approach provide a secure and comfortable environment for students. However, this evaluation has not found strong evidence that self-directed learning is well structured or occurring consistently among the student body. This relates directly to the questions about whether the programmes are designed to be full-time (as per formal documentation), or are better suited as part-time programmes (refer key evaluation question 1.3).

The evaluation also finds that one tutor had responsibility for over 60 enrolled learners for a semester in 2014.⁶ This is not good management practice. The

⁶ Note that an unknown number of students are said to have withdrawn early in 2014. However, in general, data from Manaaki Ora Trust shows a pattern of this tutor having responsibility for a large number of students, from at least 2013 onwards. We note that in 2015 the tutor had responsibility for 47 students within a single semester, and to provide some support to a further 20 students.

evaluation accepts that the Trust ensures that the tutor-to-student ratio at wānanga does not exceed 1:20, which is satisfactory.

For this evaluation, samples of student assessments were sighted, including internal moderation. The exemplars provided and explanations of assessment processes were generally sound. However, the certificate programme appears to have nearly all assessment occurring directly after delivery. This is a risk as it can be unclear whether learnings have been fully absorbed by the students. In addition, there is some role conflict within internal moderation processes, whereby closely working colleagues and the cultural advisor are tasked with moderation roles. This is not good practice in demonstrating fair and valid assessment systems. There is scope for Manaaki Ora Trust to have its programme delivery (and assessments) reflected on by a third party to improve its delivery and self-assessment processes.

This evaluation finds that overall educational performance is generally strong, and Manaaki Ora Trust is able to manage the identified weaknesses. However, this evaluation also finds that self-assessment in this area is of inconsistent quality; while improvements are occurring, there are some areas to identify and address to improve the effectiveness of teaching.

1.5 How well are learners guided and supported?

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

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

In evaluating how well students are guided and supported, this evaluation has taken into consideration whether students are provided with comprehensive and timely study information, continued support appropriate to their needs, an inclusive learning environment, and minimal barriers to learning.

Manaaki Ora Trust has a strong focus on learner guidance and support. The Trust maintains very clear information for students on course requirements and ensures all learners are given appropriate information as to when wānanga are delivered, and on assessment processes.

In addition, Manaaki Ora Trust retains two roles exclusively focused on student support (the cultural advisor/Kuia and the student mentor). Student feedback in interviews and surveys highlight the significant value of these roles, and the strong sense of manaakitanga and whanaungatanga demonstrated at the Trust. There have been no student complaints, although all students indicated that they were aware of means to resolve any issues that might arise. Students said the Trust staff (managers, tutors, Kuia and mentor) provided support above their expectations.

The evaluation notes that there is no structured educational tool to identify whether particular students might have learning difficulties, and accordingly further self-assessment in this area is recommended. Tutors were, however, able to give an example of services provided to assist one learner with a noticeable disability.

This evaluation therefore finds that educational performance in relation to student guidance and support is strong, and there are no significant gaps or weaknesses. The evaluation also finds good evidence of effective self-assessment that leads to improvements in this area.

1.6 How effective are governance and management in supporting educational achievement?

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**.

This evaluation has considered how well managers and governors respond to change, use results of self-assessment for improvements, have a clear organisational purpose, balance innovation and continuity, provide effective leadership, allocate resources, ensure policies are legal and ethical, and value staffing contributions.

Manaaki Ora Trust is a very positive environment for staff. Staff indicated that they feel valued and that they are aware their work makes a positive difference to the students. Staff performance reviews are in place – although further educational professional development opportunities are yet to be clearly identified and agreed with tutors.

Manaaki Ora Trust also has clear workplace policies and procedures, including a robust quality management system for its tertiary education provision. The chief executive attests that there are no legal or ethical issues arising, and that Manaaki Ora Trust is financially viable.⁷ There is also an educational strategic plan, although it has a process orientation rather than a focus on ensuring educational outcomes for its stakeholders.

The PTE manager is also highly regarded by staff, and has demonstrated a high level of competency in ensuring the PTE meets the expectations of stakeholders. Organisational self-assessment shows strength in process management. For example, there are regular surveys of students, stakeholders and staff; and information is gathered and considered, resulting in nuanced changes in programme delivery. This is positive.

⁷ This question was asked in relation to the PTE aspect of Manaaki Ora Trust.

Notwithstanding, broader questions around the model of delivery, and the fit with the working lives of students, have not been adequately considered by senior managers. For example, they have not considered whether workplace experience is a necessary component of the programmes, and if so: (a) how this can be integrated within delivery modules; and (b) what services should be offered to learners who do not have ready access to a Hauora setting.

This evaluation finds that educational performance in relation to governance and management is strong and that identified gaps are manageable. Self-assessment in this area is bringing about some improvements, but has some inconsistencies and limitations which should be addressed.

Focus Areas

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

2.1 Focus area: Governance, management and strategy

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

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

2.2 Focus area: All programmes of delivery – Certificate in Hauora Māori (Level 4), Diploma in Hauora Māori (Level 6)

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

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

Recommendations

NZQA recommends that Manaaki Ora Trust:

- Engage an independent person to review teaching and assessment matters including:
 - hours of tuition within wānanga
 - the structure and content of self-direct learning activities
 - assessment and moderation practices
- Provide further training to the PTE manager in the area of self-assessment
- Improve educational strategic planning and monitoring processes.

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 NZQA 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).

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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