

Report of External Evaluation and Review

Community Support Services ITO
Limited trading as Careerforce

Confident in ITO performance

Confident in capability in self-assessment

Date of report: 11 October 2013

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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 industry training organisation's (ITO) performance and capability in self-assessment. It forms part of the accountability process required by Government to inform investors, the public, trainees, communities, employers, and other interested parties. It is also intended to be used by the ITO itself for quality improvement purposes.

Introduction

1. ITO in context

Name of ITO:	Community Support Services ITO Limited trading as Careerforce
Gazette recognition date:	18 March 2016
Gazette coverage:	<p>'Pursuant to section 5 of the Industry Training Act 1992, full recognition for the Community Support Services ITO Limited (trading as Careerforce) as the industry training organisation for health, disability, and community support has been granted for a period of five years:</p> <ul style="list-style-type: none">• with effect from 19 March 2011 to 18 March 2016, to set standards at Levels 1 to 8 on the New Zealand Qualifications Framework for the sectors of aged care, addiction, allied health, core health, dental support, intellectual, physical and sensory disability, mental health, orderlies, primary and secondary health care, public health and whānau ora, except where the workforce is covered by the Health Practitioners Competence Assurance Act 2003;• with effect from 30 August 2011 to 1 September 2016, to set standards at Levels 1 to 8 on the New Zealand Qualifications Framework for community work, counselling, employment support, Iwi/Māori social services, Pacific Island social services, social work - including in suicide intervention, abuse, neglect and violence, Tamariki Ora - Well Child Services,

whānau/family and foster care, and youth work; and

- with effect from the publication of this Gazette notice, to set standards at Levels 1 to 8 on the New Zealand Qualifications Framework for the contract cleaning industry and the urban pest management industry (including service technicians working in the industry).'

Number of qualifications registered on NZQF:	23
Number of standards registered on NZQF:	287
Number of trainees:	2,658 STMs (standard training measures) (approximately 11,000 trainees)
Number of staff:	52
Number of registered workplace assessors:	1,040
Distinctive characteristics:	In 2006, Careerforce introduced an employer-led training model that embeds the training into the workplace. Ninety per cent of the training and assessment is conducted using the ITO's employer-led model. Trainees complete the training and assessment in the workplace. Learning and assessment resources are provided by the ITO to support the training infrastructure in the workplace. The ITO also trains the employer's staff to educate and assess in the workplace.
Recent significant changes:	Careerforce took on the responsibility of the scope from Te Kaiawhina Ahumahi (Social Services ITO) following the merger between the two organisations in 2011. The Building Service Contractors Industry Training Organisation (BSCITO) merged with Careerforce in December 2012.
Previous quality assurance history:	The ITO did not meet three requirements at the previous quality assurance visit, which was an audit. The requirements related to: insufficient information held on assessors' currency of registration; lack of application of the

organisation's quality assurance system; and no systematic input to moderation from staff feedback and unit standard reviews.

The organisation has met NZQA national external moderation requirements since 2010.

2. Scope of external evaluation and review

The external evaluation and review (EER) focussed on three main areas of the organisation.

The first area was the health, disability and aged support sector, chosen because it comprises around 80 per cent of trainees registered in training programmes for this sector.

The second focus area covered the youth work sector, which is a small part of the ITO's training but has had some significant changes to the way the programme is being delivered since the ITO merged with Te Kaiawhina Ahumahi (Social Services ITO) in 2011.

The third area focussed on the cleaning and caretaking sector, which became part of the ITO's coverage in December 2012, taking over from the now de-registered BSCITO. This sector was also selected because it accounts for around 70 funded places out of the total of 2,658 STMs, and it is timely to see how well the merger has occurred.

The focus areas selected are expected to provide an understanding of how well trainees perform within a range of sectors, from those that have had training arranged by the ITO since it started, to more recent sectors of responsibility.

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 document Policy and Guidelines for the Conduct of External Evaluation and Review available at: <http://www.nzqa.govt.nz/for-providers/keydocs/index.html>) [Refer to ITO supplement]. 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 carried out over three days at Careerforce's head office in Wellington. The EER team included a lead evaluator and two team evaluators, as well as an NZQA observer. The EER team spoke to the chief executive, general manager for business development, the general manager business assurance and sustainability, and the ITO's kaiwhakahaere. The client engagement and services manager

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responsible for all Careerforce workplace advisors and the account leader were also interviewed by the EER team on site, as well as the Careerforce workplace advisors and the cleaning and caretaking account leader. Phone interviews were also conducted with employers and trainees from each sector.

Documents reviewed included the ITO's business growth strategy, risk plan, monitoring of projects to meet the strategy, board reports and monitoring towards goals by the board; qualification review documents across the sectors; stakeholder research and research reports on various activities such as the embedding of workplace-based training in New Zealand; moderation of assessors across the sectors; and documents showing monitoring of trainee achievement of qualifications.

Summary of Results

Statement of confidence on ITO performance

NZQA is **Confident** in the performance of **Community Support Services ITO Limited trading as Careerforce**.

Careerforce has successfully implemented an employer-led workplace training model and has demonstrated a sound understanding of the sectors it is responsible for. The success of the employer-led workplace training model is shown by the high rate of trainee credit completions and achievement of qualifications. There has been a significant increase in Māori trainee completions with the ITO's development of te reo Māori resources and better workplace support with the appointment of a kaiwhakahaere.

The overall increase in qualification and credit achievement can be attributed to the implementation of an employer-focused assessor support strategy since 2006. In addition, the proposed Accident Compensation Corporation (ACC) requirements for home care workers are driving an increase in the number of trainees completing to meet the future requirements. The ITO expects a further increase in trainee numbers as the private healthcare providers will seek to use the ITO to manage training arrangements to meet the proposed ACC guidelines. However, the ITO recognises that not all employers in the health, disability and aged care sectors are using the ITO-developed qualifications and workplace training arrangements, but it is working with these employers to develop training solutions that will benefit the sector as well as individual workplaces.

The ITO is involved in the ongoing comprehensive review of the qualifications it has registered on the New Zealand Qualifications Framework, triggered by NZQA's Targeted Review of Qualifications to reduce the number of registered qualifications to better fit the needs of the sectors it represents. The interconnectedness of reviews across the community and social services reflects Government priorities such as the restorative health care model and the work of Health Workforce New Zealand. The first stage of the building infrastructure asset management sector targeted review has been completed and the second stage is due to begin from the end of 2013.

This review aims to use input from key stakeholders to develop qualifications that are accessible to a wide range of trainees working in range of social services, from youth workers and social workers to home care providers. Evidence of the success of this strategy, in relation to trainee outcomes, is expected to be available from early 2015.

The ongoing ITO focus on qualifications that align to sector requirements provides value to the trainees, particularly those with low or no previous qualifications. The training enables trainees to gain qualifications in the workplace that recognise their skills and knowledge and lead to higher qualifications pathways, as evident in the feedback from employers and trainees in this sector over a number of years. A
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large number of employers value the qualifications and the training because of the emphasis on the provision of quality care and the recognition of trainees' knowledge and application of safe practice, including ethical considerations in their work. The employer support is also reflected in the increased trainee enrolments from when the workplace-led training model was introduced in 2006 until 2012. However, the ITO acknowledges that there is still more work to be done to address the high literacy and numeracy needs of trainees to meet workplace requirements.

Workplaces also see the strength in the assessor system as helping them with ensuring that assessments in the workplace are valued and reflect quality assessment practice. Careerforce has a well-developed moderation system that provides the relevant training and ongoing professional development of people involved in the education and assessment of trainees in workplaces.

The merger with the previous Social Services ITO has been effectively managed so that the relevant sectors have assimilated into the Careerforce workplace model and therefore, all trainees and workplaces receive the same level of training support from Careerforce's workplace advisors and the assessor/educator support workers employed by the workplace. The ITO governance board is managing the merger of the building services cleaning sector with the appointment of a sub-committee to provide leadership and advice to maintain continuity with industry experts and to lessen the effect of the transition to another industry training organisation.

Overall, the ITO's governance, management and staff demonstrated that the organisation is capable of identifying and responding to the future training demands of an ageing population and to the imminent and ongoing changes to health policies by providing qualification and staff to support workplace training as well as the having the capacity to make training arrangements through the increase in STMs.

Statement of confidence on capability in self-assessment

NZQA is **Confident** in the capability in self-assessment of **Community Support Services ITO Limited trading as Careerforce**.

Careerforce implements a planned and systematic approach towards research and consultation in order to better understand the industry to meet the training needs of the sectors it represents.

The ITO monitors key activities to understand progress towards its performance objectives. These include trainee achievement, IT development, staffing levels and staff training needs. The ITO is developing its management reporting system further, which aims to utilise feedback from industry to analyse the training models and benefits to employers.

One area that is being closely monitored is the implementation of an ITO strategy to help improve trainees' literacy and numeracy skills in the workplace. The ITO recognised the need for this as an outcome of the low results following initial testing

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in the workplace and feedback from workplaces about the practicality of assessing literacy and numeracy in the workplace. The ITO has subsequently employed a new manager to be responsible for implementing the strategy and continues to ensure all resources have embedded literacy and numeracy. Careerforce workplace advisors are trained in assisting workplaces with the literacy and numeracy assessment and provide training for assessor/educators in the workplace. The ITO has also provided workplace trainers with professional development to assist them with helping new immigrants who require additional English language training to be able to work effectively in the sector. The ability of the ITO's system for monitoring outcomes will demonstrate whether the ITO's strategy is successful in addressing the literacy and numeracy needs of trainees in the workplace.

The workplace advisers are an important part of the ITO's strategy to help understand trainee progress by ensuring that timely information is provided to the relevant training coordinators, educators or assessors in the workplace. The ITO has up-to-date information about trainee progression in order to follow up where trainees are inactive or to identify where they require additional assistance. Although the ITO receives trainee feedback from the workplace assessors, educators and workbook feedback forms, it does not formally seek feedback from trainees.

Careerforce has an ongoing system for the self-assessment of its key objectives and looks at ways in which the outcomes can possibly be improved for trainees, employers and the sector as a whole. This extends from board level through to operational areas, and includes research and ongoing engagement with the sector to understand what works to meet the various sectors' needs. The ITO strives to maintain the quality of assessment and is currently reviewing the moderation system to ensure that it is relevant and leads to quality outcomes. However, there is a gap in the data collected on trainee achievement for better analysis of qualifications uptake and progression, as well as using trainee feedback about the value of the training arrangements or quality of the outcomes to identify how well it meets their needs.

Findings¹

1.1 How well does the ITO understand and meet the needs of industry, trainees and government?

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**.

Careerforce has a strong understanding of industry training needs across all sectors that it is responsible for. This is achieved mainly through its direct involvement with workplaces nationally that carry out the workplace-based training. The ITO has also been involved in meetings with the Ministry of Social Development, the Ministry of Health, ACC and the Ministry of Education to look at how the ITO can provide training to meet needs across the departments in ways that capture policy initiatives, such as ACC's proposed qualification requirements for home care workers.

The health, disability and aged care sector is the ITO's largest sector with around 2,000 current STMs out of the total of 2,658. The Targeted Review of Qualifications for the health and disability, aged care, social services and family/whānau sectors was carried out in 2013, and the new qualifications are expected to be available in 2015. The purpose of the review is to identify 'crossover' skills contained in each qualification, and the qualifications people are most likely to enrol in. The review involves 900 stakeholders from 700 workplaces, indicating the interest in developing qualifications that meet skill demands and new qualification requirements. The ITO is very aware of the need to balance the requirement for qualifications that meet employers' specific needs with the need to have qualifications that are nationally recognised without increasing the number of qualifications registered on the New Zealand Qualifications Framework. As a result of the ongoing qualifications review, the ITO has ably managed to reduce the number of proposed new qualifications from around 80 to 20 registered on the framework. The ITO has completed the first stage of the targeted review of the infrastructure asset management qualifications.

The ITO has developed qualifications to suit trainee needs for education in quality provision of care and knowledge of safe work practices. It has done so using research on the numerous competency frameworks and ethical codes that relate to its sectors. The design of the qualifications enables people to move from a fragmented model for providing home care to one that has more interconnectedness across the health services sector, reflecting the sector's client service focus including family and whānau. This is useful for people working in areas that cross over between the health, disability and aged care sectors. The

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

foundation qualifications particularly meet this need to enable people working in the sector to change employment without having to retrain from the beginning.

The ITO has found that around 40 per cent of workers in the health, disability and aged care sectors have no qualifications and are usually more mature workers. This creates a challenge for the ITO in helping these people to complete qualifications to meet the proposed mandatory qualification requirements set by ACC for 75 per cent of home care workers to have a level 2 qualification and 75 per cent to hold a level 3 qualification. This is driving the increase in the number of trainees over the past year, particularly those enrolled to complete lower-level qualifications. The ITO has also recognised the need for more home care workers to match New Zealand's increasingly ageing population (based on 2007 census data and the ITO's industry survey results). Based on this information, the Tertiary Education Commission (TEC) has increased the ITO's funded training places for 2013 forward.

Other benefits to the ITO from leading this targeted review include a greater understanding of the sector to better meet the needs of employers in providing qualifications that align with employers' Ministry of Health contracts and proposed ACC home carer qualification requirements. The ITO recognises that it has yet to engage all the large employers in the health, disability and aged care sectors in training their staff towards nationally recognised qualifications, but is currently working on a strategy to increase employer participation in training by providing training pathways to suit their needs. This will help to improve the industry contribution to the ITO's budget, which is measured by the TEC for funding purposes. Currently, the industry contribution is calculated at around 34 per cent of the ITO's budget, as contributed by employers and trainees for the purposes of training towards national qualifications. Data gathered about the sector by the ITO shows the difficulty in measuring what proportion of industry is represented in the cash contribution, and therefore training, because it is difficult to estimate how many people actually work in the sector. For example, the census form gives people a choice between stating that their role is in home care support or in residential aged care, with some people checking more than one category. In addition, there is no option in the census for mental health carers to select, although the ITO's assessment of Ministry of Health figures is that there should be around 15,000 workers employed in this area.

With the merger of Careerforce with Social Services ITO in 2011, the new body took over coverage of social services qualifications, which includes youth work qualifications. A targeted review of the youth work qualifications took place with the sector in 2012. The review identified that there was a low usage of qualifications with the biggest demand for youth qualifications coming from the a national youth services provider, as all staff are required to hold the level 3 certificate. Following consultation with the sector, the ITO developed three qualifications at levels 3, 4 and 6 that replaced the previous 12 qualifications from 2014. It is therefore too soon to determine whether the replacement qualifications will meet the needs of the sector, as increased trainee numbers will only be noticeable from 2014.

There is more work to do with the sector to promote the need for a level 5 youth work qualification to people at this level who may already have a professional degree, such as teachers, disability workers, social workers, police workers and the defence forces, as well as people working for faith-based groups. The ITO has recognised that it needs ongoing discussions with the youth work sector to identify how the ITO will meet the training needs for this diverse group of people and has noted this in the strategic plan.

The cleaning and caretaking sector, which the ITO assumed responsibility for at the end of 2012, comprises 70 STMs. The ITO is managing the transition and has an Careerforce Product Manager to liaise with the industry for the Targeted Review of Qualifications within this sector for 2014. Already the ITO has indicated that the number of qualifications will reduce from five to one, and potentially include strands in specialised cleaning, such as cleaning trauma scenes, meth laboratories and fire-damaged buildings. The reduction is due to the low uptake of the suite of qualifications for this sector, although the number of trainees has increased since the engagement of the ITO with employers following its initial review of the sector's training needs. Another rationale for this increase is that larger companies see the benefit of training employees with the support Careerforce provides through its workplace assessors and moderation meetings, and because of its size.

The sector fits with Careerforce's focus on health services because many employers are contracted to hospitals and residential aged care providers. The majority of workers (60 per cent) are female, with a high proportion Māori (20 per cent) or Pasifika (10 per cent), and a growing number of workers from India and Asia. This means that the ITO's target of doubling trainees will require it to have greater penetration in a sector that has been difficult to reach. This is further compounded because census data states that there are around 17,000 employees in the sector, but the industry estimates that over 60,000 are employed as cleaners nationally.

Careerforce is active in seeking information to understand the training needs of the sectors it covers, including input from government sources, trade unions and employers. This gives it the ability to develop credible qualifications with a strong workplace training model to meet employer needs and help trainees to develop career pathways. There are still sectors of the industry the ITO has to engage with, and a need to further develop the qualifications that will be suitable and accepted by the social services sector.

1.2 What is the value of the outcomes for employers and their trainees?

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**.

Careerforce has a strong relationship with employers who train their employees using the ITO's qualifications. This helps the ITO to understand the qualification

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outcomes that are valued by the sector, such as having employees trained to provide quality care using excellent client safety and infection control knowledge and skills, and providing qualifications that align with employers who hold contracts with the Ministry of Health, and proposed ACC home carer qualification requirements.

The sector also sees the importance of offering a suite of qualifications that are accessible to a wide range of trainees working in a range of social services, from youth workers and social workers to home care providers. This interconnectedness across social services reflects the restorative health care model. There is also value in bringing the various sectors together and aligning the training for better transferability of workers across roles.

Health care and youth trainees spoken to by the EER team valued learning about safety practices, quality care provision, Treaty of Waitangi principles and the transferrable skills gained. Initial feedback from a qualitative survey of employers indicates that the training improves retention, staff satisfaction and employees' motivation. Another benefit for employers is the alignment of the ITO's foundation programmes with specific workplace induction activities, which are required by district health boards. This means that training is embedded in the workplace from the start and employers already see increasing staff confidence leading to lower staff turnover and higher job satisfaction. This also provides a career pathway for people who have no previous, or solely low-level, qualifications.

The cleaning and caretaking employers see the value in training from better cleaning practices, lower customer complaints and higher employee satisfaction and retention. Some employers also see value in being able to better market their companies by employing cleaners with a nationally recognised qualification. This can, for example, assist with obtaining and maintaining cleaning contracts with district health boards.

The ITO system for collating feedback from industry to analyse the training models and benefits to employers is being further developed and managed as a project. The system involves identifying key activities, including research capability, IT development, staffing levels and staff training needs, so the ITO can respond appropriately. For example, the ITO is focussed on developing trainees' literacy and numeracy skills and has employed a new manager responsible for implementing the strategy. In addition, ITO trainers recently received professional development to help them with new migrants who require additional English language training to be able to work effectively. However, the ITO does not formally seek feedback from trainees about the value of training. The only trainee feedback comes through informal feedback from workplace assessor/educators, Careerforce's workplace advisors and employers.

Currently, the ITO uses information from its own research activities and surveys of employers' needs to provide the infrastructure for workplace training to fortify the outcomes valued by industry. Overall, the number of trainees has doubled and the number of qualification completions has increased significantly over the past year,

indicating how well the qualifications and training are valued by the social services and health sectors. Most qualifications are in the early stages of development as a result of the Targeted Review of Qualifications; therefore it is too early to determine the value of the new qualifications.

1.3 How well do trainees 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**.

Overall, national certificate achievement has increased in the last four years as a result of the employer-led model, which was introduced in 2006. For example, in 2009 there were 1,931 qualification completions and this increased to 3,539 in 2010. The ITO's data shows that on average, 40 per cent of trainees completed in 2011. This is a good achievement because 40 per cent of trainees have not previously held formal qualifications and it was difficult to track trainees because of the transient nature of the workforce. In addition, on average staff turnover is 25 per cent, which has an impact on the number of trainees, who discontinue their training when they change jobs or find work in another sector.

The TEC publishes performance information on ITOs based on agreed educational performance indicators. According to this data, Careerforce trainees complete credits and programmes within the expected time. In 2011, the ITO achieved an overall trainee credit achievement of 76 per cent compared with the ITO national average of 71 per cent. Qualification completions were also 5 per cent higher than the national average, at 74 per cent. Complete data for 2012 is not yet available, but the ITO is projecting a higher than 70 per cent completion rate.

Another indicator of health and disability trainee success is the shortened time trainees take to complete the foundation level 2 programmes, from 18 months to seven months, and the reduction in time for core competencies trainees to complete. The ITO attributes this to the embedding of the training in the workplace and the online assessor reporting and monitoring system, as well as Careerforce workplace advisor support for the assessor/educators and trainees.

The ITO data does not include completion rates for the building services cleaning sectors that were included in the ITO coverage at the end of 2012. It will be interesting to see whether there are any improvements to the cleaning and caretaking qualification completion rate of 30 per cent under the previous ITO's management. The low completion was due to most trainees only completing the credits required towards a limited credit programme, which ceased being offered by the former ITO in 2012.

Careerforce has yet to see success in trainees improving their literacy and numeracy skill levels and hopes the new initiatives for new trainee workbooks with embedded literacy skills and more on-job support will achieve this. In the meantime, the ITO identifies individual trainee's success using credit completions

at each level as well as overall trainee credit achievement. The ITO uses this information to monitor trainee activity, using progress reports generated from the trainee database for field staff to follow up inactive trainees. This has been effective in helping trainees achieve qualifications, and has led to trainees competing within the expected timeframe.

The ITO has not analysed specific programme outcomes for trainees to identify trends or areas for improvement, such as having separate analysis of the success rate for the level 2 cleaning qualifications, rather than combining the results with all level 2 qualifications or overall qualification achievement rates.

1.4 How effective is the training arranged by the ITO?

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**.

The employer-led workplace training model introduced in 2006 has been very successful. It enables employers to train their employees to meet specific workplace requirements, as well as to gain skills and knowledge required for the wider sector. Notably, the employer-led model is particularly successful, as identified in the ITO's current investment plan, in 'a workplace that has a sustainable training plan; aligns training to the organisational infrastructure, policies and procedures; undertakes integrated on-site assessment of training outcomes; and aims for enhanced quality safety (Investment Plan, p6)'. This is evident in the results for workplaces that have embedded training systems aligned to qualifications. The ITO's data shows that these workplaces have the highest number of staff active in training and therefore the highest number of qualification completions, as opposed to those that have not embedded the training in the workplace.

The ITO has developed learning and assessment resources to support training in the workplace. Careerforce workplace advisors support the workplace assessors and educators. The ITO workplace advisors align the training programme to the organisation's induction activities to make it easier for trainees to carry out the tasks for assessment by workplace assessors. In addition, the ITO arranges adult education training and English as a second language workshops for workplace educators and assessors to help trainees achieve. There is also an incentive for workplaces that show successful outcomes.

Careerforce is flexible in meeting employer needs and it aims to increase employer participation by enabling workplaces to tailor the workbooks to suit specific workplace requirements and still meet the evidence requirements of the assessment standard concerned.

When Christchurch Hospital was closed for repairs following the 2011 earthquakes, 25,000 people needed to be home cared. Home carers worked in teams that included a registered nurse, and carers were required to complete a level 3 health,

disability and aged care qualification. An outcome of this was fewer people needing to be readmitted to hospital. This saved money for the district health board but also demonstrated the success of workplace training.

However, the ITO has not had much success implementing the TEC requirements for ITO embedded literacy and numeracy projects – in particular, employers are not using the TEC's online literacy and numeracy assessment tool in meaningful ways. However, Careerforce has conducted a thorough review of the reasons for this and is implementing additional support to help improve the literacy and numeracy skills of trainees through incentives for more on-job support, as well as the embedding of literacy and numeracy into all workbooks. There are difficulties in getting people to sit the online assessment tool as often trainees do not have access to computers. The ITO has employed a project leader to help assist with the embedded employer model.

Arranging training for the youth worker qualification is more difficult because of the changing demographics in this sector. As part of the ITO's overall strategy to increase industry participation across all sectors, it is approaching this sector differently than in the past, with the Careerforce workplace advisor attending youth council meetings and youth seminars to develop relationships with youth workers and youth organisations. The ITO has also identified that the sector would prefer training providers to deliver the level 5 and 6 qualifications, with the level 3 and 4 qualifications being completed on the job through the development of online learning, as the trainees are younger and more technologically capable of completing self-directed learning online.

The workplace model is also applied in the cleaning and caretaking sector. Employers conduct the training and Careerforce workplace advisors make the arrangements for assessment, which the ITO expects to improve outcomes. Already, there is some anecdotal evidence that the trainee workbooks are useful and effective in improving workplace practices, such as checking equipment properly.

Overall, the ITO understands the characteristics of the employers and trainees to develop training arrangements that suit the needs of industry. Any new programme is run as a pilot in order to test how well it works before being implemented. Feedback is then gathered from employers, assessors and trainee focus groups to improve the programme.

The ITO knows that employers need to have good training infrastructure and educators for the training to be successful, and provides the support needed to do this. However, it has yet to develop a system for collecting overall feedback about the training arrangements from trainees. Currently, formal trainee feedback is limited to feedback on the individual workbooks.

1.5 What is the quality of the assessment being undertaken towards industry standards and qualifications?

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**.

Careerforce has a well-managed moderation system with experienced staff to carry out paper-based moderation, as well as to provide training and advice at sector moderation meetings.

The ITO has around 1,000 assessors registered across all sectors, with 972 registered to assess health, disability and aged care trainees. Sixty per cent of assessors attend moderation meetings and the remainder engage with postal moderation, including polytechnic training providers. A rigorous risk monitoring system is in place to identify areas of weakness and to plan upskilling for assessors if required.

The initial selection and training of assessors is an important feature of ensuring that assessment is effective. The ITO supports assessment by arranging the training of educators and assessors to ensure that workplace assessments are consistent, valid and fair. To maintain the integrity of assessment, the ITO encourages workplaces to ensure the often complementary roles of educator and assessor are carefully defined and understood by all parties.

The ITO is reviewing its moderation meeting format and has contacted the workplace assessors and all 70 training providers to find out which moderation activities are working, the preferred frequency of moderation meetings, and the benefit of polytechnics and private training establishments attending moderation meetings with the workplace assessors. The ITO has implemented separate meetings for new assessors and more experienced assessors to facilitate better discussions to suit the needs of each group. The ITO has recently brought in 16 experienced youth work assessors with around 10 trainees each, to train them in a process of assessment of prior learning called Skills Recognition.

The ITO has a five-year moderation plan to check all unit standard assessments over this period. New assessors are moderated for six to eight weeks following their registration, and ongoing support is provided by the ITO moderation team. The online reporting tool enables accurate monitoring of assessor activity and assessment quality. The ITO provides each assessor with an individual report showing their moderation results.

The ITO conducts mainly postal moderation with providers who train and assess unit standards towards youth work qualifications. All materials used by the providers are pre-assessment moderated by the ITO, and some providers attend moderation meetings.

In 2010, the previous ITO for the building cleaning services sector developed workbooks with embedded literacy and numeracy to assist learning and assessment on the job. Postal moderation to check the quality of assessments has been conducted in the past and the ITO plans to provide resources to better support on-job learning and assessment, such as evidence verification tools. The *Final Report*

cleaning assessors are engaging with current Careerforce moderation activities, including attending meetings, postal moderation and professional development.

The sectors are satisfied with the assessment resources and the support received from the ITO, and the ITO's risk register indicates that assessors are assessing to the national standard. The layering of checks, from the pre-assessment moderation of all assessment resources, to moderation meetings and the national moderator review of the ITO's moderation of assessors, all contribute to assessment quality.

1.6 How well does the ITO's governance and management support the ITO to meet its statutory functions?

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**.

All of the sectors the ITO is responsible for are involved in health outcomes, whether mental health, home care or cleaning and infection control. This is reflected in the ITO's strategic focus on population and community health outcomes, which reflects the wider health sector vision for a restorative health care system.

The Careerforce chief executive and the business manager of external communications are proactive in sharing the vision across all large employers and Government ministers. This is to enable the ITO to respond to industry training needs with functional, relevant and accessible qualifications. The senior management team is outward looking, with one general manager responsible for business development externally, and a general manager focussed on internal business activities and strategic operations to meet the expectations of the sectors.

The integration of two other ITOs in the last two years has been an inclusive process, with staff coming across to Careerforce with their sector expertise. Careerforce has been able to manage the mergers with a clear purpose and direction, attending to both current and future needs across all the sectors the ITO is responsible for.

The chief executive was appointed in 2011, and since then the ITO has increased trainee enrolment numbers and decreased the time it takes for trainees to achieve a qualification. This is in part due to making training more accessible by simplifying delivery options for ease of access and better assessor support, and focussing on the quality of courses to increase employer participation, as well as developing a robust recognition of prior learning to assess experienced workers.

The ITO has a governance board with representatives from the four health sectors (home care, aged care, disability, and mental health and addictions) and a union representative. However, a constitutional review at the recent annual general meeting made a decision that board members are to represent all sectors until the ITO is able to appoint representatives from the social services and building services sectors. The ITO also has a Māori governance board called Te Mana Whakahaere,
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which is chaired by the acting chief executive, South Canterbury District Health Board. The board reviews trainee achievements regularly. All the ITO's activities are monitored using the ITO's real-time 'dashboard' system showing progress towards objectives, which is effective in ensuring that projects are followed through and feedback is considered.

The organisation's repositioning of the strategic plan shows the integration of the various initiatives across the sectors to manage outcomes. One of these is the Māori initiative. This involves re-focussing the role of Te Mana Whakahaere governance group from an internal advisory role to working with the sector to increase participation. The organisation has a kaiwhakahaere to provide advice to the sector and to liaise with Māori working in its sectors. The ITO developed six trainee workbooks written in te reo Māori as part of this initiative. The increased rate of Māori completion is an outcome that can be directly attributed to the ITO's focus on Māori. Further work is required to develop a strategy to increase Pasifika trainee numbers and qualification completion rates.

There are approximately 53,000 people providing health care in New Zealand and this is likely to increase because of the ageing population. The ITO training arrangements will play a major part in the training of people to provide home care services in line with the Ministry of Health restorative model of integrated health to reduce pressure on district health boards, as well as ambulance services, especially for the elderly.

The ITO has successfully applied for an increase to its funded training positions because of its knowledge of the growth in home care and the importance of having trained people for its sectors. The demand is mainly driven by ACC's mandatory requirement for 75 per cent of people providing care for non-complex clients to hold a level 2 qualification, and 75 per cent of people providing care for complex clients to have a level 3 qualification. District health boards will also increasingly require people to demonstrate that they are trained to provide health services, from home carers to cleaners.

A strong research culture enables the organisation to understand the various sectors' priorities and training needs. The ITO has reviewed the findings from a Human Rights Commission report, Caring Counts, to help them understand the health, disability and aged care sector. One of the four training aims identified in this report is that industry will require its workers to have a minimum of a level 2 qualification within their first six months of employment, and a level 3 within five years. The ITO is a member of the Caring Counts committee made up of peak bodies across the home care sector, including Grey Power, Age Concern, union representatives and employers. This involvement will help the ITO to arrange training to suit the needs of workers in these sectors.

A sub-committee has been formed to oversee the assimilation of the building service cleaner functions. The former building services cleaning ITO chief executive is now employed as the sector account manager for cleaning and caretaking and urban pest management industry training. The committee is

working proactively to increase employer engagement, particularly across aged care and hospital employers. The advisory group is already involved in preliminary discussions with the sector prior to the Targeted Review of Qualifications to begin in 2014.

Overall, the ITO is very supportive of staff and invests in their upskilling to ensure they understand the sector and have the resources required to carry out their roles. The ITO is aware of upcoming changes to statutory regulations in the industry training sector and will continue to provide training resources and support for the sector even if its responsibilities are redefined in terms of arranging training and the development of qualifications.

Focus Areas

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

2.1 Focus area: Health, Disability and Aged Support

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

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

2.2 Focus area: Youth Work

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

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

2.3 Focus area: Cleaning and Caretaking

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

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

Recommendations

NZQA recommends that Community Support Services ITO trading as Careerforce:

- Include trainee feedback in the self-assessment system to better identify barriers to achievement in the workplace and ways in which trainee outcomes could be improved.
- Continue to work with the sector to develop qualifications that are supported by a larger coverage of employers in the sectors it is responsible for.
- Continue to monitor the literacy and numeracy results for trainees to identify where improvements could be made to the ITO's workplace support.

Appendix

Regulatory basis for external evaluation and review

In 2009 NZQA introduced the evaluative approach to quality assurance in the tertiary education sector, consisting of self-assessment and external evaluation and review. This is applied in the quality assurance of programme approvals and accreditations under sections 249 and 250 of the Education Act 1989, as well as for training schemes (section 251), consents to assess against standards (section 252) AND PTE registration under Part 18 of that Act.

The NZQA Board also published policies and guidelines for the conduct of external evaluation and review of ITOs on 27 May 2010. NZQA relies on ITOs to build the self-assessment and external evaluation and review model into their infrastructure. ITOs will be evaluated on their infrastructure and use of the model in the following ways:

- Advising Ministerial recognition of an ITO under the Industry Training Act, 1992*
- Accepting arrangements for monitoring and assessing of industry training under section 10 of the Industry Training Act 1992*
- Registering standards on the Directory of Assessment Standards*
- Awarding consents for ITOs (or their assessors) to assess against standards on the Directory of Assessment Standards under section 252 of the Education Act 1989*
- Applying programme approval criteria where ITOs are course owners.*

External evaluation and review is also used by NZQA as a monitoring and evaluation tool, with the outcomes of these processes informing Tertiary Education Commission decisions relating to re-recognition of an ITO. In addition, external evaluation and review reports are one contributing piece of information in determining future funding decisions in relation to an investment plan agreed between an ITO and the Tertiary Education Commission. The understandings and expectations for the implementation of ITO quality assurance are set out in a protocol to the Memorandum of Understanding between NZQA and the Tertiary Education Commission.

This report reflects the findings and conclusions of the external evaluation and review process, conducted according to the policies and criteria approved by the NZQA Board. The report identifies strengths and areas for improvement in terms of the ITO's performance and capability in self-assessment.

External evaluation and review reports are public information and are available from the NZQA website (www.nzqa.govt.nz).

*Information relevant to the external evaluation and review process is summarised in the publication *Policy and Guidelines for the Conduct of External Evaluation and Review*. Two other documents explain how the process is applied to ITOs: *EER Policy and Guidelines – ITO Supplement* and *Evaluation Indicators for Industry Training Organisations*. These documents are available at:
<http://www.nzqa.govt.nz/providers-partners/registration-and-accreditation/external-evaluation-and-review/policy-and-guidelines-for-eer-ito/introduction/>*

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