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External Evaluation and Review Report

New Zealand Corrections
Government Training Establishment

Date of report: 21 August 2019

About New Zealand Corrections Government Training Establishment

New Zealand Corrections GTE (NZCGTE) provides training leading to completion of the New Zealand Certificates in Offender Management at levels 3, 4 and 5, for corrections officers employed in prisons across New Zealand.

Type of organisation:	Government training establishment (GTE)
Location:	National Learning Centre, 20 Somme Road, Upper Hutt
Code of Practice signatory:	No
Number of students:	Domestic: 508 (New Zealand European 36 per cent, New Zealand Māori 16 per cent, Pasifika 15 per cent, Indian 10 per cent, European 8 per cent, South African 7 per cent, Other 8 per cent) International: not applicable
Number of staff:	15 full-time equivalents
TEO profile:	See: NZQA – New Zealand Corrections GTE
Last EER outcome:	The previous EER (external evaluation and review) was held in June 2015 and the results were Confident in educational performance and Confident in capability in self-assessment.
Scope of evaluation:	<ul style="list-style-type: none">• Assessment and moderation• New Zealand Certificate in Offender Management (Level 3)
MoE number:	7306
NZQA reference:	C34594
Dates of EER visit:	28 and 29 May 2019

Summary of Results

NZCGTE is clearly focused on identifying and meeting the training needs of corrections officers to meet a consistent national standard. Achievement is high and the value of the graduates' skills and capabilities is highly regarded by stakeholders.

Highly Confident in educational performance

- Student¹ achievement is high and is validated by comprehensive, robust assessment and moderation processes.
- Stakeholders value the outcomes being achieved and say they contribute to greater national consistency of practice within corrections facilities.
- High priority is placed on ensuring that learning and assessment meet the outcomes required for safe practice as corrections officers.

Confident in capability in self-assessment

- Career progression and pathways are clearly articulated and demonstrate a high level of value and relevance to qualification completion.
- Learning environments effectively support theoretical and practical training in purpose-built spaces – the national learning centre and the tactical training centre.
- Effective monitoring systems are in place to ensure that appropriate support is provided when needed.
- Self-assessment is based on gathering a range of valuable data with some evidence of analysis. Further analysis and evaluation would strengthen self-assessment and enable the outcomes to inform management decision-making.
- Governance and management effectively supports a high level of educational achievement. Recent structural changes have contributed to stronger systems and processes. However, these are still being embedded in the organisation.

¹ The term 'student' encompasses a range of terms used by NZCGTE including trainee, new recruit, corrections officer.

Key evaluation question findings²

1.1 How well do students achieve?

Performance:	Excellent
Self-assessment:	Excellent
Findings and supporting evidence:	<p>Almost all students achieve the qualifications within the expected timeframes. Students from all ethnicities, including Māori and Pasifika, achieve at the same high level – over 95 per cent (see Table 1, Appendix 1).</p> <p>Exceptional and justified circumstances may prevent a few students from meeting timelines – these students are supported to complete through individual coaching and mentoring plans.</p> <p>All students are employed in corrections facilities across New Zealand and are involved in the CODP (corrections officers’ development pathway). New and improved knowledge, skills and capabilities are applied in the workplace. This is supported by feedback from graduate surveys and a longitudinal study of training outcomes.³</p> <p>Management monitors and reports achievement by ethnicity, cohort and timeframes to identify student success.</p>
Conclusion:	Student achievement at NZCGTE is high. Evaluating specific aspects of student success may strengthen self-assessment.

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

³ A longitudinal study was conducted by NZCGTE management to get feedback from all recruits in 2018. The report has been evaluated and is being used to inform improvements in practice.

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

Performance:	Excellent
Self-assessment:	Excellent
Findings and supporting evidence:	<p>Students achieve the necessary knowledge, skills and capabilities and apply them in the workplace. These outcomes are a fundamental requirement for both employment and salary increments.</p> <p>Qualifications are linked to career progression, and opportunities are provided to take up other career opportunities within the Department of Corrections. Graduates value these career pathways and have clear plans to undertake further training and qualification completion at higher levels.</p> <p>Stakeholders, including prison management, highly value the ability of graduates to understand and apply safe practices to meet a consistent national standard.</p> <p>The provider was able to describe how the quality of outcomes is externally evidenced through feedback from another training organisation and the sharing of training programmes and materials.</p> <p>NZCGTE is proactive in responding to specific training needs of individual prisons to ensure that corrections officers are equipped with the right skills for their employment.</p> <p>The provider records information on graduate employment outcomes within the Department of Corrections and externally. The extensive list demonstrates that the graduates are prepared for a wide range of roles. There has been no formal analysis undertaken to identify the value of the training for these careers.</p>
Conclusion:	NZCGTE contributes significantly to the effective training of corrections officers. This training provides much value to the students in the workplace and for career progression.

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

Performance:	Good
Self-assessment:	Good
Findings and supporting evidence:	<p>The level 3 programme is well aligned to the needs of students and corrections services, with a strong emphasis on safety and tactical communication (i.e. preparatory work competencies).</p> <p>Well-qualified staff with highly relevant experience deliver training that integrates learning activities which alternate between courses at the national learning centre and the workplace.</p> <p>The CODP programme is structured into six phases of delivery. Key assessment points ensure that students are able to operate safely before they work in a prison under supervision at phase two, and to verify operational readiness to undertake a caseload as a corrections officer at the end of phase four.</p> <p>NZCGTE uses internal expertise to develop resources and assessment activities that engage students with both theoretical and practical situations. Use of technology enhances learning strategies within the classroom.</p> <p>A review of the design of the CODP and the qualification is planned to address any gaps in current sector priorities and changing skill requirements. Extending cultural competency training and the integration of values is planned to strengthen workforce cultural competency across programmes.</p> <p>External moderation validates the appropriate standard of assessment. Reports by NZQA and The Skills Organisation show that where external observers attended assessment events from 2016 to 2018, the national standards have been met.</p> <p>In 2018, NZQA conducted paper-based external moderation. Due largely to information-sharing constraints of the Privacy Act, NZCGTE's assessments could not be shown to meet the required standard. NZCGTE and NZQA are working together to ensure external moderation approaches are appropriate.</p> <p>Assessors follow comprehensive assessment and moderation structures that include dual assessors (one national learning centre assessor and one seconded from a senior role in a</p>

	<p>prison), internal moderators observing assessments, and reports providing feedback to students. The level of internal moderation required from each assessor is linked to a formula recognising assessor capabilities, new assessment areas and previous outcomes.</p> <p>Strong communication links between assessors and moderators enable regular discussion and feedback, coaching and mentoring where appropriate, and peer observation. These strategies are interlinked to effectively monitor and improve national consistency of outcomes across assessors and moderators.</p>
Conclusion:	<p>A major shift in delivery strategies has occurred over the past two years through the use of purpose-built learning spaces and greater access to technology. These improvements are still being embedded. Robust assessment and moderation structures support quality assessment. Most external moderation confirms that assessment is at the appropriate standard.</p>

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

Performance:	Excellent
Self-assessment:	Good
Findings and supporting evidence:	<p>All new recruits engage with the CODP and are provided with clear information on the requirements of the level 3 qualification and career opportunities and progress within the Department of Corrections.</p> <p>Comprehensive course materials, assessment guides and tools support learning across the programmes. Students self-assess a range of tasks in the workplace and record competency in an assessment journal. Verification of competency is required from a site champion⁴ or principal corrections officer for presentation to the student's allocated assessor.</p> <p>Student feedback influences change and improvement. In response to feedback, the buddy system has been reviewed and improved to 'help the learners to gather feedback from a variety</p>

⁴ Site champion – each prison has a site champion who is responsible for supporting students on a CODP.

	<p>of sources and allow them to learn from best practice officers in a variety of tasks'.⁵</p> <p>Student feedback shows that they feel supported throughout their training and that the learning environment is safe and inclusive. Students who need additional support receive coaching and mentoring through a shared learning plan. The assessor role is extended to include additional training support where this is appropriate.</p> <p>Some analysis has been undertaken through the longitudinal study. There is a need to co-ordinate student feedback from a range of sources, to ensure analysis and evaluation leads to sound decision-making.</p>
Conclusion:	Students are well supported and involved in the learning process. Student feedback is valued and contributes to improvements. Analysis of this feedback could be strengthened.

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

Performance:	Good
Self-assessment:	Good
Findings and supporting evidence:	<p>The organisation has undergone major change over the past two years. Increased staffing, changes in management roles and responsibilities, and refinement and review of systems have impacted on the culture of the organisation. These are positive changes and the revised structure is being embedded into the organisation.</p> <p>Planning and direction are supported by the high priority placed on effective training to achieve a consistent national standard for the skills and competencies of corrections officers. The purpose-built national learning centre with its flexible classrooms, access to technology and simulation spaces as well as the new specialist tactical training centre have a strong impact on an environment supporting experiential and immersive learning and teaching.</p> <p>Management is aware that the sustainability of the current delivery model is being challenged by the increased number of</p>

⁵ Corrections Officer Development Pathway Longitudinal Study, page 27, 2019

	<p>students. Student numbers in each cohort may have an impact on the ability to sustain the robust assessment and moderation model.</p> <p>Nationally based training provides consistency of outcomes which benefit all regions. Success is measured through informal and formal feedback recognising that standards are becoming more consistent. However, improving the gathering of formal feedback, annual reporting against key performance indicators, and strengthening data analysis and evaluation would enhance strategic decision-making.</p> <p>Management is proactively deliberating on the impact of the government's review of vocational education and the implications for the organisation.</p>
Conclusion:	Management effectively supports a high level of educational achievement. Self-assessment would be strengthened by increased data analysis and annual evaluation processes.

1.6 How effectively are important compliance accountabilities managed?

Performance:	Excellent
Self-assessment:	Excellent
Findings and supporting evidence:	<p>NZCGTE has a clear understanding of its legal and ethical compliance responsibilities.</p> <p>The training programme and course guidelines are reviewed regularly to ensure that any legislative changes are included in teaching materials, recognising the immediate need.</p> <p>High priority is placed on all aspects of safe practice within the training environment. Appropriate compliance requirements are adhered to within the physical teaching spaces.</p> <p>The challenges arising from the review of the 2018 NZQA external moderation outcomes are currently being addressed through discussions with the relevant parties.</p>
Conclusion:	NZCGTE has good management processes to effectively oversee compliance matters.

Focus Areas

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

2.1 Focus area: New Zealand Certificate in Offender Management (Level 3)

Performance:	Excellent
Self-assessment:	Excellent
Findings and supporting evidence:	<p>The programme leading to this qualification is clearly structured to build knowledge and capability from initial safety through to being well equipped for the corrections officer role.</p> <p>The practical aspects of the learning environment are enabling skills and capability achievement within real workplace settings within prisons and simulated situations at the national learning centre.</p>
Conclusion:	This qualification is producing capable graduates. Outcomes are highly valued by both the students and key stakeholders.

2.2 Focus area: Assessment and Moderation

Performance:	Excellent
Self-assessment:	Excellent
Findings and supporting evidence:	<p>Over the last two years, management has prioritised improvement in assessment and moderation. The number of assessors and moderators has increased, and these staff are well qualified.</p> <p>A strong culture of mentoring and coaching assessors is in place. Assessors receive clear feedback on their practice, and areas for improvement are identified.</p> <p>An integrated approach involves dual assessors, internal moderators and senior staff reviewing and verifying outcomes.</p> <p>Where observation of assessment is used in external moderation, the outcomes show that NZCGTE is meeting the required national standard. In 2018, NZQA was unable to provide external moderation including observation, and this has resulted</p>

	<p>in NZCGTE not meeting the required standard because they were unable to provide the necessary documentation because of limitations under the Privacy Act.</p> <p>An initial evaluation of assessment outcomes has been completed. Actions have been taken to address common ‘faults’⁶ in assessment material to strengthen areas of sufficiency and validity.</p>
<p>Conclusion:</p>	<p>Comprehensive and integrated assessment and moderation systems and processes demonstrate an ongoing priority to ensure assessment is fair, valid, consistent and appropriate.</p>

⁶ ‘Faults’ is the term used by NZCGTE moderators to identify areas for improvement by assessors.

Recommendations

Recommendations are not compulsory 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 New Zealand Corrections Government Training Establishment (NZCGTE):

- Develop approaches to integrate data gathered across the organisation to enable more co-ordinated analysis and evaluation to strengthen management decision-making.
- Consider current context and content in review of the COPD and qualifications to include priority areas such as cultural competency, mental health and domestic violence.

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

Table 1. Achievement – successful completions 2017-2019⁷

Qualification	New Zealand Certificate in Offender Management (Level 3)			New Zealand Certificate in Offender Management (Level 4)			Total
	2017	2018	2019	2017	2018	2019	
NZ European	25	178	55	19	139	42	455
Pasifika	13	74	22	8	72	25	212
Māori	14	64	24	6	60	17	184
Indian (including Fiji Indian)	18	55	17	1	20	11	122
British/Irish	12	46	6	3	46	14	127
Asian	7	10	6	1	7	3	33
European	3	5	6	1	17	1	33
Australia	4	3	5	1	2	1	16
Other	18	46	22	1	33	22	137
Total students	114	481	158	41	396	136	1,318

⁷ 2019 – year to 30 April 2019

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 fraud⁸*
- *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.*

⁸ 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 2016, which are made by NZQA under section 253(1)(pa) of the Education Act 1989 and approved by the NZQA Board and the Minister authorised as responsible for Part 20 of the Education Act.

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 ITOs 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 2018, the Consent to Assess Against Standards Rules 2011 and the Training Scheme Rules 2012 respectively. These rules were also made by NZQA under section 253 of the Education Act 1989 and approved by the NZQA Board and the Minister.

In addition, the Private Training Establishment Rules 2018 require registered private training establishments to undertake self-assessment and participate in external evaluation and review as a condition of maintaining registration. The Private Training Establishment Registration Rules 2018 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, 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 2016. 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). 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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