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# External Evaluation and Review Report

National Council of YMCA's of New  
Zealand

Date of report: 11 February 2020

# About National Council of YMCA's of New Zealand

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*National Council of YMCA's of New Zealand (YMCANZ) provides vocational education programmes to develop the skills and knowledge of young people.*

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Type of organisation:	Private training establishment (PTE)
Location:	Level 2, BNZ Tower, 14 Hartham Place North, Porirua
Code of Practice signatory:	N/A
Number of students:	Domestic: 143.41 EFTS (equivalent full-time students); Māori 43.1 per cent, Pasifika 6.3 per cent, Other 50.6 per cent
Number of staff:	31 full-time and 10 part-time staff
TEO profile:	See <a href="#">National Council of YMCA's of New Zealand</a>  The YMCA operates a federal model, comprising nine regional Associations as independent bodies, each with a board of directors drawn from the community. Collectively, the nine Associations form the National Council of YMCA's (YMCANZ). The PTE is part of YMCANZ and six of the Associations have an approved sub-contract arrangement to deliver programmes for the PTE.
Last EER outcome:	Confident/Confident
Scope of evaluation:	Governance, management and strategy; New Zealand Certificate in Foundation Skills (Level 2) Intensive Literacy and Numeracy
MoE number:	9388
NZQA reference:	C37158
Dates of EER visit:	26-28 November 2019. Delivery sites visited: Palmerston North (YMCA Central), Timaru (YMCA South and Mid Canterbury) and Head Office, Porirua

# Summary of Results

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*A sound governance and management structure supports improved and embedding self-assessment processes. YMCA has evidence of some meaningful outcomes which will be enhanced as systems and processes become more consistently established across programmes and the Associations.*

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- Students are well supported towards attaining academic goals and developing confidence and self-efficacy. Connections to referral and external support agencies are well developed by Association staff.
  - Students gain literacy and numeracy skills. For some of the students, this enables them to enrol in and achieve a New Zealand qualification.
  - Programme delivery across the organisation provides some flexibility to demographic cohorts within the Associations. Individual student need is well understood and responded to in the literacy and numeracy programme.
  - There is a clear and well-understood strategic purpose and direction across the organisation.
  - There has been significant change to governance and management, with the aim of allowing a line of sight from governance through management to operations. Capturing evidence of improvements made is emerging over time.
  - Improved self-assessment practice is providing the PTE and Associations with access to valuable information on cohort achievement. Using this information to make improvements to systems and programmes requires further development.
  - Building staff capability to understand, use and share information to good effect is currently being embedded across the organisation.
- Confident in educational performance**
- Confident in capability in self-assessment**

# Key evaluation question findings<sup>1</sup>

## 1.1 How well do students achieve?

Performance:	<b>Good</b>
Self-assessment:	<b>Good</b>
Findings and supporting evidence:	<p>YMCANZ provides an opportunity for young people to re-engage with education and access health and social support. The YMCANZ model enables students to access support agencies and healthcare in a structured learning environment.</p> <p>Learning success is well monitored at the individual level but not necessarily well tracked and responded to in a consistent manner. Evidence of gains is made through seeing students demonstrating appropriate competencies and, for some, gaining unit standards and New Zealand certificates.</p> <p>The rate of course completions and qualification completions for the New Zealand Foundation Certificate in Foundation Studies (Level 1) varies (see Appendix 1). Knowledge of what drives an individual's educational performance is well understood by the Associations, along with what it takes to navigate the learning challenges for students. Better-aggregated evidence of the above would assist in programme review.</p> <p>Literacy and numeracy gains are tracked through LNAAT<sup>2</sup> progress (see Appendix 1) and used to inform teaching. The improved student management system has allowed data to be disseminated and analysed by national office. A difference in gains across cohorts is now known; the results of this analysis are not yet fully explored to inform improvements to close any gaps in performance.</p> <p>YMCANZ has established mechanisms that support weekly exchanges of information and comparison of achievement, delivery rates and attrition rates by ethnicity with the sub-contracted Associations. Staff capability in understanding and analysing the data and identifying trends is improving and</p>

<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> Learning and Numeracy for Adults Assessment Tool

	<p>there is good evidence of management discussions that seek to understand the PTE's performance.</p> <p>Self-assessment is improving. The federal model appears to present some barriers to implementing change, but the focus for the Associations and YMCANZ PTE remains firmly on the students and meeting their diverse and complex needs.</p>
Conclusion:	<p>Students improve their self-esteem and confidence in learning, which contributes towards achieving their academic goals. Evidence of how the understanding of achievement and progression is used to make improvements that result in better achievement or outcomes could be strengthened.</p>

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

Performance:	<b>Good</b>
Self-assessment:	<b>Marginal</b>
Findings and supporting evidence:	<p>Students develop interpersonal skills such as collaborating in group work, self-management and supporting others. Students for whom mainstream education is not well designed are encouraged to achieve unit standards, pathway into further education, or reconsider their vocational prospects. YMCA research<sup>3</sup> supports the view that the social and personal skills gained contribute towards more positive community engagement.</p> <p>YMCANZ PTE collates qualitative and quantitative information from students to assess how effectively the programmes have met their expectations. This is a relatively recent initiative and the number of responses needs to grow to provide a more stable representation of learners and graduates. The responses received, however, are positive and attest to the value students have gained from attending.</p> <p>Youth Support and referral agents recently engaged in a stakeholder survey. There is a real opportunity for YMCANZ to improve understanding of the value of the outcomes to external</p>

<sup>3</sup> Service to the Community. Environmental Scan for the National Council of YMCA's PTE. Dr Christine Fenton August 2019

	<p>stakeholders and their support for the services offered.</p> <p>Information on the outcomes for individual students is well known by the Associations. Interviews on site confirmed good pathway outcomes and enhanced wellbeing for the students. External stakeholders commented positively on the value YMCANZ programmes add to the regions and communities. YMCA is not systematically or coherently capturing these outcomes. Doing so would demonstrate more convincingly the full range of outcomes that contribute to the learners' capability to engage in further study and employment.</p>
Conclusion:	YMCANZ programmes provide much value for the students, their families and communities. Stakeholder engagement relies on the strong relationship ties and reach into local communities. Self-assessment of outcomes is marginal at the organisation level.

### 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>YMCANZ is responsive to the needs of individual learners and the cohorts represented in different regions. Programme review is ongoing and assessed quarterly. Education managers agree that the move to more regular review allows their teams to be more responsive to the changing requirements of their students. This relatively new system is still at the fact-finding stage and improvements to programmes are localised.</p> <p>On enrolment, students are assessed against the LNAAT and a thorough needs assessment is completed. Tutors design a programme of study that takes into account any learning or emotional needs the student may have. Learning goals are personal and regularly reviewed.</p> <p>Weekly tutor and education manager meetings allow formal and anecdotal feedback to be discussed and agreed responses followed up. The monthly education managers' meetings and the quarterly academic committee meetings ensure exchange of professional practice and programmes that are mostly fit for learner needs. There is some evidence of improved delivery through collaboration among Associations.</p>

	<p>Professional development occurs regularly through tutor and peer observation and at national hui. Resources and best practice are shared through an intranet, but uptake is variable across some programmes.</p> <p>Programme development is aiming to include alternative methodologies such as project-based learning, and to provide greater flexibility for students. The lack of systematic external stakeholder feedback hampers efforts to inform innovative programme development.</p> <p>NZQA national external moderation and assessment of unit standards has historically been variable in quality; however, recent moderation results have shown good improvement.</p>
Conclusion:	Individual students' needs are generally well met by the programmes. Recently developed systems for self-assessment of programmes have resulted in some localised improvements. The lack of systematic external stakeholder feedback hampers efforts to inform innovative programme development.

#### 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>Tutors hold or are working toward relevant qualifications and most engage regularly in professional development to improve their teaching practice. Improving uptake on professional development across the Associations needs to remain a focus area for improvement.</p> <p>While there is some variance at programme level in how well aligned materials and workbooks are to the region and student demographics, the use of the intranet for shared resources recognises good practice. Teaching is responsive to individual needs and paced accordingly. A balance of classroom and learning outside the classroom allows students the opportunity to work individually and with others. Real-world situations that the students may face are introduced to aid successful integration into an adult community. Small classes allow plenty of student time with tutors and other classes to build friendships.</p> <p>Individual learning goals are identified on enrolment, often with the support of the tutor. Students are well supported to achieve</p>

	<p>their goals, with the aim of gaining the confidence to nominate another goal. The learning environment is inclusive; life challenges that students face are discussed and supported with the addition of external services, i.e. family planning, youth workers and counselling services. The previous experiences students have had with education, or the circumstances in which they arrive at the YMCA, affect their ability to engage in training. The staff are committed to supporting the students, where possible, to remain in education.</p> <p>Student surveys and the students interviewed are mostly positive about their experiences and value the family atmosphere and care offered. Gaining more representative data on student experiences by programme and by site would provide more substantial information on the value of student support systems and their involvement in their learning.</p> <p>YMCANZ PTE has mapped their inclusive education practices in relation to the Te Whare Tapa Whā framework, the Pacific Success Compass (Tapasā) model, and the Educultural Wheel model. The sites visited demonstrate a commitment to inclusive practices, particularly the successful integration of tikanga and te reo Māori.</p>
<p>Conclusion:</p>	<p>Student support is at the heart of the YMCANZ mission. Members of staff work closely with learners to enable them to understand and validate their progress. Improving uptake on professional development across the Associations needs to remain a focus area for improvement.</p>

## 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>Leadership has been strengthened at YMCANZ PTE through a recent restructure, two management appointments and revised sub-contract agreements with the six Associations. This resulted in a number of significant management and operational changes. Subcommittees of the board work with management to ensure the organisation is consistently operationalising its systems, policies and procedures.</p> <p>Change management has been well handled, with the management structure allowing good opportunities for information capture, collaboration and quality assurance. The validity of data, previously of some concern, appears to be better managed. Staff capability is being built as there is some variability in the ability of staff to understand and use the data to good effect. A professional development programme in place seeks to mitigate this.</p> <p>The establishment of the sub-contracting agreements provides greater clarity of roles and accountability in delivery of the programmes. Quarterly self-assessment reviews are undertaken by the Associations and supported by site visits by management staff of the PTE. It is too early to know whether these reviews have resulted in improved performance.</p> <p>YMCANZ PTE refers to the Associations as ‘key stakeholders’ with knowledge and reach into their local communities. A recent survey indicated that the majority of Associations felt that the governance and management of the PTE supported learner achievement well. Areas to improve were moderation (with better practice now evidenced), compliance and stakeholder engagement.</p> <p>The quality of staff performance is well managed through peer observations of tutors and performance reviews. There is a strong commitment to maintaining professional standards through staff qualifications and professional development opportunities. Staff complete a staff survey; uptake of this survey has been patchy in some programmes.</p> <p>There are good systems for identifying students needing</p>

	additional support, and a framework to aid teaching and learning of Māori and Pasifika students. The effectiveness of this framework for improving the educational performance of these priority groups is not yet known.
Conclusion:	Governance and management are well structured, with good systems to support educational achievement. Self-assessment is good. Areas for improvement include professional development to build staff capability around data analysis and an increased focus on ways to improve performance.

### 1.6 How effectively are important compliance accountabilities managed?

Performance:	<b>Good</b>
Self-assessment:	<b>Marginal</b>
Findings and supporting evidence:	<p>YMCANZ PTE has improved systems, policies and processes for managing compliance. Monthly education manager meetings focus on consistency and performance against legislative, regulatory and standard-setting bodies. There is now weekly reporting of Associations' progress in terms of course completions and delivery against Tertiary Education Commission funding requirements. This provides better accountability and management.</p> <p>The sub-contracting agreements with the Associations are improving monitoring and reporting quality.</p> <p>Unit standard assessments are collated and have been reported in a timely manner, with improved results. Moderation plans are current.</p> <p>There have been a number of inconsistencies uncovered by both the Tertiary Education Commission and NZQA since the last EER. These relate to programme delivery, enrolling and reporting on learner hours and are now resolved.</p> <p>Self-assessment and self-audit checks are still uncovering some inconsistencies in reporting by the Associations. A key focus for YMCANZ PTE should be identifying best practice and replicating it across the Associations.</p>
Conclusion:	YMCANZ PTE has recently put in place systems to manage compliance accountabilities. These are embedding across the Associations. Continued attention to consistency and accurate reporting by all Associations would strengthen the rating for this

	key evaluation question.
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# Focus Areas

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

## 2.1 Focus area: Governance and management

Performance:	<b>Good</b>
Self-assessment:	<b>Good</b>

## 2.2 Focus area: Foundation Skills 1

Performance:	<b>Good</b>
Self-assessment:	<b>Good</b>

## 2.3 Focus area: Intensive Literacy and Numeracy

Performance:	<b>Excellent</b>
Self-assessment:	<b>Good</b>
	<p>Improved reporting by the Associations has provided consistent data to inform teaching and learning. Positive gains, particularly in numeracy for Māori students, are the result of improvements in embedding numeracy into the programmes. Associations understand their demographic and deliver learning to meet the needs of individuals. Consistent professional development of literacy and numeracy tutors would improve self-assessment of teaching practice.</p> <p>Refer Appendix 1, Table 4 for evidence of literacy and numeracy gains made.</p>

## 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 National Council of YMCA's of New Zealand:

- Embed and monitor the effectiveness of improved self-assessment processes and practices across all Associations and programmes.
- Systematise and strengthen collection and analysis of stakeholder engagement evidence and the range of holistic outcomes important to students and stakeholders to inform self-assessment.
- Strengthen professional development of all tutors across programmes to improve and support teaching practice.
- Continue to build staff capability in using both qualitative and quantitative data to assist in self-assessment.
- Better articulate and evidence important support mechanisms to demonstrate the impact on and benefit for students.

## 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.*

There are no requirements arising from the external evaluation and review.

# Appendix 1

## Educational performance indicators for Youth Guarantee (NZQF level 1)

**Table 1. Course completion**

Ethnicity	Intended qualification cohort group	2016	2017	2018
Māori	Level 1-3	51.6%	55.7%	49.5%
Non-Māori and non-Pasifika	Level 1-3	69.0%	73.3%	55.8%
Pasifika	Level 1-3	66.0%	57.6%	43.7%

**Table 2. Qualification completion**

Ethnicity	Intended qualification cohort group	2016	2017	2018
Māori	Level 1-3	37.7%	48.3%	31.6%
Non-Māori and non-Pasifika	Level 1-3	50.0%	51.3%	58.3%
Pasifika	Level 1-3	32.0%	48.4%	17.6%

**Table 3. First year progression**

Ethnicity	Intended qualification cohort group	2016	2017	2018
Māori	Level 1-3	35.6%	26.8%	32.6%
Non-Māori and non-Pasifika	Level 1-3	31.9%	29.8%	49.2%
Pasifika	Level 1-3	50.0%	35.0%	25.0%

**Table 3. Participation**

Ethnicity	Intended qualification cohort group	2016	2017	2018
Māori	Level 1-3	52.2%	45.6%	45.0%
Pasifika	Level 1-3	9.1%	7.9%	7.5%
Non-Māori and non-Pasifika	Level 1-3	42.1%	48.9%	50.4%

Source: Tertiary Education Commission data

**Table 4. Intensive Literacy and Numeracy Gain Report 2018/2019 – YMCANZ data across all funds**

	2018 % sig. gain ALL	2019 % sig. gain ALL	Movement
Reading ALL	23.3%	31.58%	+ 8.28%
	Male: 25%	Male: 37.5%	Male:+12.5%
	Female: 20%	Female: 27.27%	Female:+7.27%
Numeracy ALL	30%	47.37%	+ 17.37%
	Male: 30%	Male: 62.5%	Male: +32.5%
	Female: 30%	Female: 36.36%	Female: +6.36%
Māori Reading	16.67%	45.45%	+ 28.78%
	Male: 16.67%	Male: 60%	Male: +43.33%
	Female: 16.67%	Female: 33.33%	Female: +16.66%
Māori Numeracy	33.33%	72.73%	+ 39.4%
	Male: 16.67%	Male: 80%	Male: +63.33%
	Female: 50%	Female: 66.67%	Female: +16.67%

# 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>4</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>4</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 2016, which are made by NZQA under section 253(1)(pa) of the Education Act 1989 and approved by the NZQA Board and the Minister authorised as responsible for Part 20 of the Education Act.*

*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 including ITOs but excluding universities, and*
- *maintaining training scheme approval for all TEOs other than universities.*

*The requirements for participation and cooperation are set through the Programme Approval and Accreditation Rules 2018, the Consent to Assess Against Standards Rules 2011 and the Training Scheme Rules 2012 respectively. These rules were also made by NZQA under section 253 of the Education Act 1989 and approved by the NZQA Board and the Minister.*

*In addition, the Private Training Establishment Rules 2018 require registered private training establishments to undertake self-assessment and participate in external evaluation and review as a condition of maintaining registration. The Private Training Establishment Registration Rules 2018 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, training schemes 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 2016. 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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