



Mana Tohu Mātauranga o Aotearoa  
New Zealand Qualifications Authority

# External Evaluation and Review Report



Royal New Zealand Coastguard  
Boating Education Limited

Date of report: 13 April 2026

# About Royal New Zealand Coastguard Boating Education Limited

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*The Royal New Zealand Coastguard Boating Education (CBE) is a division of Coastguard Tautiaki Moana<sup>1</sup>, a maritime search and rescue organisation and a charitable body. CBE is a small PTE that provides training that focuses on keeping boaties safe on the water, by upskilling the public and its Coastguard volunteers.*

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Type of organisation:	Private training establishment (PTE)
Location:	165 Westhaven Drive, Westhaven, Auckland
Eligible to enrol international students:	Yes
Number of students:	4892 (103 equivalent full-time students) in 2024  New Zealand Certificate in Domestic Maritime Operations (Restricted Limits) (Level 4) ID 118509 (CIDMO) - 60 students enrolled in 2024, 12 per cent Māori. 2 per cent Pasifika.
Number of staff:	Seven full-time equivalents (plus around 50 contracted tutors)
TEO profile:	<a href="#">Royal New Zealand Coastguard Boating Education Limited</a>  CBE amalgamated with the Royal New Zealand Coastguard (Coastguard Tautiaki Moana) in October 2022.  NZQA monitored CBE's internal moderation practice for the New Zealand Certificate in Domestic Maritime Operations (Restricted Limits) (Level 4) (3 May 2021). The programme was found to partially meet NZQA criteria. CBE completed the requirements of the subsequent action plan on 17 August 2022.
Last EER outcome:	In the last 2021 external evaluation and review (EER), NZQA was Confident in the educational performance

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<sup>1</sup> The organisation was previously known as the Royal New Zealand Coastguard.

and capability in self-assessment of CBE (28 October 2021).

Scope of evaluation:	New Zealand Certificate in Domestic Maritime Operations (Restricted Limits) (Level 4) ID 118509 (CIDMO)
MoE number:	9948
NZQA reference:	C62830
Dates of EER visit:	10 and 11 December 2025

## Summary of results

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*The core activity of CBE – training that ‘keeps boaties safe on the water’ is sound. However, the performance of the CIDMO programme was mixed but has improved; the programme has been fully redeveloped. Self-assessment has been strengthened, reviewing key activities and making progressive improvements.*

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### **Confident in educational performance**

- Since the last EER, CBE’s amalgamation with Coastguard Tautiaki Moana (2022) has brought a restructure and wider scope of training (2025). The restructure also brought some disruption and a rebuild, which is still in progress. All leadership positions have been progressively appointed since late 2023. Some institutional knowledge was lost. There is an increasingly integrated and strategic approach to meeting stakeholders’ needs.

### **Confident in capability in self-assessment**

- The performance of the CIDMO programme has been modest but it is improving. CBE addressed, in 2022, the requirements of a NZQA approved action plan regarding internal moderation practice. CBE has fully redeveloped the programme. Academic processes have been strengthened. Key changes are being embedded.
- CBE has delivered short courses that contribute to water safety. Nearly all surveyed students were satisfied with their training. CBE has

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reviewed all its NZQA-approved training and has developed a new programme. CBE has grown its online enrolment and broadened its delivery.

- CBE has been generally effective in managing its important compliance accountabilities. One gap was late credit reporting. CBE has addressed this gap with a new student management system and revised agreements.
- Self-assessment has been strengthened, reviewing and making progressive improvements to many key activities. CBE has laid a sound foundation for future performance.

# Key evaluation question findings<sup>2</sup>

## 1.1 How well do students achieve?

Performance:	<b>Marginal</b>
Self-assessment:	<b>Marginal</b>
Findings and supporting evidence:	<p>CBE offers a range of mostly short courses to the public, specific stakeholder groups and its volunteers. The focus area for this EER was the longer duration New Zealand Certificate in Domestic Maritime Operations (Restricted Limits) (Level 4) (CIDMO). Over the four-year evaluation period, course completions were between 63 and 66 per cent, and qualification completions between 40 and 48 per cent. However, qualification completions have improved since 2022.<sup>3</sup></p> <p>These rates are well below the CBE target of 80 per cent, the results of two other providers delivering this programme, and the rates for other tertiary education organisations delivering level 4-7 programmes. The enrolment numbers for Māori and Pasifika are too small to make a reliable judgment of achievement. While there have been some moderation issues, there is overall confidence in the results reported.<sup>4</sup> Students are acquiring valued and relevant skills and knowledge.</p> <p>The PTE’s self-assessment of achievement has been mixed. Rolling enrolments for the CIDMO programme has posed challenges for monitoring completions. This EER enquiry therefore used the data submitted to the Tertiary Education Commission for making judgments. Completions of Māori, Pasifika and students with a disability were not tracked. The CIDMO results were not externally benchmarked. There was limited evidence of achievement for other training since the last EER.</p> <p>CBE has strengthened its monitoring, analysis and reporting in 2024 and 2025. Data analysis has informed</p>

<sup>2</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>3</sup> See Appendix 1, Tables 1 and 2 for further details.

<sup>4</sup> See key evaluation question 3 for further details.

	the support the PTE is providing to 2024 students, the CIDMO programme review, and recent significant changes made to that programme. CBE moved to a new student management system in early 2025, and the CIDMO programme from June 2025.
Conclusion:	Student achievement has been variable. While self-assessment has been inconsistent in quality, CBE has been progressively addressing many key gaps, particularly over the past two years.

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

Performance:	<b>Good</b>
Self-assessment:	<b>Good</b>
Findings and supporting evidence:	<p>CBE exists to educate the public, especially high-risk groups, to be safe and confident enjoying New Zealand waterways. CBE also seeks to ensure that the right people in the maritime sector have the required skills, particularly its own volunteers and staff. There is sound evidence that CBE is producing outcomes of value for these groups and other sector stakeholders.</p> <p>Some key examples of these valued outcomes include the following. There is some evidence that CIDMO graduates consistently gain the Skipper Restricted Limits Licence. They need this certification to work as a commercial skipper in the maritime industry. This external verification also confirms that the CIDMO training has produced graduates who demonstrate the required competencies. A small sample of CIDMO graduates who were surveyed believed they were demonstrating most of the key competencies, and some were working in related employment.</p> <p>CBE also produces graduates of the Marine VHF Operator Certificate (Training Scheme) (Level 3) who require this certification to operate a maritime VHF radio. CBE offers a range of short courses to the public and volunteers who support people to be safe and confident on the water. The organisation also offers tailored courses for high-risk and specialist groups (such as the Royal New Zealand Navy).</p>

	<p>CBE has collected survey feedback from about 11 per cent of its 2022-24 students. This is a reasonable sample. The survey respondents reported a high level of satisfaction with the courses. The analysis was sound but rudimentary. It has been difficult to get feedback from CIDMO graduates and the verifiers of CIDMO graduates. CBE expects the new cohort-based programme, with surveys embedded in the online student management system, will address this gap.</p> <p>CBE benefits from its closer relationship with Coastguard Tautiaki Moana (the broader search and rescue organisation), which systematically engages with a diverse range of CBE stakeholders. For example, there is an organisational strategy for engaging with Māori. CBE also has funding for training initiatives that support Pasifika and Asian communities. These relationships indicate that CBE's training is responsive to community and sector needs. The stakeholders who were interviewed during this EER expressed confidence with the work of CBE.</p>
<p>Conclusion:</p>	<p>CBE is producing outcomes that its students and sector stakeholders value. CBE is responsive to internal and external stakeholder needs. Self-assessment is sound.</p>

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

Performance:	<b>Good</b>
Self-assessment:	<b>Good</b>
Findings and supporting evidence:	<p>CBE is embedded in the Coastguard Tautiaki Moana organisation. This ensures its training remains aligned with the evolving practices and regulatory requirements of the maritime sector and water safety.</p> <p>There was evidence of generally sound academic quality processes prior to 2024. CBE completed the requirements of its NZQA approved action plan (17 August 2022) arising from the NZQA monitoring review of its internal moderation practices. Academic processes have been majorly strengthened in the last two years. The quality management system was completely revised in 2024, including enhanced moderation practices. CBE conducted two substantive annual reviews of the CIDMO programme for the 2023 and 2024 years. Improvements include amending the entry criteria to require 200 hours of practice on board a vessel, the complete redevelopment of outdated CIDMO resources, and implementing a detailed moderation schedule. A formal academic committee was established in late 2023. It meets monthly and is providing broad and increasingly robust academic quality oversight.</p> <p>CBE has made major changes to its NZQA-approved training. A Type 2 change was approved for the CIDMO programme(26 August 2024), aligning it to the latest version of the qualification. It offered a cohort intake structure through an online platform, providing students in remote locations access to this training. A level 2 maritime crew programme has been approved. CBE listed a VHF radio operator certificate as a micro-credential, replacing the previous training scheme. CBE has also gained NZQA approval to enrol international students, so those already studying in New Zealand might be trained to safely use our waterways.</p>
Conclusion:	There were generally sound academic processes in 2021-23. Processes have been progressively and majorly

	strengthened in 2024-25. CBE has also reviewed, revised and broadened its NZQA-approved training options.
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#### 1.4 How effectively are students supported and involved in their learning?

Performance:	<b>Good</b>
Self-assessment:	<b>Good</b>
Findings and supporting evidence:	<p>CBE provides students with detailed and timely course information through its website and student management system. The course prospectus and student handbook outline the key information including policies and procedures. Scholarships are provided to priority students. Tutors provide the primary support for CIDMO students. The limited feedback sighted from students has rated the tutors highly as knowledgeable and supportive. EER interviews with students supported this conclusion. These students suggested that there have been some teething problems with the first online cohort. CBE had identified areas that will be amended before the next intake.</p> <p>Some CIDMO students have been supported with extensions and individual student plans. CBE has also contracted additional one-on-one support for the 2024 and 2025 CIDMO students including extra online classes. The impact has been that 2024 students have completed 96 more courses in late 2025. CBE has improved its monitoring in 2025, tracking online engagement through its student management system. CBE data indicates that withdrawal rates have declined each year. However, programme completions to date do not yet show an upturn.</p> <p>A Code of Practice self-review was completed in 2025 identifying the pastoral processes in place or developing new processes. Complaints procedures were updated and distinguished from concerns. Critical incidents were not formally defined in the published review, a Code requirement. CBE said there were no formal complaints or critical incidents.</p>
Conclusion:	CBE has a range of processes that support its students. There has been a wide range of improvements. Additional support and monitoring have enabled CIDMO students to complete more courses.

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

Performance:	<b>Good</b>
Self-assessment:	<b>Good</b>
Findings and supporting evidence:	<p>Since the last EER, CBE amalgamated with Coastguard Tautiaki Moana, its parent body (August 2022). The separate PTE board was disestablished. The new board made the decision to invest significant resources to fully redevelop the CIDMO programme. These leadership actions, along with signs of improved moderation related processes, met the requirements of the NZQA approved action plan (August 2022).</p> <p>Experienced leaders have been progressively appointed since late 2023. The new leadership has implemented various reviews and continued the rebuild over these past two years. There has also been some disruption. There was significant CBE staff turnover in 2024 and a restructure in 2025 that reduced, at least temporarily, the capacity of the organisation.</p> <p>A robust 2024 internal evaluation and review identified areas needing attention. Multiple training products and academic processes have since been revamped. CBE has engaged instructional designers to develop virtual classrooms materials. The long-term CIDMO tutors have been retained, ensuring some important continuity.</p> <p>Another key change in 2025 is that CBE's purpose has been extended from training for the public and stakeholder groups to include the internal training of Coastguard volunteers and staff. CBE is explicitly included in the Coastguard strategy and operational planning, including targets. The chief executive and management team have recently engaged with the tutors to explain the major changes to the organisation. The revised purpose, strategy, roles and processes were still being bedded in at the time of this enquiry.</p>
Conclusion:	CBE leadership has addressed NZQA key concerns and further strengthened its capability, particularly over the past two years. A wide range of significant improvements are being embedded.

## 1.6 How effectively are important compliance accountabilities managed?

Performance:	<b>Good</b>
Self-assessment:	<b>Good</b>
Findings and supporting evidence:	<p>CBE has a range of processes to manage its important compliance accountabilities. There are various outcomes which indicate that compliance management has been sound overall. Multiple processes have been addressed.</p> <ul style="list-style-type: none"> <li>• NZQA attestations, declarations and submissions have been timely and accurate.</li> <li>• NZQA approval was sought and gained for multiple activities.</li> <li>• CBE has advised NZQA of its temporary delivery sites in 2025.</li> <li>• Academic committee minutes show evidence of academic quality assurance policies and processes being implemented and recorded.</li> <li>• CBE contracted an external advisor to develop a fully revised quality management system.</li> </ul> <p>Other key findings were:</p> <ul style="list-style-type: none"> <li>• A Tertiary Education Commission audit report (7 October 2025) found that 'systems, processes and practices were acceptable with some non-conformities'. These gaps were attributed to 'some loss of procedural knowledge'.</li> <li>• Thirty-eight per cent of results were reported late in the first six months of 2025. Reasons given were a manual reporting system, a high volume of reporting in the summer months, and limited staff capacity at those times. CBE also identified there was duplicate reporting of a few standards by CBE and schools. CBE has therefore revised its memorandum of understanding with schools so that only CBE reports results. CBE expects this action, along with its new student management system and offering fewer courses will rectify this issue.</li> </ul>

Conclusion:	CBE has been generally effective in managing its important compliance accountabilities. The organisation has reviewed and improved its processes. Late reporting has been addressed, though it is too early to assess the impact of the changes.
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# Focus areas

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

## 2.1 8509 New Zealand Certificate in Domestic Maritime Operations (Restricted Limits) (Level 4)

Performance:	<b>Marginal</b>
Self-assessment:	<b>Good</b>
Findings and supporting evidence:	<p>Programme completions have been modest.<sup>5</sup> CBE has provided additional support to recent students. The programme offers students valued skills and knowledge, enabling graduates to successfully gain their Restricted Skipper Licence.</p> <p>Academic processes have been progressively strengthened. CBE completed the requirements of its NZQA approved action plan (17 August 2022) arising from the NZQA monitoring review of its internal moderation practices. The programme has been fully redeveloped leading to major NZQA approved changes (26 August 2024). Key changes include revised assessments and learning materials and delivery is now via online cohorts.<sup>6</sup> Two annual programme reviews have informed other changes. Enhanced moderation practices and an active academic committee are other signs of more robust self-assessment.</p>
Conclusion:	The programme meets most of the important needs of students and stakeholders. However, completions have been modest but are improving. Many processes have been strengthened, and some changes are still being embedded.

<sup>5</sup> See Appendix 1 for further details.

<sup>6</sup> At the time of this EER enquiry, the first cohort had not yet completed.

## Recommendations

*Recommendations are not compulsory but their implementation may improve the quality and effectiveness of the training and education provided by the tertiary education organisation (TEO). They may be referred to in subsequent external evaluation and reviews (EERs) to gauge the effectiveness of the TEO's quality improvements over time.*

NZQA recommends that Royal New Zealand Coastguard Boating Education Limited:

- Strengthen the self-assessment of student achievement (see key evaluation question 1)
- Collect feedback from CIDMO graduates and key stakeholders (see key evaluation question 2).

## Requirements

*Requirements relate to the TEO's statutory obligations under legislation that governs their operation. This include NZQA Rules and relevant regulations promulgated by other agencies.*

NZQA requires Royal New Zealand Coastguard Boating Education Limited to:

- Ensure credits for students are reported to NZQA within three months following assessment, as per Section 10(1)(b) of the Consent to Assess Against Standards on the Directory of Assessment Standards Rules 2022.

# Appendix 1

**Table 1. New Zealand Certificate in Domestic Maritime Operations (Restricted Limits) (Level 4) ID 118509 – course completion rate (%)**

Ethnic group	2021	2022	2023	2024
Māori	25.3%	81.9%	23.1%	39.0%
Non-Māori and non-Pasifika	64.4%	59.6%	73.0%	70.8%
Pasifika	100.0%	100.0%	0.0%	59.9%
All students	62.6%	65.0%	63.9%	65.7%

Source: Tertiary Education Commission data published in June 2025.

**Table 2. New Zealand Certificate in Domestic Maritime Operations (Restricted Limits) (Level 4) ID 118509 – qualification completion rate (%)**

Ethnic group	2021	2022	2023	2024
Māori	N/A	27.3%	0.0%	75.0%
Non-Māori and non-Pasifika	42.9%	40.6%	48.8%	40.9%
Pasifika	N/A	50.0%	N/A	100.0%
All students	42.9%	39.5%	46.5%	48.1%

Source: Tertiary Education Commission data published in June 2025

Note 1. Highlighted data indicates that there were few enrolments, and therefore the completion rate can change greatly with small shifts in achievement.

Note 2. CBE internal data for course and qualification completion rates was similar for 2024. Some 2024 students are still active, and CBE is supporting them to complete.

# Appendix 2

## Conduct of external evaluation and review

*All external evaluation and reviews are conducted in accordance with NZQA's published rules. The methodology used is described in the web document <https://www.nzqa.govt.nz/providers-partners/external-evaluation-and-review/>. 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.*

## Disclaimer

*The findings in this report have been reached by means of a standard evaluative process. They are based on a representative selection of focus areas, and a sample of supporting information provided by the TEO under review or independently accessed by NZQA. As such, the report's findings offer a guide to the relative quality of the TEO at the time of the EER, in the light of the known evidence, and the likelihood that this level of quality will continue.*

*For the same reason, these findings are always limited in scope. They are derived from selections and samples evaluated at a point in time. The supporting methodology is not designed to:*

- *Identify organisational fraud<sup>7</sup>*
- *Provide comprehensive coverage of all programmes within a TEO, or of all relevant evidence sources*
- *Predict the outcome of other reviews of the same TEO which, by posing different questions or examining different information, could reasonably arrive at different conclusions.*

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<sup>7</sup> NZQA and the Tertiary Education Commission (TEC) comprehensively monitor risk in the tertiary education sector through a range of other mechanisms. When fraud, or any other serious risk factor, has been confirmed, corrective action is taken as a matter of urgency.

## Regulatory basis for external evaluation and review

*External evaluation and review is conducted under the Quality Assurance (including External Evaluation and Review (EER)) Rules 2022, which are made by NZQA under section 452(1)(t) of the Education and Training Act 2020 and approved by the NZQA Board and the Minister of Education.*

*Self-assessment and participation and cooperation in external evaluation and review are requirements for:*

- maintaining accreditation to provide an approved programme for all TEOs other than universities, and*
- maintaining consent to assess against standards on the Directory of Assessment Standards for all TEOs excluding universities, and*
- maintaining micro-credential approval for all TEOs other than universities.*

*The requirements for participation and cooperation are set through the Programme Approval and Accreditation Rules 2022, the Consent to Assess Against Standards on the Directory of Assessment and Skill Standards Rules 2022 and the Micro-credential Approval and Accreditation Rules 2022 respectively.*

*In addition, the Private Training Establishment Registration Rules 2022 require registered private training establishments to undertake self-assessment and participate in external evaluation and review as a condition of maintaining registration.*

*NZQA is responsible for ensuring non-university TEOs continue to comply with the rules after the initial granting of approval and accreditation of programmes, micro-credentials and consents to assess and 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 Quality Assurance (including External Evaluation and Review (EER)) Rules 2022. 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)). All rules cited above are available at <https://www.nzqa.govt.nz/about-us/our-role/legislation/nzqa-rules/>, while information about the conduct and methodology for external evaluation and review can be found at <https://www.nzqa.govt.nz/providers-partners/external-evaluation-and-review/>.*

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