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# Report of External Evaluation and Review

## Coastguard Boating Education Service

Highly Confident in educational performance

Confident in capability in self-assessment

Date of report: 14 August 2017

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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:	Coastguard Boating Education Service (CBE)
Type:	Private training establishment (PTE)
First registered:	1 November 1994
Location:	165 Westhaven Drive, Westhaven, Auckland
Delivery sites:	As above and at multiple temporary sites throughout New Zealand in conjunction with regional coastguard centres or other community/educational organisations.
Courses currently delivered:	<ul style="list-style-type: none"><li>• Day Skipper Certificate</li><li>• Maritime VHF Radio Operator Certificate Boatmaster</li><li>• Maritime Restricted Operator Certificate (MRROC) Coastal Skipper</li><li>• Ocean Yachtmaster</li><li>• GPS Operator</li><li>• Radar Operator</li><li>• Sea Kayak</li><li>• Inboard Engine Maintenance</li><li>• Outboard Engine Maintenance</li><li>• Waka Ama Safety</li><li>• In Water Sea Survival</li><li>• Coastal Medic</li><li>• Maritime Short-Range Operator Certificate</li><li>• Working Safely on Commercial Craft</li><li>• Offshore Medic</li><li>• Advanced Sea Survival</li></ul>

	<ul style="list-style-type: none"> <li>• Legal and Moss</li> </ul>
Code of Practice signatory:	Not a signatory
Number of students:	<p>Domestic: approximately 11,000 enrolments annually in short courses</p> <p>International: nil</p>
Number of staff:	10 full-time and one part-time permanent staff plus approximately 100 contracted and voluntary staff
Scope of active accreditation:	<p>New Zealand Certificate in Domestic Maritime Operations (Restricted Limits) (Level 4)</p> <p>Marine VHF Operator Certificate (Training Scheme) (Level 3)</p> <p>CBE also hold consent to assess for a range of unit standards and domains in the areas of first aid, emergency care, sea survival, navigation and seamanship, etc up to level 4. For further details see <a href="http://www.nzqa.govt.nz/providers/nqf-accreditations.do?providerId=994840001">http://www.nzqa.govt.nz/providers/nqf-accreditations.do?providerId=994840001</a>.</p>
Distinctive characteristics:	CBE is a fully owned subsidiary of the Royal New Zealand Coastguard Federation. They offer boating education and specialist training to all who have an interest in marine activities. Together with Coastguard New Zealand and the regional coastguard organisations, CBE promotes safe boating and provides a variety of short courses to meet the needs of boat users.
Recent significant changes:	<p>There has been a significant change of senior staff since the last external evaluation and review (EER). Over half of the current management team have been with the organisation for less than one year. The general manager has been in the role for six months, having come from a university (School of Education) background.</p> <p>In 2016, CBE had its only programme approved – New Zealand Certificate in Domestic Maritime Operations (Restricted Limits) (Level 4). At the time of the EER there were four graduates.</p>
Previous quality assurance	This is CBE's second scheduled EER. The first EER was conducted in September 2013, at which

history: time NZQA was Confident in CBE's educational performance and Confident in its capability in self-assessment. There were no recommendations in that EER report and NZQA has not noted any risk issues since the last EER. CBE has met all external moderation requirements.

## 2. Scope of external evaluation and review

The focus area for this EER was 'core boating education courses' selected because it is CBE's biggest single area of operation. This included three courses: Day Skipper, Boatmaster and Maritime VHF Operator Certificate. The rationale for choosing the core courses as the focus area is because they make up 90 per cent of the organisation's delivery and give a good sense of the performance and capability of the organisation

## 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.*

Prior to the EER, the lead evaluator and CBE general manager agreed the scope and process for the EER. The evaluation team of two met with the CBE Board at their scheduled bi-monthly meeting prior to the EER. The team then spent one and half days at the CBE office in Auckland, where they reviewed an extensive range of documentation and met with the general manager, management team, administration staff, and four tutors. The team also spoke by phone to six client and stakeholder organisations and six recent students, randomly selected from courses delivered in the Auckland, Northland and Coromandel regions.

During the site visit, CBE provided the evaluation team with a range of operational documentation, including training and planning materials, quality management policies, enrolment information and policies, student achievement records, student evaluations, collated analysis of student satisfaction levels, and course delivery and assessment materials. This documentation complemented the self-assessment information that had been pre-submitted by the organisation. The evaluators reviewed a sufficient range of evidence to reach evaluative judgements.

# Summary of Results

## Statement of confidence on educational performance

NZQA is **Highly Confident** in the educational performance of **Coastguard Boating Education Service**.

The reasons for this high level of confidence can be summarised as follows:

- The students are acquiring useful and meaningful skills and knowledge. Feedback from students, graduates and the industry shows that the training is directly leading to improved safety practices by recreational boat users in New Zealand.
- CBE is contributing valued outcomes to students and key stakeholders through its quality training, responsiveness and community contribution. The organisation also uses its own knowledge, experience and expertise, along with relationships with other experts, to contribute to safe boating in New Zealand. An indicator of this value is the fact that CBE is regarded by Water Safety New Zealand as a 'key plank' in New Zealand's water safety strategy.
- The organisation is highly regarded by, and engages exceptionally well with, the marine, maritime and water safety industry, employers, communities and regulatory bodies. CBE uses information gained through this network to keep course delivery current and ensure stakeholder needs are met.
- Courses are delivered by experienced teachers who use their own considerable experience to ensure the training is relevant and effective.
- The organisation is well managed and has a clear philosophy and purpose that is put into practice. The training is appropriately resourced and CBE uses its resources effectively.
- The organisation is soundly and sustainably managed. It has systems for monitoring its obligations to ensure that important compliance accountabilities are understood and well managed.

The EER team's interviews with students, CBE governance, management and staff, tutors and a diverse selection of key stakeholders – particularly those involved at national and regional levels of boating and water safety – helped confirm the success, extent and benefits of the educational performance of CBE.

## Statement of confidence on capability in self-assessment

NZQA is **Confident** in the capability in self-assessment of **Coastguard Boating Education Service**.

Key reasons for this judgement include:

- CBE uses a combination of informal and formal feedback processes to monitor and evaluate how well it is meeting student and stakeholder needs. Until recently, much of CBE's self-assessment has been informal. New management has made a concerted effort of late to ensure that self-assessment is more structured and systematic. CBE is now identifying and meeting student and client needs well. New review practices range from strategic and annual plans at the management level, through to monthly review meetings, as well as student surveys and one-to-one meetings with stakeholders. Self-assessment is now occurring at all levels of the organisation and has led to good alignment with stakeholder expectations.
- CBE provided examples demonstrating that self-assessment is authentic and robust and is leading to worthwhile improvements. All policies and practices have been recently reviewed and revised to ensure consistency with practice. A willingness to seek, collate and respond to feedback from stakeholders has strengthened practice.

CBE's processes are generally effective in ensuring that industry and learner needs are understood and met, and high standards are maintained. However, many self-assessment processes are recent and need to be embedded into a planned and co-ordinated approach across the organisation to demonstrate excellence.

# 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**.

CBE is meeting the most important needs of its learners and stakeholders. Completions rates on core boating education courses in 2016 averaged 88 per cent for face-to-face delivery and 75 per cent for (Day Skipper) courses delivered online.<sup>2</sup>

Students acquire new, useful and highly relevant skills and knowledge as a result of their training with CBE. Knowledge gained is not only from the course material delivered, but also from the extensive, up-to-date sector knowledge and expert opinion that the tutors share with students to contextualise their learning.

Staff at CBE demonstrated an intuitive understanding of the factors that lead to student achievement and regularly discuss ideas for maintaining and improving achievement. Taking a more analytical approach to monitoring learner achievement would improve CBE's ability to provide proactive intervention and support. CBE also needs to consider the value of external benchmarking with similar providers to provide comparisons of their rates of achievement and skill development.

Course completion rates on core boating education courses, and feedback from learners and stakeholders, indicates that CBE is providing learners with the required knowledge and skills to make their boating safer.

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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.

<sup>2</sup> The online percentage is a work in progress as CBE allow students to complete assessments over a longer period, so final achievement rates are yet to be determined but will be no less than the 75 per cent to date.

## 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 **Excellent**.

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

CBE was established by the Royal New Zealand Coastguard Federation to meet a specific training need in a niche area where no other viable provider existed. Delivering training that meets identified needs and leads to improved maritime safety has consistently underpinned CBE's training development and delivery. Feedback from Water Safety New Zealand to the evaluation team was that CBE was a key plank in New Zealand's water safety strategy. In particular, graduate surveys indicate strongly that they value that the training is appropriately contextualised and is resulting in improved boat safety. This was verified in the evaluators' discussions with stakeholders and students. In a recent online survey of Day Skipper graduates, more than 90 per cent reported using the knowledge and skills they had learned and that they were safer boat operators as a result.

The organisation's self-assessment processes confirm that students and client organisations are highly satisfied with the training. There is a growing body of evidence from unsolicited and anecdotal feedback that past students have been able to apply their skills and knowledge in a wide variety of boating situations. For instance, Maritime New Zealand data shows that approximately 94 per cent of boat operators requiring assistance in a 'class one incident' have not attended a CBE core boating education course. CBE estimates that approximately 20 per cent of boat operators have attended a core boating education course. In other words, the 20 per cent who have attended courses account for only 6 per cent of class one incidents.

CBE's responsiveness to clients is typified in the way the courses are scheduled around the needs of regions and training is delivered where and when it is needed. Teaching premises are hired on a casual basis or provided by the regional coastguard branch. CBE has systems and processes to ensure that premises are fit for purpose and that the learning environments it creates are suited to the needs of students. Teachers also work with students to develop teaching scenarios that are relevant to the students' boating experiences.

The volume of repeat business that CBE delivers throughout New Zealand reflects the considerable value being attained. This is very significant considering that courses are voluntary. Funders and users of training are very satisfied with the outcomes being attained. CBE provides six-monthly 'accountability' reporting to

Water Safety New Zealand. These reports document such aspects as engaging with at-risk populations.<sup>3</sup>

Many of CBE's courses are internationally recognised as they are components of international maritime qualifications. Including unit standards in Day Skipper and Boatmaster courses means that school students can use the credits gained towards their NCEA.

### 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 **Excellent**.

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

CBE's regular and ongoing interaction with its stakeholders is a very strong feature of the organisation. Mechanisms employed include ongoing contact with national and regional organisations and students, student satisfaction surveys, client surveys, and participation in national and local industry and community forums. CBE's strong and positive relationships with peak bodies such as Water Safety New Zealand, Maritime New Zealand and Marine New Zealand help to inform course design, content and delivery.

Tutors and students relate very well to each other. The students and the stakeholder organisations interviewed spoke very highly of CBE's teaching staff, and written student evaluations confirmed this. They liked the open, friendly and varied style of delivery and the fact that tutors had significant personal experiences to call upon. They found the range of learning activities engaging and highly relevant. Studying in small groups ensures students have constant access to the staff and can participate actively and easily in discussion and practical or field-based activities. Students noted, and student feedback forms validated, that staff were very responsive to concerns or issues raised.

CBE has sound assessment tools and effective moderation processes to confirm that teaching strategies and assessment outcomes are valid. Authenticity of assessment is maintained through every assessment being marked independently of the course tutor.

Staff are extremely passionate and committed about their roles and are highly experienced leaders in their fields. CBE has a comprehensive staff induction

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<sup>3</sup> CBE has created safe boating courses for new settler populations, Pasifika groups and waka ama organisations.

process which ensures consistency of approach by new teachers who also need to observe and deliver training under supervision to a high standard before they can become CBE tutors. Lesson planning is detailed and structured and there are regular observations of teaching – informal and scheduled. Staff demonstrated empathy and flexibility to meet individual needs including literacy and numeracy or other barriers to learning.

The very positive verbal and written feedback by stakeholders, and the repeated engagement with industry affirm that the organisation is identifying and responding well to stakeholder needs.

#### 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**.

Guidance and support is individualised and effective. Pre-course information and guidance is appropriate to the programmes offered, and students commented that they found the enrolment process very friendly. Evidence from student feedback and stakeholder discussion indicates that students are highly engaged in the learning that CBE provides. CBE is using technology effectively to enable greater access to courses. For instance, students in remote areas are able to complete oral assessments via Skype.

The support services that CBE provides are appropriate to the courses. Learning support enables students to achieve immediate success. Students with reading and writing difficulties can complete the assessments verbally where appropriate. A possible area for improvement is for CBE to try and gather more information on students prior to enrolling (e.g. to identify whether they may need any related support, and if so in what area).

Anonymous student survey findings captured from paper-based and online surveys indicate high levels of student satisfaction with the training and facilities. Good response rates are combined with a facility for students to provide feedback online at any time during their course. Strong regional and industry networks provide a wide-ranging and reliable web of student feedback which, where necessary, is acted upon promptly and thoughtfully to improve outcomes for students.

Staff interviewed were passionate about their work and helping those from a wide variety of backgrounds and abilities. As the majority of CBE's programmes are at the lower levels (1-4), they recognise that some students have had less than satisfactory experiences in the education system. Some staff discussed putting considerable extra effort and time, beyond their contract, into their students to support and follow up on their progress.

Student evaluations are conducted to a regular schedule and gather students' feedback on their experiences of different aspects of their courses, including programme content and delivery, facilities and staff effectiveness. The information is then used informally to bring about useful improvements to teaching and programme design.

### 1.5 How effective are governance and management in supporting educational achievement?

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

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

The current governance and management structure of CBE is appropriate. Leadership is clear and decisive, based on sound quality assurance principles and a shared set of core values. The working environment, staff morale and student experience are all very positive. The organisational strategy is formally documented, and management and staff have a common understanding of the vision and direction. The organisation has developed and is embedding effective systems for monitoring student achievement and supporting staff to improve outcomes. Quality assurance is well embedded in the organisation.

Effective resourcing is well planned and provided for all activities, and the organisation is financially sustainable. The quality of resource material to support learning is very good.

CBE has very strong industry and community relationships which provide useful feedback to training which the organisation follows up on. CBE is responsive to changes in the operating environment. For instance, the PTE has successfully met the funding and accountability requirements of Water Safety New Zealand through sound organisational processes, operations and delivery. This type of professional and reflective practice was evident in all areas of the organisation.

CBE has over time employed or contracted a pool of very talented and experienced staff and contractors which it manages effectively and actively develops. The value that CBE management puts on the experience and know-how of the team is clearly apparent and makes a positive difference to educational quality. All contract staff attend a two-day forum once a year which provides the opportunity to gain new knowledge and share good practice. CBE has recently made completion of the National Certificate in Adult Education and Training a mandatory requirement for all teaching staff. All staff have completed the qualification or are in the process of doing so.

Monitoring of performance within CBE is regular, transparent and robust, and the organisation is encouraging opportunities for reflection on its role and how to continue to make ongoing and continuous improvements to meeting the needs of

students and other stakeholders. Self-assessment is being well led by management and is being comprehensively adopted throughout the organisation. Although many management initiatives are relatively recent, management and staff are enthusiastically encouraging opportunities for reflection on their roles and how to better meet stakeholder needs. This is leading to an authentic and highly reflective learning environment and culture.

## 1.6 How effectively are important compliance accountabilities managed?

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**.

As a small-to-medium enterprise in New Zealand, CBE has compliance accountabilities to a number of agencies and regulatory bodies. The organisation has a bring-up system to identify compliance requirements and deadlines to meet them, and an organisational culture with a strong emphasis on compliance. Consequently, there was no indication that accountabilities are not being met.

NZQA attestations and returns have been met within required timeframes. The courses are being delivered consistent with NZQA approvals. As mentioned, moderation is up to date and meets required standards.

Health and safety is at the core of CBE's operation. The organisation has detailed health and safety and risk management plans for all key operations. All staff are either employed or contracted and they told the evaluators that they had current contracts or agreements. There is systematic and robust appraisal of individual staff performance.

Since establishment, CBE has elected to have its financial accounts independently audited. Although this is not a legal requirement, as a charitable organisation the PTE considers that independent audit demonstrates a higher level of accountability (than not doing so).

CBE has a clear understanding of its compliance accountabilities and manages effectively to ensure obligations are met.

# Focus Areas

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

## 2.1 Focus area: Core Boating Education 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 Coastguard Boating Education Service:

- Put in place processes to better identify student capability and needs prior to commencing their study.
- Develop a better understanding of the reasons why some students do not complete courses and put in place strategies to address this.

# 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/>.*

NZQA

Ph 0800 697 296

E [qaadmin@nzqa.govt.nz](mailto:qaadmin@nzqa.govt.nz)

[www.nzqa.govt.nz](http://www.nzqa.govt.nz)