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Report of External Evaluation and Review

Westport Deep Sea Fishing School Ltd
trading as Westport Deep Sea Fishing
School

Confident in educational performance

Not Yet Confident in capability in self-assessment

Date of report: 8 September 2016

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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:	Westport Deep Sea Fishing School Ltd (WDSFS) trading as Westport Deep Sea Fishing School
Type:	Private training establishment (PTE)
First registered:	1993
Location:	16 Brougham Street, Westport
Delivery sites:	A hostel is located at 48 Cobden Street, and some aspects of the training are taught and assessed there, in particular firefighting.
Courses currently delivered:	New Zealand Certificate in Fishing Vessel Crewing (Level 3) WDSFS gained approval from Maritime New Zealand in 2015 to deliver the following Standards of Training, Certification and Watchkeeping (STCW) short courses: Basic First Aid; Personal Survival Training; Personal Safety and Social Responsibility; Fire Prevention and Fire Fighting.
Code of Practice signatory:	WDSFS is a Code signatory. No international students were enrolled at the time of the site visit.
Number of students:	Thirty-nine domestic students were enrolled at the time of the on-site visit. Eight students were Youth Guarantee (Tertiary Education Commission (TEC)) funded; 31 were Training for Work (Ministry of Social Development (MSD)) funded. Māori make up a high proportion of students. A small proportion are female.

Number of staff:	Six full-time equivalent staff and a managing director
Scope of active accreditation:	http://www.nzqa.govt.nz/providers/nqf-accreditations.do?providerId=924747001
Distinctive characteristics:	<p>Students enrolling at WDSFS come from all over New Zealand, and it is rare that a local student is enrolled. All students are accommodated at the PTE-owned 'The Foc'sle' hostel throughout their training. The hostel is run in a way intended to simulate life on board a large fishing vessel to better prepare students for the reality of life at sea. Many students have never before been at sea or had any direct involvement with the fishing industry.</p> <p>A significant proportion of students enrol at the PTE after completing the Limited Service Volunteers course (a military-style course for long-term unemployed young people).</p> <p>By means of Te Ohu Kaimoana scholarships, the Waitangi Fisheries Commission funds 11 students annually.</p>
Previous quality assurance history:	<p>At the previous external evaluation and review (EER) of WDSFS in February 2012 (reported April 2012), NZQA was Confident in the PTE's educational performance and Confident in its capability in self-assessment.</p> <p>External moderation requirements have been met for both Competenz and Primary ITO (industry training organisations).</p>
Other:	<p>Staff from MSD visited WDSFS in May 2016 to monitor the quality of programme delivery of the Training for Work programme the ministry funds.</p> <p>Maritime New Zealand conducted a Maritime Standards training provider inspection in February 2016, along with a site visit to approve the new WDSFS firefighting training facility. Nine non-conformities were identified. Although the approval to deliver STCW courses was confirmed, WDSFS was required to supply Maritime New Zealand with a corrective action plan.</p>

2. Scope of external evaluation and review

Focus areas and rationale for selection		
1.	Governance, management and strategy	This focus area is mandatory in all EERs because of its importance for the quality of the educational experience for students, the employment experience of staff, and the stewardship of publicly owned funds and resources.
2.	Training for Work	This MSD-funded programme provides the PTE's largest number of trainees. The programme is employment-focused, short-duration training.
3.	New Zealand Certificate in Fishing Vessel Crewing (Level 3)	This is the primary qualification offered and funded by the TEC through Youth Guarantee provision. This programme was updated to the new level 3 qualification and approved by NZQA on 25 February 2016. It is a relatively small proportion of the PTE's training.

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.*

Two evaluators conducted the on-site enquiry phase of the EER on 15 and 16 June 2016. The following people were interviewed by the team: the managing director, the administration manager, the two tutors, the newly appointed hostel manager, and three groups of trainees. Industry and funding stakeholders were interviewed by phone, as were local literacy and social service providers who have had involvement with the students.

Documentation considered by the evaluators to understand both educational performance and self-assessment included: an investment plan with the TEC; a proposal document to the MSD relating to ongoing funding of the Training for Work programme; staff files and the staff handbook; training manuals and assessments (both student-worked and unworked); records of enrolments and outcomes, including random samples for earlier cohorts; policy and procedure documents; student handbooks and marketing materials; student surveys; evaluations of students by skippers; a recent Maritime New Zealand audit report; samples of correspondence and/or testimonials from fishing industry companies who have employed students.

Summary of Results

Statement of confidence on educational performance

NZQA is **Confident** in the educational performance of **Westport Deep Sea Fishing School Ltd trading as Westport Deep Sea Fishing School**.

This confidence is reflected in the following key findings:

- Many students achieve their goal of gaining sustainable employment in the fishing industry as a result of their programme at WDSFS. Some have achieved a national qualification in the process, while others have achieved relevant units in safety-related areas and will have an opportunity to achieve full qualifications once employed.
- For those enrolled under the MSD Training for Work funding stream, their employment outcomes are reportedly among the country's highest. Young people from across New Zealand are moving from benefits to a potentially well-paying job as a result of the strong alignment between the WDSFS training and industry needs. A high proportion of these students come from regional areas and towns with limited employment opportunities.
- Teaching and guidance is mainly focused on the prerequisite entry requirements and knowledge required by the fishing industry – in particular safety, adapting to life on board a vessel, and maintaining 'drug-free' status. In this regard, the training and pastoral care is targeted and effective.
- Student accommodation, training facilities, teaching resources and administrative processes range from adequate to good. Notable investment in the new fire safety training facility and gaining new internationally recognised course accreditations reflect both investment and improvement by the PTE management and staff.
- The model of training at WDSFS is unique in New Zealand. The challenge of adapting to close-quarters living, away from home, and under some restrictions relating to drug and alcohol use is acute for some students. The PTE management and staff also face challenges in managing these factors and are working on improving staff capability and practice in relation to both meeting needs and maintaining high standards. They are doing useful work which contributes to excellent outcomes for many.

Statement of confidence on capability in self-assessment

NZQA is **Not Yet Confident** in the capability in self-assessment of **Westport Deep Sea Fishing School Ltd trading as Westport Deep Sea Fishing School**.

There is evidence that the PTE uses self-assessment to plan and implement changes to the training which appear to have improved alignment with industry staffing needs, and their ability to offer training towards required certifications, to give just two examples. However, self-assessment is not sufficiently comprehensive, is of variable quality, and does not currently support a rating of confident.

- The processes for enrolling students, capturing and reporting assessment results, arranging placements on board fishing vessels, and reporting employment outcomes appear quite sound. However, analysis and use of this data to (collectively) understand performance, make valid conclusions and plan for changes and potential improvements was generally only adequate.¹
- Some students were apparently receiving different or conflicting course-related information prior to enrolment as a result of variability in practice and/or the information provided. In some areas, such as student handbooks, document control needs strengthening.
- Internal moderation processes do not seem systematic or embedded, and although there is moderation activity occurring, it is difficult to see how it either validates assessment or improves assessment practice.
- Important course inputs such as literacy and numeracy support lack evidence in relation to their apparent effectiveness.
- Opportunities for staff to step back from their work, consider the effectiveness of processes, and collectively plan for change and improvement seem limited.

At the strategic level, the PTE's strategy and goals were mostly evident through the investment plan with the TEC and the more recent proposal document to the MSD relating to ongoing funding of the Training for Work programme. While these documents were accurate in their portrayal of the PTE's activities, they did not constitute a documented process of comprehensive strategic planning or high-level review.

¹ See [NZQA Key Features of Self-assessment](http://www.nzqa.govt.nz/providers-partners/self-assessment/). <http://www.nzqa.govt.nz/providers-partners/self-assessment/>

Findings²

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 **Adequate**.

Many students pathway to sustainable employment in the fishing industry as a result of their engagement with WDSFS, achieving their primary goal (see Tables 1 and 2). Many Youth Guarantee students have achieved a national qualification in seafood processing and/or seafood vessel operations through their programme (see Table 2). Others have achieved relevant unit standards in safety-related areas and will likely have an opportunity to achieve full qualifications once employed. According to a training manager from one of the largest companies, 'over 80 per cent of fishing fleet staff are involved in ongoing training', much of it structured and leading to national qualifications.

Table 1. WDSFS Training for Work employment outcomes (2014-2016 in progress)

	Enrolled	Employed	% employed	% sustainable*
2014	107	47	44%	85%
2015	121	61	50%	85%
At June 2016	81	30	37%	10%

Source: WDSFS, confirmed with MSD

*Still employed after six months

Table 2. WDSFS Youth Guarantee qualification and employment outcomes (2013-2015)

	Enrolled	Course completion (sector median)	Level 2*	Level 3**	Employed
2013	9	100% (70%)	6	5	4
2014	10	85% (71%)	6	3	3
2015	14	tba	9	9	8

Source: WDSFS and the TEC

*National Certificate in Seafood Processing (Level 2) and/or **National Certificate in Seafood Vessel Operations (Nautical Skills) (Level 3)

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

Completions of level 3 qualifications by Youth Guarantee students average 51 per cent since 2013, slightly lower than the 60 per cent (annual) performance commitment with the TEC. Course completion rates, however, do meet TEC targets and exceed the sector median for Youth Guarantee courses. These are good results.

WDSFS was able to provide achievement data from the student management system at the evaluators' request. The data is reliable, matches TEC performance reports, or was confirmed as accurate by MSD. In the case of employment outcomes, written verification of employment is obtained from fishing companies. However, there is limited use of this achievement-related data to (collectively) understand performance and identify where improvements may be made.

There is considerable attrition at WDSFS: not all students cope well with the move away from home, communal living at the hostel, and for some, restrictions on their use of alcohol in particular. Unfortunately, some have to be removed from the programme as a result of continued breaches. Considering the full context, student achievement is good. Reducing attrition needs to be prioritised, however. As suggested in Findings 1.4, teaching effectiveness may be undermined by the current programme model. It is WDSFS's responsibility to understand all aspects of its educational performance using appropriate self-assessment practices, and this is not strongly evident.

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 **Excellent**.

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

Cooperating with the larger fishing companies, WDSFS has developed a model termed 'direct to work' for the Training for Work students. Students are trained in the basic skills required to enter the workforce, are assisted with meeting compliance requirements (including tax, ACC and banking arrangements, police vetting check, drug and alcohol pre-employment test), and are placed on a suitable vessel as soon as these steps are completed and a place is available. This model is leading to a good match between highly motivated students and available work (see Table 1).

Youth Guarantee students have a longer duration in training as they work towards completion of a certificate qualification at levels 2 and 3. These qualifications are recognised by industry, attracting a modest premium in wages. As shown in Table 2, they enter employment in similar proportions to Training for Work students. Students enrolling in either of these programmes do not pay a course fee, but they do pay for weekly accommodation from their student allowance.

Promotional material from WDSFS states that starting wages range from \$40-50K; industry stakeholders confirmed this and added that with experience, income is

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commonly much higher than this. Most students coming to WDSFS have been receiving the jobseeker support benefit. According to a budget advisor working with students, 50-75 per cent of students enrolling have existing debt, including hire-purchase and fines. The income from their employment provides high value outcomes to students and whānau. Their work also contributes to the multi-billion dollar New Zealand fishing industry.³

Essentially, WDSFS understands the basic requirements of fishing companies, maintains close links with them, and is able to service their needs by appropriate preparation and filtering of new (potential) staff. Data capture around this aspect of the PTE's work is solid and validated by industry and student feedback. The gap here is around no positive outcome for a still significant number of students, in particular the gap between enrolments and completions for Youth Guarantee, and what the PTE is doing to both understand and close this gap.

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 **Good**.

WDSFS has transitioned from offering the now retired National Certificate in Seafood Vessel Operations (Nautical Skills) (Level 3) to the New Zealand Certificate in Fishing Vessel Crewing (Level 3). The programme application was approved by NZQA in February 2016. This qualification is aimed primarily at the Youth Guarantee cohort and matches industry needs. In addition, gaining Maritime New Zealand approval to deliver the Standards of Training, Certification and Watchkeeping (STCW) short courses in 2015, and the related construction of a firefighting training facility also directly aligns the school with industry training needs. Fifty-three STCW certificates have already been issued in 2016.

WDSFS claims that 'industry feedback keeps programmes relevant and was key in changing from work-based training for students to [the new] direct to work [model]', and this seems to be the case. The managing director has in-depth knowledge of, and maintains links with, the industry, for example as an assessor. Industry stakeholders commented on the flexibility of the school and how it matches their needs for pre-screening and inducting potential staff. They said graduates from WDSFS have moved through to senior roles on some vessels.

Following the Maritime New Zealand inspection in 2016, WDSFS promptly addressed the areas identified for improvement. Evidence confirming this was provided to the evaluators. There were significant gaps in their preparedness to offer STCW courses, but these have been managed or are now addressed.

³ <http://www.fish.govt.nz/en-nz/Commercial/About+the+Fishing+Industry/default.htm>

Programme features such as the emphasis on developing fitness, simulated on-board living and safety training relate strongly to student and industry needs. However, as noted in Findings 1.4 and 1.5, WDSFS's understanding gained by self-assessment of the effectiveness of teaching and pastoral care models is only adequate. This somewhat limits the evidence for meeting learner needs under this key evaluation question. Experience alone does not constitute effective self-assessment, as situations change. It is clear that, based on results and outcomes, needs are being met for many but not most of the students.

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**.

There are significant and readily apparent challenges to teaching effectiveness at WDSFS: new students are arriving on an ongoing basis as others leave for work experience or employment on vessels. Most students (Training for Work) require less formal teaching and assessment in order to meet 'direct to work' requirements, while others (Youth Guarantee) are working towards a full level 3 qualification.⁴ The two main tutors – one of whom is a recent appointment – seem to manage this appropriately, and are supported by part-time teachers from Buller REAP and the literacy support of Buller Adult Learning Services. The coverage and effectiveness of literacy support was unclear.

In addition, the hostel manager (also a new appointment) has a key role in managing the '6 hours on-6 hours off' simulation of life on board a vessel, which is an important part of the programme. Altogether, this is an apparently feasible, highly geared model of teaching, but is not strongly supported by self-assessment in terms of reflective practice, in-depth programme review or teacher appraisal. Student commentary indicates that a high proportion of self-directed or peer-to-peer learning is both expected and is occurring. Students commented that they want more '[contact] time with teachers'. Full-time staff appear quite stretched.

Moderation processes as documented by the PTE included: 'ITO feedback and evaluation forms after all ITO funded training and internal evaluations on training conducted every 2 months which includes 10 per cent of all units and/or any changed units'. However, based on a sampling approach of available files, it was not clear to the evaluators that this was consistently the case. Internal moderation processes do not seem systematic or embedded, and although there is some moderation activity occurring, it is difficult to see how it either validates assessment

⁴ It is worth noting that training in handling catch and processing fish is no longer a feature of the shore-based training. These skills were being taught at the PTE's facility at the time of the previous EER. Students now only learn these skills once placed on vessels.

or improves assessment practice. Assessment practices do, however, seem acceptable for the level of units being assessed, and related guidance and feedback to students is provided.

Sources of self-assessment regarding teaching and workplace experience include: post-induction feedback after two weeks, after the initial work placement, and after the first paid trip at sea. A tutor evaluation occurs mid-course, and this is reviewed by the managing director as a way of monitoring programme delivery. Short courses are also monitored using student feedback and evaluation forms. These processes were in some cases useful, but in others did not appear to lead to change or improvement but simply served a monitoring role.

1.5 How well are learners guided and supported?

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**.

Student guidance and support is a significant part of the training process at WDSFS. Direct support includes airport pickup, hostel accommodation including meals (and assistance with fees to cover this), and access to a nearby gym (at a modest charge). Assistance with literacy development is arranged for those most needing it. Students are given a context where they can learn new skills and knowledge, get fit, and develop capability for close-quarters living. Hostel facilities are basic, but warm, dry and certainly adequate. Once a suitable opportunity on a fishing vessel becomes available, the school assists with transport to the port of departure. In general, these processes appear sound and align with the model of programme delivery for both Youth Guarantee and Training for Work programmes.

Although considerable effort and resource is invested in guidance and support, significant gaps and challenges are evident. As stated in Findings 1.1, there is high attrition, which is reflected in the gap between Training for Work student enrolment and completion rates in particular. Overall, of 135 enrolments in 2015, 46 students left early or were 'dismissed'. Drug and alcohol limitations and testing certainly play a part here. Reasonable disciplines are placed on students which some find too tough and exercise their right to leave.

WDSFS asserts that selection and referral by Work and Income staff of Training for Work students is an important factor in students' likely retention and success, and they have little control over it. This may be so, but some students interviewed had apparently received different or conflicting course-related information prior to enrolment as a result of variability in practice and/or the information provided. To be clear here, this is not about facilities and requirements of hostel life, but rather about teaching and learning practices and resources. In some areas, such as student handbooks, document control needs strengthening.

A more mature Training for Work student said that anyone considering coming to WDSFS must 'make sure things are all OK back home before coming'. Some students struggle with unresolved matters which later cause them to drop out of training. Some perhaps realise that the lengthy periods at sea away from home will not suit them. A new hostel manager has recently been appointed. His background in the mining industry, as a first aid tutor, and involvement with youth prepares him well for the role, which includes live-in supervision at the hostel. WDSFS management needs to ensure that all aspects of staff and student monitoring, support and safety are promptly attended to.

Students contribute to the Westport community by participating in sports teams, and some bring expertise in kapa haka from their iwi, which is shared with local schools. These are good outlets and are reportedly valued by the community.

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

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

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

Updating to new qualifications, adapting the programme to a more direct to work model for Training for Work students, successful negotiation with MSD regarding financial arrangements, and the STCW accreditation all reflect capable and forward-thinking management. These are useful developments and improve WDSFS's offer in the training market. The PTE has also adopted other initiatives around higher-level qualifications and serving the training needs of Pacific Island states. The recruitment of additional administration staffing at the PTE appears to have been needed, and this person will manage the literacy and numeracy assessment process, which clearly needs improvement. As indicated in Findings 1.4, literacy support is occurring but does not appear to be well coordinated or its effectiveness measured.

At the governance level, the PTE's goals and strategy were mostly evident through the investment plan with the TEC and the more recent proposal document to the MSD relating to ongoing funding of the Training for Work programme. While these were accurate in their portrayal of the PTE's activities, they did not constitute a documented process of comprehensive strategic planning or high-level review. There is a high reliance on the owner's considerable insight into and knowledge of the fishing industry. The evaluators noted some risk to the PTE here. The owner indicated that he uses legal and accounting services as required.

There is evidence that the PTE uses self-assessment to plan and implement changes to the training, which appears to have improved alignment with industry staffing needs and the PTE's ability to offer training towards required certifications, to give just two examples. However, self-assessment is not sufficiently

comprehensive, is of variable quality, and does not currently support a rating of confident. This finding is reflected by the Adequate rating for capability in self-assessment for this key evaluation question and the focus area of governance, management and strategy.

Focus Areas

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

2.1 Focus area: Governance, management and strategy

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

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

2.2 Focus area: New Zealand Certificate in Fishing Vessel Crewing (Level 3)

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

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

2.3 Focus area: MSD Training for Work

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

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

Although this is the stronger area of performance when comparing focus areas, the limitations in effective self-assessment do not provide evidence to warrant higher ratings in this area. Certainly the value of outcomes is very high, and this contributed directly to the rating of Excellent under Findings 1.2.

Recommendations

NZQA recommends that WDSFS:

- Improve processes for quality assurance of documentation and communication of pre-enrolment information for students and other stakeholders.
- Improve processes for quality assuring assessment, in particular engaging in effective internal moderation.
- Schedule and implement all-of-staff meetings at suitable times during the year with the key purpose of reflection on organisation-wide and programme-level performance, and planning for improvements. Related to that, the PTE needs to collectively review retention and attrition of students, to identify ways in which attrition may be reduced.

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/>.

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