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# Report of External Evaluation and Review

Gisborne Development Incorporated

Confident in educational performance

Confident in capability in self-assessment

Date of report: 13 November 2017

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MoE Number: 9660  
NZQA Reference: C25242  
Dates of EER visit: 30 and 31 August 2017

# 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:	Gisborne Development Incorporated (GDI)
Type:	Private training establishment (PTE)
First registered:	29 July 1991
Location:	161 Carnavon Street, Gisborne
Delivery sites:	As above
Courses currently delivered:	Youth Guarantee courses: <ul style="list-style-type: none"><li>• Pathway to Mechanical Engineering (Level 1-2)</li><li>• Pathway to Motor Industry – Mechanics (Level 2)</li><li>• Pathway to Joinery Industry (Level 2)</li><li>• Pathway to the Construction Industry (Level 2)</li><li>• Pathway to Carpentry Industry (Level 3) (Training Scheme)</li></ul>
Code of Practice signatory:	No
Number of students:	Domestic: 29 (24 Māori, nil Pasifika, five other) 2017 EFTS (equivalent full-time students) allocation: 40 2018 EFTS: nil
Number of staff:	Six full-time equivalents
Consent to assess:	Subfields Manufacturing Skills and Mechanical Engineering, as well as domains in automotive,

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building, construction and allied trades, writing, and measurement. For a full list, see <http://www.nzqa.govt.nz/providers/nqf-accreditations.do?providerId=966011001>

Distinctive characteristics: Youth Guarantee course which incorporates NCEA level 1, 2 and 3 if required.

Students must be between 16 and 19 years of age, with exemptions allowed for those under 16.

Previous quality assurance history: GDI met all industry training organisation external moderation requirements in 2016. This includes the requirements of BCITO (Building and Construction Industry Training Organisation), Competenz and MITO (Motor Industry Training Organisation).

GDI met NZQA requirements for one out of two numeracy unit standards moderated in 2016. GDI is required to ensure updated assessment plans are submitted and to avoid reporting outside of the plan. However, no major concerns were noted.

A Tertiary Education Commission (TEC) audit in July 2017 identified several areas of non-compliance around enrolment, including lack of signatures on some forms, changing how students are enrolled into unit standards as part of a course, enrolling nine students who already have level 3 qualifications, enrolling students at the start of each calendar year and not rolling them over, and under-delivery of allocated EFTS. GDI has responded with an action plan to address these issues. The TEC is not seeking repayment. At the time of the external evaluation and review (EER) visit, GDI had responded to the majority of concerns and was awaiting the TEC's reply.

## 2. Scope and 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 scope of the EER covered all Youth Guarantee courses. This included:

- Pathway to Mechanical Engineering (Level 1-2)
- Pathway to Motor Industry – Mechanics (Level 2)
- Pathway to Joinery Industry (Level 2)
- Pathway to the Construction Industry (Level 2)
- Pathway to Carpentry Industry (Level 3) (Training Scheme)

The EER team of two evaluators visited GDI's premises in Gisborne. The team spent two days reviewing documents and talking to staff and management on site. The team also interviewed the board chairperson and one board member, as well as current students. External stakeholders spoken to included parents, workplace experience employers and graduates.

# Summary of Results

## Statement of confidence on educational performance

NZQA is **Confident** in the educational performance of **Gisborne Development Incorporated**.

Student course completions rates have been low, averaging around 30 per cent. However, qualification achievement has been increasing, with a five percentage point improvement from 2014 to 2015, and a 100 per cent increase from 2015 (23 per cent) to 2016 (46 per cent). For 2017, qualification results are looking to be above the TEC target of 60 per cent, with no withdrawals to date.

GDI is providing essential programmes to retain youth in training and education for a region that has a high number of employed and seasonal workers. The success is shown in the reduction of youth not in employment or education (NEET) as a result of attending GDI.

Employment outcomes are high, particularly for Māori, with 56 per cent of 2016 graduates in employment. This provides strong evidence that the programmes are matching the needs of employers wanting people with trades skills and readiness of employment.

Student outcomes data shows a high number of graduates gaining apprenticeships from work placement employers, also confirming the value of the programme. Apprenticeships offer a pathway to higher qualifications to students while still learning.

Tutors are well qualified and provide tailored support to develop students' work ethic and skills to enable successful achievement. Students learn in a practical environment where theory and practical courses are aligned for better retention. Tutors also act as role models for students who may not have positive influences in their lives. All students achieve NCEA qualifications during their study with GDI if they do not have them already, to help them when seeking further education or employment.

The GDI board members are sufficiently experienced and provide good vision and direction. The strategic plan outlines realistic plans for the future, including increasing the scope of delivery to older students, as well as higher-level programmes to provide pathways to students wanting to stay and study in Gisborne. The board has good financial plans in place and recently upgraded all resources.

Overall, the organisation is contributing to the local community, including employers, by providing relevant programmes for youth who have previously not engaged successfully in education, to meet the region's skill needs.

## Statement of confidence on capability in self-assessment

NZQA is **Confident** in the capability in self-assessment of **Gisborne Development Incorporated**.

The organisation understands the reasons for low course completion rates as a result of the information gained from exit interviews. This information shows that the majority of students do not complete because they take up work opportunities, including apprenticeships, once they have developed work-ready skills and before they can complete the qualification. Another factor for the low completion rates is the way the organisation has calculated completions. After receiving advice from the TEC, GDI has reviewed its recording of enrolments and this is expected to show some improvement. GDI is using benchmarking with similar Youth Guarantee providers to measure its own progress towards targets.

GDI has responded to gaps identified from the previous EER. This response includes improved assessment at enrolment, more comprehensive stakeholder feedback, and improving communication among staff and the board. The actions taken are leading to improved outcomes, and the organisation now has comprehensive data on student feedback, employer feedback, work-readiness skills, NCEA achievement, literacy and numeracy progressions, employment outcomes or further education to inform programmes.

The concerns raised in the recent TEC audit are around enrolment and reporting of course completions. As a result, the organisation has changed course completion reporting and put in place processes to ensure that it does not enrol ineligible students.

The board acknowledges that further work is required to ensure that systems are in place to ensure they meet TEC funding requirements, such as operating within the Youth Guarantee programme specifications and reporting of course completions. However, GDI's actions show it has the ability to respond to any gaps identified. The PTE is managing its compliance accountabilities with regular meetings and improved communication throughout the organisation.

# Findings<sup>1</sup>

## 1.1 How well do students achieve?

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

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

Qualification completion rates have been well below the average when compared with other Youth Guarantee providers. However, completions improved from 2015 to 2016, and 2017 interim rates show that the organisation is tracking at around 65 per cent qualification completion. The improved results are in part due to changes to enrolment procedures leading to better identification of suitable support for students, as well as the tutors' targeted educational support to enable students to achieve the required unit standards.

**Table 1. GDI outcomes vs TEC sector averages 2015-2016**

Year	Number enrolled	Course completion	Qualification completion
2014	48	25.3%	18%
2015	49	31.5% (62%)	20.4% (60%)
2016	50	34.6% (62%)	49.6% (57%)

GDI course completion rates have been very low due to external pressures on the students to gain employment before completing their course. GDI has also used a method for reporting course completions that does not reflect legitimate outcomes. This is because it includes all students who have enrolled throughout the year on unit standard courses (i.e. disaggregated courses) over a calendar year. This means that students who enrol late in the year are still counted as non-completed, although they are not yet expected to have completed all the unit standards they were enrolled in. The funder, the TEC, has asked GDI to resubmit course completions using a revised calculation that better reflects actual completions, and the revised figures are expected to show a higher rate of course completion.

Māori qualification achievement is slightly lower than overall, with 46.6 per cent gaining a qualification in 2016 compared to 49.6 per cent overall. Māori achievement is highest in the construction programme, with 56 per cent achieving a qualification. Automotive is next, with 50 per cent achieving a qualification. Engineering has the lowest rate of achievement with 40 per cent. However, it has the highest post-course outcomes with 100 per cent either in an apprenticeship, employed, or in further training.

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

The one Pasifika student enrolled in 2016 did not complete all unit standards required but has gained full-time employment.

Where possible, the organisation helps students to achieve NCEA level 1 and 2, where they have not already done so. This helps with improving literacy and numeracy understanding, although the initial literacy assessments show that students enrol with adequate skills to complete level 1 and 2 qualifications.

The organisation has good data to understand achievement and has responded to identified issues. The qualification completion rates are already showing that the changes already made are leading to improved student achievement.

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

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

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

The biggest indicator of value for the students, their whānau, and to the region is the decrease in the number of students between 16 and 19 who are classified as 'not employed or in education or training' (NEET). The percentage of students who left GDI in 2015 that were classified as NEET was 15 per cent. This figure was 11 per cent in 2016. NEET Māori students had the biggest decrease, from 15 per cent in 2015 to only 7 per cent in 2016, even though Māori enrolment numbers increased from 34 to 44 over that time. The PTE's employment data supports this with employment outcomes for Māori increasing from 24 per cent in 2015 to 56 per cent in 2016. In addition, 9 per cent were taken on as apprentices. This is an outstanding outcome for many of the students who come from generations of unemployed.

The data for 2016 shows that the majority of all students gained an apprenticeship (10 per cent), full-time employment (49 per cent) or enrolled in further training (30 per cent). This shows that the PTE is helping the students to achieve worthwhile outcomes. The opportunity to complete workplace experience is contributing to the high employment and apprenticeship rates. However, these results conflict with students having to complete the full course to meet TEC targets. This is because students are under pressure to leave before completing if they find employment to support their families. An apprenticeship is highly valued by the students because it enables them to earn while studying for a higher trade qualification, such as building. This is a valued outcome for Youth Guarantee programmes.

Value is also evident in the students' increased skills and knowledge which help them to gain trade-related employment. The PTE's records show that only a few take up seasonal work, with most gaining trades-related employment. Students also gain life skills such as taking care of personal hygiene, turning up to work on time, and acquiring an appropriate work attitude. The attainment of these skills is monitored formally using the students' end-of-course feedback as well as

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workplace employer feedback. Student feedback is highly positive about the courses. Some comments selected from the end-of-course feedback analysis include: 'helped and directed me to hopefully a brighter future'; and 'the course prepared me well for work'.

The students contribute back to their community in the form of building playground equipment and painting community buildings. This helps the students gain a sense of pride in their work by seeing the appreciation of those benefiting from their efforts. There are a few females in each intake, and the data shows that they are achieving work in the automotive and construction industries. The students interviewed were happy with how the PTE treated them and felt the course was helping them to achieve employment in traditionally male sectors.

Ongoing challenges for GDI include increasing student enrolment numbers and working against the pull of seasonal work or other work to support their family, affecting the funding targets. However, once the student has engaged with the course they usually complete and the data shows they can achieve valued outcomes.

### 1.3 How well do programme design and delivery, including learning and assessment activities, match the needs of students and other relevant stakeholders?

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

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

Programmes match the students' needs for lower-level unit standards to develop trade skills and knowledge, as well to achieve NCEA level 1 and 2. The tutors deliver theory learning alongside the practical learning activities, which is enabling the students to retain the learning and successfully complete the assessments.

All assessments are carried out using the workbooks provided by the relevant industry training organisation or purchased from a resource developer, as is the case for the automotive and literacy and numeracy unit standards. As mentioned, the assessments are at the national standard, except for one under NZQA coverage, which the organisation has modified and resubmitted to meet the requirements for 2017. Tutors meet weekly to discuss upcoming assessments and moderate previous assessments to ensure consistency internally, which is contributing to the good moderation results.

GDI operates a large site with many workshops and classrooms which provide excellent facilities for each of the programmes. The workshops are well equipped as a result of the recent board approval to upgrade and replace the workshop resources. This means the students are learning how to use tools and machinery they could expect to use in the workplace.

As well as reflecting a workplace environment, the learning environment is inclusive and conducive to learning. Students evidently enjoy being at GDI, with the high attendance supporting this. Attendance is high even though the PTE does not provide transport to the classes, so students need to get themselves to class on time. The feedback from students was that they enjoyed the family environment and felt culturally secure. The tutors also provide strong male role models for many of the youth who have had no positive influences from the males in their life.

Tutors are knowledgeable and have the relevant teaching and subject qualifications. Course feedback shows that the tutors have the respect of their students because of their knowledge and way they support them. Tutors help students create CVs and make job applications. However, the students are expected to find their own work placements with little help from the tutors, and this teaches the students resourcefulness and gives them real-life experience.

Students' workplace readiness is assessed prior to work experience placement, and tutors meet with employers weekly to follow up on progress and gather feedback. The feedback shows that the employers are happy with the preparedness of the students, their punctuality, work attitude and how they are able to integrate into the workplace. A good balance of learning support and guidance throughout the programme teaches relevant skills and prepares students for work.

Feedback from student exit interviews and workplace employers is collated by the organisation to identify ways it can improve the training. The analysis of feedback supports that the programmes are relevant and are teaching the relevant skills and knowledge.

GDI plans its programmes at the beginning of each year and reviews them at the end to see whether any improvements can be made. The main focus for the automotive tutor is to develop programmes at level 2 and 3 to lead towards the new New Zealand automotive certificate for 2018. The standard-setting body for this area, MITO, has approved GDI's application for the certificate, which will be submitted to NZQA for approval. This forms part of the PTE's plans to open up the programmes to enable more students to enrol.

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

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**.

Students at GDI are engaged in their learning. Students are interviewed initially to identify whether they are suited for the course and to check their learning needs, including NCEA and literacy and numeracy gaps. The organisation recently provided better access to academic records for tutors following the enrolment of nine students who were not eligible for Youth Guarantee courses because they had achieved a level 3 certificate already. One student is continuing with GDI and the TEC is not seeking any repayments for the others it has funded. The tutors are now aware of the entry requirements and check to ensure students are eligible and suited to trades.

Students begin engaging with their learning with the development of individual plans, which are reviewed at the end of each term to identify progress towards goals and any gaps. Students see their own progress on charts in the classroom and are encouraged to complete assessments by the tutors with positive reinforcement.

The tutors and support staff ensure that the students are attending by checking absences and following up with appropriate support. The PTE has sufficient staff to provide individual educational support, and extra time is allowed to enable students to complete or even return if they have to leave the course for up to a year. There is a good synergy between teaching and non-teaching staff to cater to all the students' needs in this learning environment, including personal support. Where required, staff refer students to social workers or use their networks to find relevant support.

Students commented that they liked studying at GDI because they make new friends and could support each other. They said the tutors expected them to find their own answers to study questions. Students commented that having to get to GDI by themselves each day taught them independence.

GDI ensures that students have the right level of support through monitoring attendance and gaining student feedback about the course and tutors. The results – including literacy and numeracy and NCEA outcomes – show that effective support practices are in place.

## 1.5 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 **Good**.

The vision and values of the organisation acknowledge the needs of the community to provide youth with a quality education in a culturally safe and positive, supportive environment leading to employment.

A new direction is being discussed and the board is at the stage of identifying future programmes and funding to meet the ongoing needs of the region for a young and capable, work-ready workforce. The board is working with local employers and the TEC to achieve this. The board has a sufficient collective skill-set to oversee the implementation of this goal, with each member contributing their relevant set of skills, including financial, policy, educational and employer experiences to provide advice and direction to meet the community's needs.

There is good evidence that the board and management have responded to areas of weakness identified at the previous EER, including introducing improved enrolment processes, reporting outcomes for closer monitoring, and a more systematic feedback process. The evidence in minutes and feedback from the board confirms that it is receiving better information about student numbers and progress to make decisions that lead to improved outcomes. An example of where the organisation supports achievement is the recent investment in a substantial upgrade of resources and ensuring that staff are well qualified by providing financial support and study time to upskill.

The organisation's TEC investment plan incorporates the strategic plan for 2018-2020. The plan is aligned to the TEC's priorities for improving educational outcomes for mainly young, Māori male students. The organisation has yet to have funding confirmed for 2018 because of the low course completion rates. However, there are sufficient assets to continue until the future education programmes are confirmed. The method for reporting course completions reporting is under review and is likely to lead to better results against funding targets.

## 1.6 How effectively are important compliance accountabilities managed?

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

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

The board regularly reviews its compliance responsibilities at board meetings. The key areas for compliance are in health and safety in the workshops, NZQA registration rules, and TEC funding requirements. The organisation is compliant with NZQA rules around programme delivery and moderation. However, the recent TEC audit found that GDI had breached the conditions of Youth Guarantee

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programmes by enrolling nine students who had already completed a level 3 qualification. The Youth Guarantee programme rules state that only students below level 2 can be enrolled, even if it is in a different area. GDI has not been required to repay the TEC and one of the nine is still enrolled. To prevent this from reoccurring, the tutors are now required to check online for students' records of achievement to see whether they are eligible.

GDI has also not met TEC targets in previous years, which has led to uncertainty in funding for 2018. Course completions are particularly low due to the way GDI calculated the completions by enrolling students in all courses (i.e. unit standards), even when they were not due to complete them in that year. The TEC has accepted the action plan to address these issues, and the organisation has been asked to review the method for counting completions. This is expected to show an improvement but will still be below the sector averages.

The organisation is well positioned with a relatively new chief executive and board to provide a good direction and oversight to ensure it is compliant in all aspects of its operation.

## Focus Areas

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

### 2.1 Focus area: Youth Guarantee courses

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 Gisborne Development Incorporated:

- Ensure that it has measures in place to monitor the success of future implementation of its strategic plan. This would help provide direction for the development of programmes in the future as well as funding pathways such as to higher-level trade qualifications and workplace training.
- Systematically identify all compliance requirements with cyclical review dates.

# Appendix

## Regulatory basis for external evaluation and review

*External evaluation and review is conducted according to the External Evaluation and Review (EER) Rules 2013, which are made by NZQA under section 253 of the Education Act 1989 and approved by the NZQA Board and the Minister for Tertiary Education, Skills and Employment.*

*Self-assessment and participation in external evaluation and review are requirements for maintaining accreditation to provide an approved programme for all TEOs other than universities. The requirements are set through the NZQF Programme Approval and Accreditation Rules 2013, which are also made by NZQA under section 253 of the Education Act 1989 and approved by the NZQA Board and the Minister for Tertiary Education, Skills and Employment.*

*In addition, the Private Training Establishment Registration Rules 2013 require registered private training establishments to undertake self-assessment and participate in external evaluation and review, in accordance with the External Evaluation and Review Rules (EER) 2013, as a condition of maintaining registration. The Private Training Establishment Registration Rules 2013 are also made by NZQA under section 253 of the Education Act 1989 and approved by the NZQA Board and the Minister for Tertiary Education, Skills and Employment.*

*NZQA is responsible for ensuring non-university TEOs continue to comply with the rules after the initial granting of approval and accreditation of programmes and/or registration. The New Zealand Vice-Chancellors' Committee (NZVCC) has statutory responsibility for compliance by universities.*

*This report reflects the findings and conclusions of the external evaluation and review process, conducted according to the External Evaluation and Review (EER) Rules 2013.*

*The report identifies strengths and areas for improvement in terms of the organisation's educational performance and capability in self-assessment.*

*External evaluation and review reports are one contributing piece of information in determining future funding decisions where the organisation is a funded TEO subject to an investment plan agreed with the Tertiary Education Commission.*

*External evaluation and review reports are public information and are available from the NZQA website ([www.nzqa.govt.nz](http://www.nzqa.govt.nz)).*

*The External Evaluation and Review (EER) Rules 2013 are available at <http://www.nzqa.govt.nz/assets/About-us/Our-role/Rules/EER-Rules.pdf>, while information about the conduct and methodology for external evaluation and review can be found at <http://www.nzqa.govt.nz/providers-partners/external-evaluation-and-review/policy-and-guidelines-eer/introduction/>.*

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