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# Report of External Evaluation and Review

## Mines Rescue Trust trading as NZ Mines Rescue Service

Highly Confident in educational performance

Highly Confident in capability in self-assessment

Date of report: 13 July 2017

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*Final Report*

# 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:	Mines Rescue Trust trading as NZ Mines Rescue Service (MRS)
Type:	Private training establishment (PTE)
First registered:	22 July 2011
Location:	869D, State Highway 6, Rapahoe, Runanga
Delivery sites:	Most of MRS's training is conducted at its two training sites, one in the South Island in Rapahoe, near Greymouth, and the other in the North Island in Huntly. In some cases, MRS uses various mine sites, conferences centres and corporate training rooms around New Zealand.
Courses currently delivered:	<p>MRS conducts small courses where unit standards are awarded as part the achievement of the National Certificate in Extractive Industries (Mining Administration Surface Extraction A and B Grades) (Level 5).</p> <p>MRS also delivers a range of other short courses developed with input from industry. The courses are:</p> <ul style="list-style-type: none"><li>• Self-Contained Self-Rescuer course</li><li>• BG4 Breathing Apparatus courses</li></ul>
Code of Practice signatory:	Not applicable

Number of students:	Domestic: 1,546 (all corporate trainees) International: not applicable
Number of staff:	Four full-time and six part-time
Scope of active accreditation:	<a href="http://www.nzqa.govt.nz/providers/nqf-accreditations.do?providerId=798378001">http://www.nzqa.govt.nz/providers/nqf-accreditations.do?providerId=798378001</a>
Distinctive characteristics:	MRS provides training predominantly in the mining, extractives and related industries. However, with a number of high-profile mining accidents occurring in New Zealand, MRS is also delivering additional training in emergency management and first response team training to various other industries.
Recent significant changes:	The most recent significant change for MRS was the employment of a new training manager in mid-2016.
Previous quality assurance history:	<p>In relation to previous external evaluation reviews (EERs), MRS was last quality assured by NZQA in June 2013. MRS received statements of Confident in educational performance and Confident in capability in self-assessment.</p> <p>At that EER, two focus areas (ventilation and gas testing, underground mining induction) were each rated as Good for educational performance and Good for capability in self-assessment. The third focus area of governance, management and strategy was rated as Good for educational performance and Adequate for self-assessment capability.</p> <p>NZQA national external moderation results in 2015 showed that although MRS did not meet all moderation requirements, a satisfactory outcome was given with recommendations for modification.</p> <p>The Motor Industry Training Organisation (MITO) conducted post-assessment moderation in May 2016, and a moderation visit in November 2016. Overall comments by the moderator were good. However, there was concern that no internal moderation processes were being actively undertaken despite there being good mentoring and oversight of assessors and assessment</p>

practice.

Other:

In September 2016, MRS employed a new commercial training manager with previous experience working for an institute of technology/polytechnic.

## 2. Scope of external evaluation and review

The scope of the EER included two focus areas. These were:

- National Certificate in Extractive Industries (Mining Administration Surface Extraction, A and B Grade) (Level 5) with a focus on three unit standards:
  - Mining Legislative Requirement unit standard 7142
  - Risk Management unit standard 26856
  - Water unit standards 21153 and 21155.
- The Self-Contained Self-Rescuer course.

The extractives programme was selected because it is one of only two certificate-level courses MRS delivers, and it was not reviewed in the 2013 EER. In addition, MRS is contracted by MITO to deliver the off-job component of this programme.

The Self-Contained Self-Rescuer course is an in-house training course developed by MRS to meet industry needs. Self-Contained Self-Rescuer training is not new in the mining industry, however it is in the rail industry. This has been more recently highlighted with the earthquakes in Kaikoura and workers operating in tunnels along the damaged parts of the affected rail network in the region. The course was selected to demonstrate the ability of MRS to develop and deliver programmes outside of the typical qualification-related programmes, to highlight its capability in presenting programmes that meet stakeholder needs including industry.

## 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-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.*

The EER was conducted over one and a half days by two evaluators who visited the main MRS training site in Greymouth.

The evaluation involved engagement with the:

- MRS Board chairman
- MRS general manager
- Commercial training manager
- Three trainers<sup>1</sup>
- Administration/receptionist
- Nine course participants
- Phone interviews with five industry stakeholders who send their workers to MRS for qualifying and requalifying. The five stakeholders all indicated that they had completed training with MRS.

In addition to documents provided for the EER scoping, the EER team sighted and was provided with annual training plans, management and operational policies, quality management system documents, moderation review results<sup>2</sup>, self-assessment documents, and monitoring and programme review data (including results data and stakeholder and learner feedback).

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<sup>1</sup> The general manager and training manager also deliver training.

<sup>2</sup> Moderation review results from MITO were provided during the EER.

# Summary of Results

## Statement of confidence on educational performance

NZQA is **Highly Confident** in the educational performance of **Mines Rescue Trust trading as NZ Mines Rescue Service**.

Key reasons for this judgement include the following:

- Strong governance, comprising members from relevant industry bodies who bring a wealth of experience, and understanding of the industry to MRS. They provide strong oversight to ensure MRS continues to provide quality training that supports companies working in the mining and tunnel sectors to be compliant with legislative requirements (e.g. health and safety).
- There is a clearly stated purpose and direction which is fully understood by staff and is demonstrated through commitment to delivering quality training to a high standard.
- Provision of relevant courses enables industry to meet legislative compliance requirements for the mining, tunnel and emergency rescue sectors.
- There are high achievement rates in short courses (above 95 per cent in the Self-Contained Self-Rescuer course in its first year of delivery). This is tempered by steady improvement of learner achievement results in the off-job component of the National Certificate in Extractive Industries.
- Clear evidence shows that the training delivered by MRS is more than meeting the important needs of key stakeholders including learners.
- Course materials are appropriate and delivered to relate to students' needs.
- MRS employs highly qualified and industry-respected trainers, as supported by positive feedback from all key stakeholders including learners. Staff were specifically recruited and selected for their experience as industry trainers and their ability to relate and engage effectively with people.
- Courses are developed to match individual company needs.

Since the last EER, MRS have continued to enhance its position as a leading trainer of mining related courses. They are actively engaged at a national level in helping to develop legislation and are at the forefront of implementing training to apply the relevant legislation. It is this greater understanding of the intense political and social scrutiny of the mining industry that MRS are able to provide appropriate programmes to support mining companies.

## Statement of confidence on capability in self-assessment

NZQA is **Highly Confident** in the capability in self-assessment of **Mines Rescue Trust trading as NZ Mines Rescue Service**.

MRS can demonstrate that its self-assessment practices are robust, transparent and valid. The key reasons for this judgement include the following:

- There is clear evidence detailing how MRS has responded to legislative changes, applied the changes to its courses, implemented them, and monitored course results.
- MRS ensures that its long-established links in the industry are nurtured and maintained through various formal and informal relationships, allowing it to be responsive to industry developments and needs. This is evidenced through the design of many of its programmes, particularly those needing compliance accreditations.
- Regular reviews of trainee achievement results enable clear understanding of positive and negative trends.
- In relation to moderation, although the industry training organisation MITO was generally satisfied with the assessment activities of MRS, it did have concerns with the internal moderation documenting and reporting processes of MRS. The concerns are being managed effectively by MRS with the recent appointment of a training manager whose responsibility will be to ensure MRS meets external moderation standards. MITO will follow up with another review in 2017. The practices identified during the evaluation give confidence that MITO will see evidence of the implementation of improved internal quality assurance processes.



# Findings<sup>3</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 **Good**.

MRS learners have achieved mixed results over the period 2015 to 2017 for the National Certificate in Extractive Industries and the Self-Contained Self Rescuer training. From April 2016 to February 2017, MRS delivered 120 Self-Contained Self-Rescuer courses to 967 participants. Ninety-nine per cent of participants successfully met the competence requirements. The 1 per cent that did not meet the requirements had difficulty with the practical application of the breathing apparatus. Once the issue was identified, MRS began developing solutions to resolve the issue, despite the small number of learners involved. MRS treated this as a matter of urgency, as non-compliance would create workplace health and safety risks for participants who did not meet the competency requirements. These actions demonstrate the constructive response MRS takes to ensure its learners achieve.

**Table 1. Student achievement rates for the National Certificate in Extractive Industries (Mining Administration Surface Extraction, A and B Grade) (Level 5)<sup>4</sup>**

Course	2015	2016	% increase or decrease
Legislation unit standard:7142	22.68	33.33	46.96
Water Management unit standard: 21153 and 21155	28.45	57.2	101.05
Risk Management unit standard: 26856	65.78	85.70	30.28
G3 Risk Management unit standard: 28739	100	100	N/A
G7 Occupational Health and Safety unit standard: 28740	100	100	N/A

Source: Mines Rescue Services self-assessment summary

In relation to the National Certificate in Extractive Industries, MRS delivers the off-job component under a sub-contracting arrangement with MITO. Table 1 shows that in 2015 and 2016, achievement rates varied markedly among the different unit standards that make up the qualification. For example, the Legislation unit

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<sup>3</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>4</sup> Table 1 refers to only five of the 10 courses that make up the national certificate.

standard achieved rates of 23<sup>5</sup> and 33 per cent respectively, while G3 and G7 unit standards achieved 100 per cent each in the same years. The difference in achievement rates is attributed by MRS to the Legislation unit standard being primarily theory based. It is also the first Certificate of Competency training learners undertake, and for many of them it has been some time since they were last required to undertake theory studies. The formal theory-based nature of the course posed problems for many learners. In the G3 and G7 courses – where achievement rates were high – the courses are typically aimed at senior managers, who already have the knowledge and experience to complete the necessary requirements of the standard.

Realising that the theory-based nature of the course posed problems for many learners, MRS tutors were able to restructure some of the theory lessons to enable them to spend more one-to-one time with learners. This saw gradual improvements in results.

The active monitoring of each course's achievement results, and in-depth analyses of those results, enables MRS to gain a good understanding of the issues occurring in the courses it delivers and to develop workable solutions. Solutions included better communication to holders of competency certificates where they were motivated to complete three specific courses to have their Certificate of Competency renewed without having to sit before a panel of examiners; and introducing new measures to improve learner-readiness for the assessment component, particularly those learners who were required to complete the full qualification but were slow to undertake the assessment. The increase in achievement in 2016 compared with 2015 (see Table 1) in the three areas chosen for the national certificate focus area clearly indicate positive efforts made by MRS.

## 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 **Excellent**.

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

Gaining the Self-Contained Self-Rescuer qualification is of high value to the learners and key employer stakeholders. For learners, the qualifications ensure they meet the standards required to work in certain mining or tunnel work sites as part of their employment conditions and have the safety knowledge and skills to protect them and their fellow workers. Employers can be satisfied that they have suitably qualified staff on site as well as conforming to legislated industry

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<sup>5</sup> Figures have been rounded up.

compliance and health and safety requirements. Most of the courses delivered by MRS have been developed to meet legislative requirements and industry best practice. One major client of MRS was supported to meet WorkSafe New Zealand compliance requirements through the Self-Contained Self-Rescuer course.

Employer stakeholders interviewed at this evaluation noted that the training delivered by MRS gave them confidence that the workers they sent for training would gain the required knowledge, skills and awareness for working in their respective industries. In addition, employers particularly noted that their workers were returning with a renewed level of confidence in their own personal attributes, strengths and abilities, and this was evident in their work performance.

A major contributor to MRS maintaining the value of outcomes for stakeholders and learners is its close involvement in the strategising and development of training programmes as a result of legislative requirements. The MRS general manager is on a number of industry peak bodies which provides MRS with information about stakeholder needs and requirements. This allows MRS to tailor some of the courses to meet those needs. In addition, the involvement in these bodies also provides good opportunities for not only sustaining professional networks, but also for identifying potential learners.

### 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 **Excellent**.

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

MRS has had a major role in the design and development of the courses it delivers. The PTE's in-depth knowledge of industry needs', workforce requirements imposed by legislation, and the need to have appropriately trained personnel have ensured that all the courses provided by MRS accurately match the needs of its key stakeholders, especially the learner. With senior MRS leaders involved in various industry stakeholder groups, MRS is ably placed to contribute to and, in some cases, influence the content of its courses and how they should be delivered.

MRS staff, key stakeholders and learners interviewed at this evaluation all commented on how their levels of training expectations have been met by MRS. They noted the relevance the courses to their workplace; the continual improvements to the competency requirements set for the industry; the new techniques that have been developed and the support processes provided. These ensure that stakeholders remain abreast of any legislative changes, and provide them with the confidence that the skills gained through MRS courses confer positive workplace benefits. In some cases, as in the Self-Contained Self-Rescuer

courses, MRS has tailored the course to match the actual workplace conditions of KiwiRail which is one of the biggest clients undertaking the course with MRS. This provides the company's workforce with a more realistic training environment which can allow for more immediate application of the skills taught.

MRS tutors are all industry qualified and have high levels of practical experience. They are selected based on their industry and educational knowledge including either having or working towards adult education qualifications. New trainers initially accompany more experienced trainers as an observer. When they are given a course to deliver they are observed either by their peers or someone from the MRS training management team as part of their training. MRS also provides its staff with various professional development options including first aid and refresher training related to course changes due to new legislation requirements.

MRS uses various methods to monitor its tutors, delivery methods, training resources and course design changes. In relation to monitoring tutors, analyses are carried out on course evaluations to elicit both learner and stakeholder feedback. These have proven very useful for MRS, with one example provided to the evaluation team of a former tutor having had a complaint made against them that was related to teaching style. Negative comments about the tutor provided sufficient evidence for MRS not to engage the tutor in further training. Evaluation feedback is also used to improve learner engagement and content information. For example, with the introduction of a new compliance course, MRS provided its tutors with relevant support to introduce more interactive activities and group work. These included additional resources such as mind-mapping to help learners understand the legislation and what is needed to develop a risk assessment plan.

As part of the management of course changes, MRS has a clear system of identifying and recording these to ensure there are minimal to no overlaps and that they remain compliant with relevant legislation and unit standard requirements. Overall, MRS has sufficient measures in place to ensure that it responds meaningfully to key stakeholder needs and effectively delivers its programmes.

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

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 **Excellent**.

Learners are well supported and are involved in their learning. This is highlighted by the comprehensive and clear pre-course information provided to learners. Prior to the course, learners are sent reading material and details about the course to ensure they are fully prepared. In addition, learners are provided with all the necessary equipment for the course on site. Given the short-course nature of the

training, MRS can quickly identify when a student is not engaging and can put in place the necessary structure to support the learner. The steady increase in learner achievement rates, as highlighted in Findings 1.1, provide a good indication that MRS does more than what is expected for short courses of this nature. In addition, the high level of experience among the teaching staff – particularly with courses that involve learners being placed under physical stress, as in the emergency rescue and tunnel escape scenarios – ensures they are highly sensitive to and understanding of learners’ stress limitations.

Although the guidance and support for learners is limited to the short duration of the courses (between two and five days), there are no performance or self-assessment deficiencies that have an impact on learner achievement. MRS has highly effective administration processes that ensure learners’ achievement results are accurately recorded and signed off within a week. Learners receive feedback from tutors on how well they performed or whether further evidence is required and how soon their results are recorded on their Record of Achievement. Additionally, MRS uses learner and stakeholder evaluation information provided by MITO to gain an understanding of how well it supports its learners, areas for improvement, and whether it is enabling key stakeholders to meet their needs, particularly the learners.

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

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 **Excellent**.

The MRS governance and management group is highly effective in its oversight of the organisation. They have an ethical and philosophical belief in taking no shortcuts, and providing quality training to give the students the right support and back-up to provide safe practices in the workplace. The group has a clear focus on providing mining-related health and safety training that ensures appropriate qualifications meet legislative requirements in the workplace. This clarity of focus enables MRS to meet the training needs of its stakeholders. The governance group consists of mining and related industry leaders. This places MRS in a key strategic position to respond effectively to changes in the industry that may have an impact on training requirements. For example, with a steady downturn in underground mining operations, MRS began looking at other training opportunities where current training methods could be adapted for other workplace sites. This has led to MRS diversifying into emergency management, preparedness and response services. Having an understanding of its business and having the foresight to further expand on its suite of programmes clearly demonstrates an organisation that can make decisions, is familiar with its limitations, and has the ability to adapt to the changing landscape of the industry it serves.

The move by MRS to become more strategically focused is one of the major differences and improvements since the last EER. This clarity of focus has enabled MRS to further develop and grow its training capability and capacity to include courses in other industries similar to mining e.g. above ground tunnel work, the use of respiratory devices and activities related to search and rescue. Much of the changes can be clearly attributed to key personnel chosen to lead the organisation and complemented by senior management who have clear directions to follow.

MRS values its highly-experienced staff. The PTE ensures that all its staff have the necessary qualifications and industry knowledge to deliver its courses. MRS has sub-contracting arrangements in place with staff which works effectively between the two parties. The arrangement reduces operation costs and gives staff the flexibility to be selective with the amount of training they undertake and the level of travel required to get to different work sites. MRS also provides more than sufficient professional development for its staff. This is regular and ongoing, involving, for example, updates to training brought about through changes in legislation. This level of support for staff is a contributing factor to the low staff turnover. MRS has been fortunate not to have to regularly search for training staff, although this is an ongoing item for the general manager to periodically consider.

The general manager of MRS is heavily involved in peak industry body groups to provide the training perspective to enable legislative requirements to be met by the industry. The involvement at this high-level development stage provides MRS with strategic information which is often used to inform what can be delivered by MRS and whether its current practices are still valid or require a variation or complete overhaul. In addition, the current Board members are all still operating within the industry, and their knowledge and experience provides MRS with current strategic information which it regularly uses. A good example is the Ministry of Business, Innovation and Enterprise having a watchdog role on the industry, and also having the power to appoint a representative to the MRS Board. At present this is filled by a WorkSafe New Zealand representative.

## 1.6 How effectively are important compliance accountabilities managed?

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**.

MRS is effectively managing its important compliance accountabilities. MRS is at the forefront of much of the health and safety training for mining industries in New Zealand. As a result of the Pike River Mine tragedy in 2011, the governance and management group of MRS has been involved in the development of multi-agency mine emergency protocols. These types of protocols provide systematic processes and procedures for the management of mining emergencies. Other outcomes from

the Pike River tragedy include revised mining regulations and Certificates of Competence for legislated positions on mine sites. These ensure there are appropriately qualified staff on-site to manage operational safety. MRS provides the training for the qualification and Certificates of Competence. Similarly, for tunnel operations and emergency rescue activities where there are legislative requirements for staff to be trained and qualified by an accredited provider, MRS is an accredited provider and is regularly monitored and moderated by MITO. In addition, the strong relationship MRS has with WorkSafe New Zealand ensures the commitment MRS has to complying with relevant legislation. This ability to provide training in health and safety matters related to the mining and similar industries gives confidence that MRS is more than competent in managing its compliance accountabilities.

In relation to education compliance matters, particularly some of the requirements for operating a PTE, MRS admitted that its knowledge was limited. However, despite this, and with the evidence presented for the EER, the evaluation team is confident that the recently appointed national training manager for MRS has the capacity and capability to quickly gain the knowledge of MRS's NZQA requirements to ensure it remains aware of its compliance accountabilities. MRS has clear, systematic processes to understand its major compliance accountabilities. These include regular monitoring of legislative changes, involvement in the development of safety protocols, and having industry experience within its governance group that can provide appropriate oversight for ensuring MRS is compliant.

## Focus Areas

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

### 2.1 Focus area: National Certificate in Extractive Industries (Mining Administration Surface Extraction, A and B Grade) (Level 5) with a focus on three unit standards

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

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

### 2.2 Focus area: Self-Contained Self-Rescuer course

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

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



# Recommendations

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

# 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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