



Report of External Evaluation and Review

Liquor Licensing Bureau (Training)
Limited

Confident in educational performance

Not Yet Confident in capability in self-assessment

Date of report: 18 September 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 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:	Liquor Licensing Bureau (Training) Limited (LLBT)
Type:	Private training establishment (PTE)
Location:	131 Victoria Street, Hamilton
Delivery sites:	LLBT does not have additional permanent delivery sites, but trainers hire venues in locations around the country for classroom delivery and to carry out assessments for online and correspondence learners.
First registered:	20 August 1997
Courses currently delivered:	Licence Controller Qualification (LCQ) and Food Safety
Code of Practice signatory	LLBT is not a signatory to the Code of Practice for the Pastoral Care of International Students.
Number of students:	Domestic: approximately 1,400 learners enrol in LLBT short courses per year.
Number of staff:	Currently, LLBT has three full-time equivalent staff and a 0.5 contracted administrator, three subcontracted trainers and two casual subcontracted trainers.
Scope of active accreditation:	LLBT has accreditation and consent to assess in the domains: Service Sector, Hospitality, Food Safety to level 2.
Distinctive characteristics:	LLBT offers two short courses of one day, or two evening courses. The LCQ course is delivered in

the classroom, online and via correspondence. The classroom course is offered in six regions throughout the country. Most learners, approximately 95 per cent, enrol in the LCQ course.

Food safety and hygiene courses enrol a small portion of all LLBT learners, less than 5 per cent, and the course, which is classroom-based, is only offered in Hamilton and Christchurch.

Learners for both courses are mostly working, or intending to work, in the hospitality sector.

Recent significant changes: In the last two months, LLBT has commenced a change in ownership. This change is gradual and will continue over several months' transition until the new ownership is complete.

There are no changes in staffing or training in the interim.

Previous quality assurance history: At the last quality assurance visit by NZQA, an audit in July 2008, LLBT met all but one requirement relating to governance and management, which pertained to the financial reporting not being available at the time of the audit.

LLBT's latest external moderation report was in 2012 and was conducted by the Hospitality Standards Institute (now Service IQ), which indicated that all requirements were fully met.

2. Scope of external evaluation and review

Following a review of submitted documents and a scoping telephone call between the lead evaluator and LLBT, the following focus areas were agreed for inclusion in the external evaluation and review (EER):

- Governance, management and strategy – this is a mandatory focus area.
- All programmes – LLBT offers two courses: Licence Controller Qualification (LCQ) and Food Safety. These programmes encompass all the educational activity of the PTE.

3. Conduct of external evaluation and review

All external evaluation and reviews are conducted in accordance with NZQA's published policies and procedures. The methodology used is described fully in the web document Policy and Guidelines for the Conduct of External Evaluation and Review available at: <http://www.nzqa.govt.nz/providers-partners/registration-and-accreditation/external-evaluation-and-review/policy-and-guidelines-eeer/introduction>. The TEO has an opportunity to comment on the accuracy of this report, and any submissions received are fully considered by NZQA before finalising the report.

The team of two evaluators conducted the EER over two days on site in Hamilton. The EER included on-site interviews with the three owners and a full-time trainer. Interviews via phone were conducted with subcontracted trainers and stakeholders. A range of documents was sighted during the EER, including achievement data, learner evaluations, stakeholder surveys, internal moderation reports, 2012 external moderation reports and pre-course information. Subsequent to the on-site EER, further telephone interviews were conducted with employers in the hospitality sector whose staff have been attending LLBT's training.

Summary of Results

Statement of confidence on educational performance

NZQA is **Confident** in the educational performance of **Liquor Licensing Bureau (Training) Limited**.

LLBT is meeting the most important needs of learners, with 100 per cent of learners who complete the LCQ and Food Safety courses achieving the associated unit standards and certificates. This is particularly important for the 95 per cent of LLBT learners who enrol in the LCQ course, as attaining the LCQ certificate from Service IQ is one of the requirements of applying for a manager's certificate, the ultimate aim of LLBT learners and their employers. Although the number of learners who go on to achieve the manager's certificate is not verified, employers interviewed acknowledged that this is the case, hence their continual engagement with LLBT to deliver training over many years.

LLBT has a sound understanding and expert knowledge of sale of liquor legislation and the associated hospitality industry. The networks and positions held by trainers and one of the current owners are extensive. The knowledge and expertise of the owner in particular are utilised to design and deliver highly relevant and up-to-date LCQ courses. The LLBT manual, including assessments, is purchased by other education providers for use in their delivery of the LCQ. The quality of the training is further validated by the 2012 external moderation results which recognised LLBT assessments as being valid and fair, and upheld all assessor judgements.

LLBT has recently undergone a significant change in ownership. This change has been well planned and has a transition period of several months, allowing transfer of knowledge, clients and systems, which staff and stakeholders indicate has been seamless. The owners have also taken advantage of the transition period to begin a full review which has identified some governance and management practices that are not effective. At the time of the EER, some revised practices are under development, and others are still to be designed and implemented.

Statement of confidence on capability in self-assessment

NZQA is **Not Yet Confident** in the capability in self-assessment of **Liquor Licensing Bureau (Training) Limited**.

LLBT has a number of processes and practices in place to ensure the educational performance of its learners. These processes vary in the quality of the systematic collection of data, the quality of the data collected, the degree of analysis that occurs, and the response to findings. There is some evidence of improvements, mostly relating to trainer assessment judgements, conduct and venue issues, all of which have been addressed.

Some of these activities are effective, particularly those around understanding achievement and internal moderation. The information is reliably collected, collated and reviewed. However, the review is mostly about monitoring and is not comprehensive enough to lead to meaningful improvements. Other processes such as methods of gathering stakeholder and learner feedback are less effective. While some useful but limited information is gathered, it is not sufficient to provide any sound conclusions. The tools and methods for collecting learner feedback require review.

LLBT has access to anecdotal feedback from trainers who have expertise and networks in the industry and through contact, in particular, with online and correspondence learners. These sources of information are not systematically or purposefully sought, yet they have the potential to add value and contribute to the understanding LLBT has about its courses.

The owners are currently undertaking and planning reviews of LLBT courses, delivery, trainers, systems and processes. Gaps in the quality of processes and practices have begun to be identified, and there is evidence of initial plans (short-term, medium and long-term) to prioritise the required reviews and implement changes. A new student database and website are under development and near completion. There is a clear commitment to continue the review, and staff have endorsed their support of likely changes. However, at the time of the EER visit it was too soon to see the impact of the few small changes that had occurred over the preceding weeks. The reliance on the expertise and experience of trainers, and continued good achievement that is externally validated, are the basis for assuring the continued educational performance of learners.

Findings¹

1.1 How well do learners 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**.

The achievement of learners at LLBT is generally good, particularly in the LCQ course, in which at least 95 per cent of all LLBT learners enrol. Course completion rates have been consistent at 97 per cent for the past two years, and of those that complete, 100 per cent achieve the unit standards associated with the LCQ. Course completion in the Food Safety course, which has less than 5 per cent of LLBT learners, was 78 per cent in 2011 and 87 per cent in 2012. The 2012 completion rate is a significant improvement and acceptable for a course that does not have the same employer and student motivation for completion as the LCQ course. As with the LCQ course, all learners that complete the Food Safety course achieve the associated unit standards. LLBT's internal target of 95 per cent achievement per LCQ course is being exceeded.

These results are further strengthened by the Service IQ external moderation results, which verify LLBT's assessments as fair and valid, and that all assessing judgments have been upheld. Stakeholders confirm satisfaction with the achievement of their employees, recognising that their staff go on to achieve a bar manager's certificate. Accordingly, stakeholders continue to send staff to LLBT for training. This is especially evident in the Hamilton region, which delivers approximately one-quarter of all LLBT's LCQ training.

LLBT systematically collects data that pertains to achievement and the number of learners who pass on their first attempt at the assessment. All achievement results are collated per course and, for the LCQ course, per mode of delivery and per region. As a result, LLBT is collecting useful information, and indications are that the data is reviewed. However, the analysis is not comprehensive and is primarily used to monitor results. There is little evidence of change as a result of review, even where trends have been identified. Anecdotally, individual trainers believe they understand the reasons why small numbers of learners are not completing or require reassessment. These reasons include lack of experience working in the sector, unfamiliarity with English, and the transient nature of the hospitality workforce in some regions. As trainers are mostly working in isolation, LLBT would benefit from formalising the collection of this information and undertaking more

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

robust analysis to reliably identify factors that may have an impact on the completion rate of learners.

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

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

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

LLBT is meeting the most important needs of the learners and their employers through the delivery of highly relevant courses, both of which contribute to ensuring compliance with local council regulations and, for the LCQ course, legislative requirements for the hospitality sector. Achievement of unit standards in both the LCQ and Food Safety courses for those learners who complete the course is 100 per cent.

Learners who achieve unit standards associated with the LCQ course attain the LCQ certificate issued by Service IQ. This certificate is one of the requirements of applying for a manager's certificate through the local council. Attainment of a manager's certificate in the hospitality sector benefits both the learner and employer. The learner may receive an increase in remuneration and possible career advancement. Employers are meeting their responsibilities through the upskilling of staff to support safe and legal work practices on their business premises. Trainers interviewed gave examples of how understanding the legislation within the course and being a responsible manager has the potential to save lives.

Although not a requirement for employment, achievement of the Food Safety unit standards gives both the learner and employer confidence that staff understand safe food handling practices – improving skills and knowledge for those new to the industry, and reinforcing practices for those who are already working in the industry.

LLBT has mostly anecdotal information about the value stakeholders place on the training. The most significant indicators of training value are repeat business and estimated market share, particularly in the Hamilton region, and these factors are well understood by the director and course coordinator. Stakeholders interviewed confirmed that their staff are achieving the manager's certificate, and they would not otherwise engage LLBT to deliver training.

LLBT seeks to understand the value of the LCQ course through formally surveying District Licensing Agencies (DLA) who interview candidates applying for a manager's certificate, and through client surveys targeting the learners' employers. These surveys have been sent annually for the past five years. Although the survey tool itself is comprehensive, and the DLAs and clients are in a position to

provide LLBT with very valuable information, the response rate from DLAs is less than 30 per cent and no responses have been received from client surveys. No alternative method for gathering feedback has been sought by LLBT.

The responses received from DLAs indicate that a good percentage of LLBT learners are applying for and being awarded the manager's certificate. This is promising; however, the responses received are all from neighbouring regions, and there is no information about other regions where LLBT trains.

One director and most trainers have professional relationships in the regions alongside their extensive work experience in the sector in other, related roles. These connections likely provide very valuable insights and information for LLBT. However, information is not purposefully gathered to inform the organisation, nor is there evidence of any information being utilised.

1.3 How well do programmes and activities match the needs of learners and other stakeholders?

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

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

LLBT has been innovative and committed to the hospitality sector through investing in and offering LCQ courses in several modes of delivery using comprehensive and high-quality teaching and learning resources.

The LCQ course is available to learners via classroom, correspondence and online modes of delivery, which is useful for a number of learners and provides options to suit the learning preferences, working and personal needs of learners. Online and correspondence options have been available for over 10 years and attract approximately 15 per cent of all LCQ learners. The LCQ courses are accessible to people in the hospitality industry regardless of location in the country. Classroom-based courses are offered during the day and evening to further meet the needs of learners who are often working shifts.

LLBT has up-to-date and relevant materials. Specifically, the LCQ manual provided to all learners is a substantive workbook and a sound teaching tool, and is also an excellent resource which can be utilised once the course is completed as it provides full and accurate information for ongoing reference when working in licensed premises. In learner evaluations, the manual is consistently rated as very good or excellent by learners. A number of polytechnics and PTEs who also teach the LCQ course routinely purchase the LLBT manual to use as a teaching and resource tool for their own learners.

The owners have very recently identified a number of processes LLBT has in place that need improving to better understand the learner demographic and how well the

courses are meeting the learning and work needs of all learners. Examples include the enrolment process, the information gathered, and learner evaluations.

Improving the enrolment process, the development of which is near completion, is intended to streamline administration, leaving more time for the trainers to engage with the learners. The additional information collected at enrolment is expected to provide information specifically about the factors that, anecdotally, LLBT believes have an impact on reassessment and completion rates.

Learner evaluations have always been completed by LLBT learners and were reviewed and changed in 2012 to encourage more learners to complete them. There has been some success with this change in that there has been an increase in the number of evaluations being completed overall. Another review of this self-assessment tool is planned for the near future as the owners have identified that some evaluation questions require clarification, little useful information is gathered, and the ratings are inconsistently applied within the tool. LLBT would also benefit from a review of the process around learner evaluations as there is an inconsistency between trainers regarding the number of evaluations completed. Also, fewer online and correspondence learners complete the evaluations, which is important to know as they are the primary source of feedback from these learner groups. The course coordinator does ask online and correspondence learners informally for feedback. As a result, some specific and useful feedback is received, which is then collected. However, this information is not reviewed at a management level and the information is not used to inform or improve either the online or correspondence courses.

LLBT has self-identified these areas as needing improvement, and there is evidence of planning, with the development of the new database and website, to effect change and improvement. However, at the time of the EER the database and website were not yet operational, and although there is a clear intention to review the evaluations and process around collecting this feedback, these changes had not yet been fully designed or implemented.

1.4 How effective is the teaching?

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

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

The teaching at LLBT is effective, and the LCQ courses are taught by trainers who have extensive knowledge and experience in the hospitality field. This stable group of trainers consists of one full-time, long-term employee, one of the three owners who teaches part-time, and three subcontracted trainers who deliver courses at locations around the country. All trainers have extensive industry experience; some are employed by local councils as DLAs and health inspectors, and most have experience in adult education. A number of assessors are casually

contracted specifically to assess online and correspondence learners who complete the summative closed-book assessment in person at an arranged venue. LLBT does not collect evidence to verify that these assessors are competent and current to assess learners. However, the very high learner achievement results indicate that the teaching is effective, and the DLA survey, although limited, specifically acknowledges that the knowledge that learners are gaining is very good and to the required standard to pass the local council's interview process and to achieve a manager's certificate.

There are a number of good processes and practices in place to ensure the educational performance of learners, such as the internal moderation of 20 per cent of all assessments per trainer, and an expected teacher-to-learner ratio when assessing. However, the implementation, review and monitoring of these practices is not consistent or comprehensive.

LLBT has a systematic and robust process to internally moderate 20 per cent of all assessments per trainer. This is good practice and is successful in ensuring the validity of assessors' judgements, as evidenced through the successful external moderation results LLBT receives. There is no collation of this internal moderation information. Analysis of this information may assist LLBT to identify trends or patterns in assessment questions, learners' responses, or trainers' assessing standards that may inform LLBT about areas to improve assessment and teaching.

The number of learners in classroom-based training varies regionally. Expectations around the assessor-to-learner ratio are for no more than 20 learners per assessor. Additional assessors are made available to support a trainer when learner numbers exceed 20; however, this practice is not consistently applied regionally, with an example of up to 40 learners having one assessor at a time. There is no review by LLBT of this practice to validate the high level of confidence it has in the validity of the outcomes. This is important as most trainers are working in isolation, and other than the internal moderation of assessments and feedback on learner evaluation forms, there are no additional self-assessment activities such as peer observation, trainer meetings and professional development to inform LLBT about the ongoing effectiveness of the teaching.

Learner evaluations are a key source of information about the quality of the teaching. LLBT monitors the number that are completed and collates the information gathered. Almost all collated evaluation reports indicate that learners rate the teaching within the two highest ratings on the form. There is evidence of issues coming to light, such as the use of inappropriate language by a trainer, which was subsequently addressed. This area of self-assessment will benefit from the planned review proposed by LLBT for the near future.

1.5 How well are learners guided and supported?

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

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

LLBT delivers two courses, both of short duration – either over one day or one and a half-days, or two or three evenings in the classroom. The LCQ is also offered as an online or correspondence option. The support and guidance provided for learners within this context meets their needs and is provided mostly via individual trainers and through the course coordinator in Hamilton.

Pre-course materials and all information, including the manual and the process to attain the manager's certificate, are sent to learners prior to commencing the course. Learners are encouraged to familiarise themselves with course content and to attempt the open-book assessment, which needs to be completed prior to the summative closed-book assessment given at the end of the course.

The course coordinator is available to provide assistance via email and freephone to address all queries that might arise at any point, from receiving the pre-course material to enrolment, and through to completion. Mainly online and correspondence learners utilise these avenues.

Trainers all individually provide learners with their contact details and make themselves available after the classroom component is completed to assist learners primarily with additional support for reassessment. As most trainers are currently active within the industry, learners occasionally approach them post-course to discuss legislative and compliance queries. The Food Safety course, which is only delivered in Hamilton, has very small class sizes, often fewer than six at one time. Support for these learners during the training is able to be provided on a one-to-one basis.

Learners are provided with the opportunity for one reassessment at no cost, with subsequent reassessment attracting a fee. The support and preparation of each learner is successful as 100 per cent of learners who complete the course are achieving the unit standards. LLBT informally has some understanding of how many learners pass on their first attempt. There is variance between trainers and first-attempt pass rates, which is meaningful information for review. LLBT needs to ensure the process and guidelines in place around reassessments are consistently applied as there is currently no process to ensure that this is occurring.

There are no prerequisites for either course, and LLBT trainers need to be prepared to support a wide variety of learners and abilities. Currently, literacy and ESOL (English for Speakers of other Languages) learners who may have more difficulty with the course content and assessments are not identified until the course commences. Strategies to manage and support learners once enrolled depend on individual trainers' personal resources and skills. Currently, there is no review of the amount and type of support and of the guidance tutors offer, and nor are there

any opportunities for trainers to meet and share good teaching practice. Such opportunities would assist both the trainers who are working independently, and the learners who require the unit standards.

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

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

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

A number of governance and management functions at LLBT need improvement. This pertains mostly to self-assessment activities which are important for LLBT, where all but one of the trainers are working remotely and almost autonomously, with no planned engagement or opportunities to participate in review or development. The reliance on the expertise and experience of these trainers (and continued good achievement, which is externally validated) is the basis for assuring the continued educational performance of learners. It is evident that, recently, a number of areas have been identified as requiring improvement, and indications are that action has commenced. However, to date most changes for improvement have not been implemented.

The purpose and direction of LLBT is clear and there has been active planning for significant changes over the past year. This includes anticipating changes to the Sale of Liquor Act 1989 and the subsequent impact on the PTE and teaching. In addition, there has been a very recent change in ownership, which has seen the original owner bring in another two shareholders with a view to transitioning out of the PTE eventually. The transition, although potentially challenging, has been seamless, with business continuing as usual with no apparent disruption for learners, stakeholders and trainers.

The new owners have experience in adult education, quality management and the hospitality sector, with expertise in gaming, and have clear intentions for the future of the PTE. A new student management system and website are under development. All systems are under review. Having the extensive expertise and networks of the original owner to advise and input into the reviews and developments has been constructive. Long-term staff who are open to review and change are also contributing valuable historical knowledge of processes and clients.

Reviews of processes and standards of practice are currently being planned. The new owners and trainers have indicated that the initial reviews and minor changes that have been initiated or discussed are proactive and positive, such as decisions for LLBT to purchase its own equipment and very recent changes to PowerPoint presentations. At the time of the EER visit, it was too early to see the actual

implementation of a number of these initiatives, and too soon for LLBT to have reviewed the impact of some of the smaller changes that have occurred.

There is no evidence of effective development of staff. Performance appraisals of staff or trainers have not occurred and there has been little professional development in recent years, even though staff have identified areas themselves where they feel development would be beneficial to them and the learners.

Currently, self-assessment activities are limited, and what has been used in the past is not comprehensive. There are indications that the reviews underway, and improvement plans of the new owners, will lead to improved evaluative processes and information, but these are still in the early stages of development and implementation.

LLBT is currently engaging in subcontracting arrangements with four trainers. This arrangement, which has the trainers marketing and enrolling learners in their region on courses, does not have approval from NZQA. It is recommended that this matter is urgently reviewed by the owners to ensure compliance with recent registration rules regarding subcontracting.

Focus Areas

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

2.1 Focus area: Governance, management and strategy

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

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

2.2 Focus area: All programmes

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

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

Recommendations

NZQA recommends that LLBT continue with the planned reviews and specifically take into consideration the quality and method of data collection, ensure that robust analysis of the data occurs, and provide consistent implementation of any actions that may lead to improvements.

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).

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/>.

NZQA

Ph 0800 697 296

E qaadmin@nzqa.govt.nz

www.nzqa.govt.nz