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# Report of External Evaluation and Review

U-Turn Community Training Services  
Limited

Not Yet Confident in educational performance

Not Yet Confident in capability in self-assessment

Date of report: 27 June 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:	U-Turn Community Training Services Limited
Type:	Private training establishment (PTE)
First registered:	1 November 1992
Location:	Level 2, Devon Centre, 44 Liardet Street, New Plymouth
Delivery sites:	As above
Courses currently delivered:	<ul style="list-style-type: none"><li>• (Computing) (43 credits) and Employment Skills (60 credits) (Level 2)</li><li>• Vocational Pathways NCEA (Level 2) (80 credits)</li><li>• Employment Education 4 Youth (Level 1) (60 credits)</li><li>• NCEA Level 1 (80 credits)</li></ul>
Code of Practice signatory:	N/A
Number of students:	Domestic: 39.9 EFTS (equivalent full-time students), approximately 75 students, 35 per cent of whom identify as Māori and approximately 4 per cent as Pasifika
Number of staff:	Five full-time staff
Scope of active accreditation:	<a href="http://www.nzqa.govt.nz/providers/nqf-accreditations.do?providerId=88413200">http://www.nzqa.govt.nz/providers/nqf-accreditations.do?providerId=88413200</a>

Distinctive characteristics: U-Turn delivers foundation-level education and vocational training under the Youth Guarantee programme. U-Turn is also contracted by the Ministry of Social Development (MSD) to deliver a 'Focus on Work' programme

Recent significant changes: One staff member has been made redundant as a result of a Training for Work programme contract offered by MSD not being picked up by U-Turn.

Previous quality assurance history: NZQA last externally evaluated U-Turn community Training Services in June 2015. NZQA was Confident in the organisation's educational performance and Not Yet Confident in its capability in self-assessment, with the following recommendations:

- Implement an overall moderation strategy, as per the agreed Action Plan.
- Review methods for the collation and analysis of student achievement data to provide more qualitative analysis.
- Regularly monitor and review the achievements of Māori and Pasifika students.
- Implement a comprehensive programme review to include learning materials, analysis of achievement, benchmarking, needs assessment, integrated literacy and numeracy, and the impact of learner support services.
- Collate and analyse the employment and educational destinations of graduates.

In 2015 NZQA tertiary assessment and moderation requested U-Turn to provide details of their specific actions to address ongoing non-compliance issues identified in the assessment of Core Skills standards. This was not an action plan (as these had been requested in 2013 and 2014), but the final step before NZQA considered this to be a risk issue.

U-Turn received a letter in December 2015 from NZQA following the last EER report in October 2015. This followed NZQA's analysis of U-Turn's

moderation results for last three years and resulting concern about the ongoing non-compliance with Core Skills standards. Of the 18 learner samples submitted for moderation, six assessors' decisions were verified.

The 2016 NZQA moderation results reflect that the actions U-Turn took have been effective as all six Core Skills standards moderated met the national standard. The TEO is using assessment material produced by Instant Education Solutions, and the moderator verified 15 of the 18 Assessor judgements.

A Tertiary Education Commission (TEC) audit report required U-Turn to improve its systems to ensure accurate reporting of course completion and qualification completion results. The audit noted discrepancies with the recommended Single Data Return reporting tool and found that U-turn was only reporting successful completions, giving a 100 per cent pass rate. This has been addressed by the TEC with advice and training being put in place around reporting results to suit TEC's method of collation and analysis. U-Turn received several recommendations from the TEC and has produced an action plan which has been approved by the TEC. All sections of the action plan have been completed by U-Turn.

## 2. Scope of external evaluation and review

The scope for the external evaluation and review (EER) included the following focus area:

- Youth Guarantee programmes. This was selected as it is the only area of delivery and incorporates student guidance and support which is a feature of U-Turn's educational provision.

### 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.*

Two evaluators visited the U-Turn site in New Plymouth over two days.

During the visit, the evaluators interviewed: the director; manager; facilitators; students; administrator; community stakeholders including Youth Service, Tui Ora and Western Institute of Technology at Taranaki by phone; and graduates by phone.

Documents reviewed by the team prior to the visit included the compliance document which required changes, the TEC audit report dated December 2016, NZQA moderation outcomes, TEC performance summary, TEC investment plan, moderation action plans and moderation documents. A considerable range of documentation was reviewed during the EER including: learner evaluation feedback, a one-page programme review document, staff meeting and retreat minutes, barrier logs, counselling notes, some achievement data, management meeting minutes, letters of commendation from stakeholders, quality assurance documents, a student handbook and programme workbooks and a range of other documents was examined to clarify items that arose from discussion. One evaluator also observed and worked through the student management system alongside the administrator.

# Summary of Results

## Statement of confidence on educational performance

NZQA is **Not Yet Confident** in the educational performance of **U-Turn Community Training Services Limited**.

U-Turn is well known and well established in the region and has a small, dedicated team that is clearly focused on the individual needs and wellbeing of learners. Strong evidence was provided of the effective relationships U-Turn has with key stakeholders in the community, government agencies and pathway organisations. Continuous contracts and funding from government agencies endorses U-Turn and its staff. Longstanding arrangements with local stakeholders attest to the endorsement of the ability of U-Turn to accept, support and educate students.

Qualified staff work diligently to acknowledge student individual capabilities and understand their barriers to learning and assist students to achieve qualifications for future learning or employment.

Students value the learning at U-Turn as it meets the expectations discussed at enrolment, which include one-to-one support, and one-to-one teaching, quiet rooms and a focus on their individual progress with their learning. Some students can gain multiple qualifications. These are often their first formal qualifications and are of considerable value as they assist with entry to further study or progress to work.

Unconfirmed achievement data shows that student achievement has dropped for 2016 as a result of inaccurate reporting in previous years since gaining Youth Guarantee funding. U-Turn has been reporting only those students that successfully completed the course and gained qualifications rather than the results for all students. The TEC and U-Turn are actively addressing the issue and systems are in place to ensure the reporting is now completed correctly.

Although in past years the reporting of results has been inaccurate, overall achievement at U-turn has improved. The achievement of Māori students is at or above the overall student achievement rate. Since the last EER, enrolments have increased and the percentage pass for NCEA level 1 and 2 has dropped as the completions for the computing certificate have increased. Achievement across all national certificates has increased 21 per cent from 2014 to 2015. Overall results for 2016 are expected to change as a result of the TEC audit findings, when all the courses for a full enrolment pattern (both successful and incompletes) are reported.

Good monitoring of assessment and moderation is now in place by staff trained in assessment and moderation, along with a mentor who has oversight of all moderation. The 2016 moderation results reflect that the actions U-Turn took have been effective as all six Core Skills standards moderated met the national standard and the moderator verified 15 of the 18 assessor judgements.

As noted throughout this report, U-Turn would benefit from improved systems and processes to ensure overall quality assurance to understand its educational performance.

## Statement of confidence on capability in self-assessment

NZQA is **Not Yet Confident** in the capability in self-assessment of **U-Turn Community Training Services Limited**.

As noted in the previous EER report, U-Turn has some processes in place for monitoring student progress, and informal processes that provide the organisation with good information about the needs of stakeholders. However, improvements required, as outlined, have not been fully implemented. There are gaps in the organisation's capability in self-assessment as outlined below:

- U-Turn has a detailed focus on each learner, which can be reasonable for the small group of learners. But the PTE has no systematic approach to reviewing achievement rates to understand its educational performance overall.
- No comprehensive data-gathering and analysis – both qualitative and quantitative – is undertaken to assess the effectiveness of learning outcomes and the performance of U-turn as a whole.
- There is no benchmarking of achievement and outcomes within New Plymouth or with other regions with a similar demographic.
- Overall Māori and Pasifika achievement is not collated and analysed to understand any gaps or trends, and to support what is known informally about their needs and overall progress.
- Management and staff need more systematic value-add processes to gather relevant and understandable information to ensure student and stakeholder needs are being met.

U-Turn's capability in self-assessment to identify gaps trends/benchmarks in achievement, and the reasons for these is still in their infancy. U-Turn is working to capture relevant qualitative and quantitative data to provide time series to enable staff to track performance over time and monitor these trends and explore reasons for improving or declining patterns.

# Findings<sup>1</sup>

## 1.1 How well do students achieve?

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

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

The 2013, 2014 and 2015 course completions reported as 100 per cent are incorrect because only successful course completions have been reported since the organisation first received Youth Guarantee funding. As a result of more accurate reporting of data to the TEC, unconfirmed achievement data shows that student achievement has dropped for 2016. U-Turn has altered the loading of information on the Single Data Return to ensure the reporting is now completed correctly.

Table 1 shows that over the three years since the last EER, enrolments have increased and the achievement for NCEA level 1 and 2 has dropped as the uptake for the computing certificate has increased to reflect changing needs. Achievement across all national certificates has increased 21 per cent from 2014 to 2015, with comparable enrolments. These figures were externally confirmed through the evaluators' own analysis, rather than from the organisation's own self-assessment information.

**Table 1. National certificate achievement data, 2013-2015**

Year	Number enrolled*	Credits achieved	Number passed NCEA Level 1	Number passed NCEA Level 2	Number passed National Certificate in Employment Skills	Number passed National Certificate in Computing
2013	55	4284	24	27	38	0
2014	66	4547	23	24	36	6
2015	67	4583	29	28	44	7

\*Some students complete more than one qualification.

There is a clear focus on student achievement at U-Turn. One-to-one attention enables tutors to spend time monitoring and mentoring the students individually to help them overcome their barriers to learning.

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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.

Achievement of individual Māori and Pasifika students is noted. The TEC provides evidence of comparative achievement data of all ethnicities, but U-Turn does not regularly collate, monitor or review its results to identify trends over time or assess the support required to improve outcomes for Māori learners.

U-Turn has recently begun to look at data and closely monitor individual engagement and progress regularly in response to the previous EER. Progress charts are in place but are not monitored regularly or used for any significant purpose. This data is presented in graphs that could not be explained to the EER team by management. As a result, U-Turn agreed that it is not finding the graphs helpful and that no analysis of overall trends or specific data outliers has occurred to any great extent or for any purpose.

As outlined at the last EER, the lack of meaningful quantitative and qualitative analysis means that the organisation's capability to identify gaps in achievement and the reasons for this is limited to individual records. This does not produce information useful for improvement to attendance, programmes, delivery or assessment.

## 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 **Adequate**.

U-Turn is an experienced provider of foundation education, achieving valuable outcomes for key stakeholders including learners. There is value for students from their learning at U-Turn in a welcoming environment.

Attendance, achievement and personal growth are all of value to students who grow in confidence and in their ability to learn, resulting in them gaining multiple qualifications. A driver's licence test can be studied and applied for if students learn computing, adding value to their employability.

Key stakeholders, Youth Service and Tui Ora, value the work done by U-Turn in providing generic foundation learning and NCEA level 1 and 2 to youth with few or no prior qualifications, and in assisting students to gain credits towards qualifications. Both stakeholders have worked alongside U-Turn for many years and both have consistently high referral rates to U-Turn. Care is taken by both parties to ensure good fit of the learners to U-Turn, which includes those learners who are difficult to engage in learning and require one-to-one support.

U-Turn notes that there is a higher rate than previous years of students going on to further education or returning to finish training at U-Turn. Moving to employment has dropped compared with 2014, and unemployment as an outcome of training has

risen. No further analysis was conducted using Table 2 by U-Turn, and the evaluators were unsure whether this information had been discussed by management.

**Table 2. Youth Guarantee outcomes at completion**

	Further education	Returning to U-Turn	Employment	Unemployed	Unknown
2013 (55)*	13	13	14	17	0
2014 (66)*	13	13	19	13	8
2015 (67)*	19	16	14	18	0

\*Enrolled learners

The organisation does not collect regular ongoing feedback on destination outcomes, although anecdotal information is collected. Data on the value of the learning evidenced by the sustainability of employment outcomes is not collated or analysed. Nor is the performance of students at other providers to compare progressions as recommended in the 2015 EER report.

### 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 **Adequate**

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

Close connections and communication with key stakeholders enables U-Turn to ensure its education provision matches the needs of all stakeholders. The good outcomes for students continue to show that U-Turn matches some (but not all) of the priorities of government agencies.

U-Turn prides itself on matching the individual needs of each student to their learning. Literacy and numeracy support is a big focus along with one-to-one support, ongoing progress reporting and individual achievement targets. This enables students to gain the skills and qualifications needed for further study or employment. Learning environments are provided for the benefit of students, and those who require quiet can go to another room or work on their own.

Administration staff collect data around daily attendance at a minimal level for informing tutors. Otherwise, the data is not used for any direct purpose, or to inform achievement or programme development. U-Turn has an expectation of attendance of three hours a day and encourages more if possible. However, the PTE has not tracked learning outcome hours against the approved hours and ensured attendance around this. Therefore U-Turn is unable provide evidence that they deliver programmes as approved (under Programme Approval and

Accreditation Rules 2013, Rule 12.1), to maintain accreditation to provide an approved programme.

In 2015, NZQA tertiary assessment and moderation requested U-Turn to provide details of the specific actions they planned to address ongoing non-compliance issues identified in the assessment of Core Skills standards. This was not an action plan (as these had been requested in 2013 and 2014), but the final step before tertiary assessment and moderation considered whether to refer the organisation to NZQA management as a risk.

U-Turn recently put in place an internal group to complete and monitor assessment and moderation, and also a mentor with oversight of all moderation. The 2016 moderation results reflect that the actions U-Turn took have been effective as all six Core Skills standards moderated met the national standard. All moderation results across all systems moderated in 2016 met the national standard.

Programme review has not been comprehensively implemented as recommended in the last EER report. The review has not included learning materials or analysis of achievement, benchmarking, needs assessment or the impact of learning support services.

The self-assessment report for one of the programme approval and accreditation applications did not adequately illustrate how U-Turn was confident that it had included sufficient information or provided sufficient evidence to answer the application's evaluation question: How well does the programme design match the qualification outcomes and strategic purpose? The NZQA evaluator for the programme application requested further information from U-Turn, which suggests that their capability in self-assessment around this area is limited. This programme was subsequently approved.

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

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

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

Students' learning barriers, learning styles and literacy and numeracy needs are assessed at enrolment, and the individual learning environment is arranged to meet these requirements. It is evident that the staff have the enthusiasm and commitment for working with disadvantaged and at-risk youth. As a result, the teaching staff response to the wellbeing and needs of learners is accurate and consistent, with work being set in the right environment and at the right level.

Learning goals are well understood, as evidenced by each individual choosing their own pathway of study reflecting their needs, with most wanting to gain NCEA level

1 and 2. Comprehensive advice is given around what is required for them to gain the qualifications, and a progress report is followed up with the student weekly. Continuous support is provided to help the students pursue their goals.

Well-qualified, long-serving and experienced staff, some of them literacy and numeracy experts, provide one-to-one support and care around student learning with good individual monitoring of student progress. Recreational learning activities, i.e. darts or climbing (for maths and perception) are effective in engaging the students in learning.

Feedback on learning progress is reported but not collated or stored in one place, and therefore cannot be used to identify gaps and the reasons for these.

### 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 **Adequate**.

The purpose and direction of U-Turn is clear to those working there. A flat structure prevails with an open-door policy that enables a close working environment and the ability to act quickly if needed. There is no formal advisory panel or governance board and this is appropriate for the size of the organisation. Evidence of some recent capacity-building of staff and changed roles to fill gaps has made an impact and shown some good results, with 2016 moderation having positive outcomes.

Continuous contracts and funding from government agencies endorses U-Turn and its staff. Longstanding arrangements with local stakeholders attest to the endorsement of the ability of U-Turn to accept, support and educate students. Loyal, long-serving staff are valued and are fully involved in decision-making. They meet regularly and the evaluators were able to identify their contribution to the planning and direction of U-turn as part of the team. Professional development is undertaken more on an ad hoc basis when needed and not as part of a regular upskilling of staff on a continuous improvement model.

Considerable knowledge and understanding of quality requirements was gained as a result of the recent TEC audit report. The TEC and U-Turn are actively addressing the issues in the report. However, this shows that self-assessment is not proactive or well structured, as U-Turn is responding to issues identified by external agencies, not those identified by U-Turn through self-review.

U-Turn has not responded comprehensively to the recommendations from the last EER, with the outcome that self-assessment at U-turn is not systematic or part of the everyday working of the organisation. Data collection and the information from it is not being used to gain useful information to benefit U-Turn.

Benefit would be gained from looking at the organisation with fresh eyes to identify current shortcomings and future possibilities, and keep abreast of current issues and evolving student learning needs. When good self-assessment is used and data is analysed well, the organisation can react to trends and encompass changing student expectations.

## 1.6 How effectively are important compliance accountabilities managed?

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

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

Corrective action was outlined in the TEC report (September 2016), where it was noted that only successful course completions for Youth Guarantee programmes have been reported through the Single Data Return since 2013. The 2013, 2014, 2015 and August 2016 course indicator is reported as 100 per cent. This is overstated because only successful course completions have been reported.

The TEC also notes that, until recently, students were being withdrawn at the end of the calendar year and re-enrolled the following year. As a result, the end dates do not reflect the length of the programme. Therefore, U-turn does not have an accurate figure of student attendance.

The evaluators have some concern regarding the learning hours as they do not appear to be aligned with the approved programme hours. Attendance is monitored individually but not mandated, and there is no data to clearly show U-Turn is delivering its programme as approved. This will need to be addressed to ensure compliance with the NZQA Rules requirement for the learning hours to meet each programme/course of learning.

Quality checks have not been monitored well, and no check of important information has been undertaken until recently in the case of internal moderation.

## Focus Areas

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

### 2.1 Focus area: Suite of Youth Guarantee programmes

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

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

# Recommendations

NZQA recommends that U-Turn:

- Understand the reasons for good collation and analysis of student attendance and achievement data to ensure the organisation can react to trends and encompass changing student learning needs.
- Use achievement data, and student, staff, and community comments, to review overall effectiveness of the programme and to gather relevant information to ensure U-Turn is meeting student and stakeholder needs.
- Benchmark achievement and outcomes within New Plymouth or with regions with a similar demographic to compare results.
- Regularly collate, analyse and review the achievement of Māori and Pasifika students to understand any gaps or trends, and to support what is known informally about their needs and overall progress.
- Re-examine and improve the current programme review process to include comprehensive discussion and analysis around resources, achievement, benchmarking, needs assessment, literacy and numeracy, and the impact of learner support services.
- Collate and analyse the pathway, employment and educational destinations of graduates to ensure feedback on learning progress is reported.
- Keep appropriate records to ensure student learning hours are aligned with approved programme hours.

# 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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