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Report of External Evaluation and Review

Golden Bay Work Centre Trust

Confident in educational performance

Confident in capability in self-assessment

Date of report: 15 December 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:	Golden Bay Work Centre Trust
Type:	Private training establishment (PTE)
First registered:	1 January 1992
Location:	84 Commercial Street, Takaka
Delivery sites:	Golden Bay Community Gardens, 24 Waitapu Road, Takaka Temporary site in Motueka
Courses currently delivered:	<ul style="list-style-type: none">• Vocational Pathways (NCEA Levels 1 and 2)• National Certificate in Computing (Level 2)• National Certificate in Computing (Level 3)• National Certificate in Employment Skills - Skills For Work and Training (Level 1)
Code of Practice signatory:	No
Number of students:	Domestic: 23 (7.5 equivalent full-time students) in 2015 (Māori six/26 per cent)
Number of staff:	6.5 full-time equivalents
Scope of active accreditation:	See http://www.nzqa.govt.nz/providers/nqf-accreditations.do?providerId=945849001
Distinctive characteristics:	Golden Bay Work Centre Trust (GBWCT) has three main strands of activity: education (including

youth support services), managing rental property on the site, and community development. The trust is the only tertiary education organisation in Golden Bay. GBWCT offers foundation level programmes and qualifications. The trust provides Tertiary Education Commission (TEC)-funded Youth Guarantee programmes as well as Ministry of Education-funded Alternative Education for younger students. Work and Income recognise the Golden Bay region as a limited employment location due to its isolation.

Recent significant changes: At the end of 2014, funding ended for the Foundation Focused Training Opportunities education programmes for adults. The trust then offered Training for Work programmes in Takaka for six unemployed adults. In addition, Training for Work delivery began in Motueka for the first time in July 2016 for up to 12 clients. At the time of the last external evaluation and review (EER), GBWCT had 18 full-time students (seven for the current EER site visit), and five full-time tutors (one for the current site visit) primarily involved in education.

Previous quality assurance history: The first (and most recent) EER of GBWCT took place in 2012; NZQA was Highly Confident in the educational performance and Confident in the capability in self-assessment of the PTE.

NZQA national external moderation results for 2012-2015 were rated as Good as the provider had met the requirements for all three unit standards. One required minor modification and seven student samples were correctly assessed.

The Primary Industry Training Organisation had a moderation visit in 2014 where management was not present. After meeting with the contracted tutor, the report concluded that: internal moderation was not taking place, no professional development was available, there was no programme budget, and training materials were not up to industry standards. One student was assessed for one standard in that year. In response, GBWCT requested a moderation visit for 2015, where management was present. The

report found much improved internal moderation processes and recommended external moderation be investigated. All staff had appropriate training and industry experience, and the report recommended ongoing professional development. No students had enrolled in the horticulture programme in 2016.

The trust achieved Ministry of Social Development (MSD) level 3 approved community service provider status in 2015. This status recognises that GBWCT has the capability, policies and procedures to ensure the security of youth in terms of their physical, environmental and emotional safety. This service directly supports their educational delivery.

GBWCT applied for and received MSD Capability Investment Resource (CIR) funding in 2015 to undertake an external review of the organisation to strengthen three key capability areas: innovation, outcomes focus, and workforce development.

2. Scope of external evaluation and review

The lead evaluator reviewed GBWCT submitted documents, as well as external moderation reports and other NZQA and TEC-held data, and held a scoping meeting with the deputy manager. The two key focus areas selected, and the rationale for them being chosen were:

- Governance, management and strategy, as this is a mandatory focus area.
- The Youth Guarantee education programmes. This is the major full-time ongoing educational delivery taking place over the past two years.

3. Conduct of external evaluation and review

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

The NZQA team of two evaluators visited the GBWCT delivery site for one day. The team met with the centre manager, the deputy manager, a trustee who had just retired as the principal of the local high school, the Youth Guarantee tutor and three current students. The evaluators interviewed a regional Work and Income manager by phone.

The evaluators reviewed NZQA and TEC documentation, various external moderation reports, a self-assessment summary, recent TEC investment plans and annual reports, the quality management system manual, numerous internal moderation documents, three external CIR reviews and other related documentation provided. Two data management systems were examined: the Ministry of Education-approved student management system developed by GBWCT, which collects, analyses and reports student participation and performance; and the MSD Youth Service system that tracks, monitors and reports on the welfare of students against MSD expectations. The evaluators also viewed the provider's website.

Summary of Results

Statements of confidence on educational performance and capability in self-assessment

NZQA is **Confident** in the educational performance and **Confident** in the capability in self-assessment of **Golden Bay Work Centre Trust**.

The educational mission of GBWCT is to develop the potential of their students to become self-sustainable and linked up with their community. There is a range of good evidence that the organisation has made a valued and significant contribution towards achieving this goal for most recent students. The key outcomes for these students were: educational achievement, personal development, progression to further education and/or paid work, and reconnection with their whānau/families. The key valued outputs for 19 of the 21 Youth Guarantee students exiting during 2013-2015 were:

- Six (29 per cent) completed one or more qualifications and others gained some unit or achievement credits.
- Five (24 per cent) students left the programme and gained paid work
- Four (19 per cent) students left and relocated to take up further training and three (15 per cent) relocated to reunite with their families
- One (5 per cent) returned to the programme in 2016.

There were, however, some gaps in understanding overall student achievement. The educational results were not internally or externally benchmarked and the achievement of the Māori students was not clearly tracked and appeared weaker. There was some evidence that the students acquire a range of foundation skills (including computer and communication skills), and an improved ability to gain work and seek further education. Their confidence and self-esteem also improved.

GBWCT uses recognised tools to assess the educational and broader needs of the students. An experienced and qualified ex-primary school teacher develops individualised plans and delivers tailored programmes for each student. Student performance is reviewed daily and delivery is revised based on this review. Internal and external moderation that is integrated into practice supports tutor development and capability in self-assessment.

The small, tight-knit GBWCT team provides professional¹ and effective wrap-around support to their students. Student welfare is closely tracked and recorded,

¹ GBWC is an MSD-approved Youth Service provider.

and informs ongoing decision-making about how to effectively respond to each student's circumstances. Regular communication with and between staff and students facilitates enhanced relationships. Student feedback is consistently positive about how the provider responds to their needs.

GBWCT is effectively led with a clear purpose, focused on day-to-day operations while taking action to make progress confidently into the future. A range of detailed policies and procedures support strong educational performance. The organisation has good relationships with key stakeholders. A reflective culture is evident across the organisation. Decision-making is generally guided by organisational values, formal procedures and often systematically gathered information. The organisation has significantly invested in building capability to become more resilient and responsive. GBWCT gained MSD funding in 2015 for an external in-depth review to become more outcomes-focused and innovative, and to develop the workforce. Changes resulting from the review are still in the early stages of implementation. However, two initiatives have shown promise: a survey of past graduates has gathered some good evidence to inform a proposed outcomes framework; and GBWCT successfully tendered in mid-2016 to deliver Training for Work services for the first time outside Takaka, in Motueka. A key objective of the latter project is to reduce financial risks to the trust by increasing and diversifying its income stream.

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 **Good**.

The key educational focus of GBWCT has been to provide foundation-level education to typically between five and 10 Youth Guarantee students each year. The educational achievement of the individual students is generally strong. The organisation has a good understanding of individual achievement, with just 21 students enrolled and exiting from 2013-2015. There is rich data of their educational progress derived from the custom-made student management system. Six of the 21 students stayed engaged in learning and gained one or more qualifications; this is a qualification completion rate of 29 per cent. Just one of the nine Māori students gained qualifications. GBWCT had not benchmarked its performance against internal or external benchmarks. Students who stayed engaged developed a range of knowledge, skills and attributes while enrolled, and gained unit standard or achievement credits. Their literacy and numeracy was tracked and improved. The recently retired local high school principal on the board rated the education results as 'fantastic'.

The provider knew and tracked the destination outcome of the 15 students who did not complete a qualification over the same period (See Findings 1.2). Clearer tracking and analysis of the entry level of their students, their duration with the provider, analysis of their credit and qualification completions, and benchmarking against similar Youth Guarantee providers would provide fuller evidence of the overall and relative educational achievement of the students.

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**.

GBWCT has a clear and long-term educational vision to develop the potential of the students to become self-sustainable individuals connected to their community. There is a range of evidence that the PTE makes a valued and significant contribution towards achieving this vision through the students' educational

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

achievement, personal development, progression to further education and/or paid work, and reconnection with their whānau/families. Some of the key valued and tracked outputs for 19 of the 21 students from 2013-2015 were: six (29 per cent) gained qualifications and/or others unit or achievement credits; five (24 per cent) student left the programme and gained employment; four (19 per cent) relocated to take up further training, three (15 per cent) relocated to reunite with family, and one (5 per cent) returned to the programme in 2016. Three recent students re-engaged in learning, acquired skills and knowledge and the required NCEA credits to gain entry into the armed forces and a foundation nursing course.

In 2015, GBWCT for the first time formally surveyed the graduates from various programmes from 2012-2015. Eleven of the 118 graduates responded.³ Nine of the 11 said the programme had a positive impact on their ability to gain work and seek further education. Some valued the increase in confidence and self-esteem, and acquiring a range of foundation skills such as computer and communication skills. Robust analysis has identified areas for further enquiry and improvements for future surveys. The survey was a part of a recommendation from the external MSD-funded review for GBWCT to more systematically identify how well it meets the needs of its stakeholders. The survey provides evidence for an outcomes framework⁴ to be developed. GBWCT meets a Golden Bay community need by offering educational programmes that effectively engage and support local NEETS⁵ and unemployed adults. A regional Work and Income manager described GBWCT as being highly effective in responding to and meeting individual unemployed adult client needs at a number of levels.

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 **Excellent**.

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

GBWCT matches the educational and broader needs of the students well. The PTE uses a range of recognised methods to identify student needs such as ALNAT (literacy/numeracy), Pathways Awarua (literacy/numeracy), and KHAN Academy (mathematics). There was clear evidence that programmes are highly

³ These were graduates of Foundation Focused Training Opportunities, Training for Work as well as Youth Guarantee funded programmes.

⁴ An outcomes framework visually shows the link between an organisation's activities and the outcomes they produce for their stakeholders.

⁵ Youth who are not in education, employment, or training.

individualised for students who are outside of mainstream education. The students have often progressed from GBWCT's Alternative Education classes. Individual pathway plans, daily lesson plans, progress reports and student portfolios are used to closely track and review student needs on an ongoing basis. The provider offers the students a suite of foundation programmes and qualifications (NCEA levels 1 and 2, Computing levels 2 and 3, Employment Skills level 1, and Horticulture). The PTE has just been approved to offer a foundation-level creative industries programme, a significant sector in the local economy. These programmes provide the students with the life, work and study skills to move forward on their individual pathway. The teaching programme is reviewed annually and offers the opportunity for tutors to give feedback. GBWCT, which has a significant number of Māori students, has built relationships with local iwi to provide support for programme delivery. through a reo tutor offering the the opportunity for assessment in te reo, raranga (weaving) instruction, and use of the local marae. GBWCT began meeting another region's needs in mid-2016 by delivering Training for Work at a new temporary site in Motueka.

1.4 How effective is the teaching?

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**.

GBWCT provides teaching that effectively supports the students to learn and develop. The PTE has retained an experienced primary-trained teacher with expertise in literacy and numeracy and information technology. Individual lessons plans sighted were well structured and reviewed daily. The teaching is predominantly one-to-one, adjusting to the pace and circumstances of the student. Assessment is fair and requirements are clearly communicated. The external moderation record shows that over multiple years assessment has mostly met the required standards, though the horticulture assessment required some attention. GBWCT has an internal moderation practice that engages all staff, and informs further training on assessment. Similarly, tutors are experienced in teaching and the subject material, and have an ability to relate appropriately to students. The just-retired principal from the local high school that refers many of GBWCT's youth students rated highly the tutor and the results being produced.

Feedback from students is consistently positively about how their tutor relates to them and creates a supportive environment; one student described her as 'nudging' them towards learning. The students said there were clear expectations of them and consequences if these expectations are not met. Students thought the learning materials were good quality.

The small, close-knit leadership and support team communicates daily with the tutor and formally meets each week to review student progress. Professional development is taking place. An external review of teaching in 2015 took the place of a formal performance appraisal; the latter needs to be a regular practice.

1.5 How well are learners guided and supported?

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**.

GBWCT provides formal, high-quality and embedded pastoral care that supports the students to stay engaged in learning and/or to progress to other valued destinations. The organisation in 2015 became an MSD-approved level 3 community service provider for children, young persons and their families. The small team provides systematic and professional individualised care to the small number of students. The welfare of the students and interactions with them are comprehensively recorded, monitored and reported through the MSD client management system. Specific trained staff manage, facilitate and support learners to meet their behavioural and emotional needs. The care of students, along with their learning progression, is comprehensively recorded, and regular reviews are conducted with the student to assess their changing needs. This care may include budgeting advice, driving instructions, and providing transport to the centre. The organisation has an intimate understanding of the students' circumstances. Students set goals and are given career advice. In one case, GBWCT met the travel costs for a student attending an interview for a training course. However, the PTE has a number of data management systems that do not share data well; there is an opportunity to better integrate educational and pastoral care information.

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 **Excellent**.

GBWCT has capable leadership who have supported strong educational achievement and contributed towards other important outcomes. The trust has developed strong community connections through delivering educational and non-educational services, a board representing key stakeholders and community development projects, and providing rental premises to community organisations. GBWCT has a strong financial foundation and appropriately allocates resources to maintain its capability and performance. The organisation has a broad range of

formal and active systems and policies to meet the regulatory requirements of the key stakeholder agencies. They schedule regular reviews of these processes to ensure they remain up to date and compliant. A customised student management system has been developed to meet reporting needs, supported by internal expertise. Two key stakeholders, the just-retired principal of the local high school and a Work and Income regional manager, viewed the organisation as well-run and led. The trust has retained capable staff to support mostly consistent performance over time.

The organisation has a clear direction with an increased focus on building resilience. The trust has strong values that help it navigate the tensions of operating in a dynamic environment.⁶ There is a reflective culture operating across the organisation, and all key activities are reviewed. The review of individual student progress, modifying programme delivery and pastoral care is particularly robust. GBWCT uses a customised student management system to monitor and meet the needs of the TEC and NZQA, which is supported by internal capacity. Unfortunately, there is a gap in tracking and benchmarking of overall educational achievement that has not been managed. The MSD client management system provides high-quality information to GBWCT to support the welfare and development of the students. The trust accessed funding in 2015 to externally review and build capability to better deliver outcomes, develop the workforce and be innovative. This capability-building project is in its early stages of implementation, but there are signs of progress. One objective is to reduce business risks by diversifying and increasing income streams; GBWCT successfully tendered in mid-2016 to deliver Training for Work training outside of Takaka for the first time, in Motueka. One improved self-assessment process has been the first formal survey of GBWCT graduates in 2015.

⁶ The leadership was seen to respond in a clear and open manner to a governance issue that arose in late 2015.

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 **Excellent**.

2.2 Focus area: Youth Guarantee training

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

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

Recommendations

NZQA recommends that Golden Bay Work Centre Trust:

- More robustly analyse overall educational achievement including using clear benchmarking.
- Implement the proposed outcomes framework to better identify, demonstrate and strengthen the added value of GBWCT activities for the graduates and other stakeholders. This task would include exploring ways to better integrate the data currently collected by different information systems.

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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