

Report of External Evaluation and Review

New Zealand Security Association
Incorporated

Not Yet Confident in educational performance

Confident in capability in self-assessment

Date of report: 11 February 2016

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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:	New Zealand Security Association Incorporated (NZSA)
Type:	Private training establishment (PTE)
Location:	Level 2, 132 Hurstmere Road, Takapuna, North Shore, Auckland
Delivery sites:	In addition to the head office above, NZSA delivers training at temporary locations nationwide.
First registered:	19 March 1998
Courses currently delivered:	<ul style="list-style-type: none">• 'Mandatory training'¹• National Certificate in Security (Level 2)• National Certificate in Security (Level 3 or 4)
Code of Practice signatory:	No
Number of students:	1300 trainees for the mandatory training course since late 2013; around 500 trainees under industry training agreements since late 2014
Number of staff:	Four full-time and three part-time staff
Scope of active accreditation:	Security and adult education subfields up to level 6

¹ Employment as a security officer requires a Certificate of Approval issued by the Private Security Personnel Licensing Authority. There is a mandatory training component prescribed by that authority: <http://www.justice.govt.nz/tribunals/PSPLA/training-and-competency>

Distinctive characteristics:	<p>NZSA is a non-profit peak body that advocates for the security industry.</p> <p>NZSA's main functions include providing security training and advisory services, and operating an audit regime to uphold standards within the industry.</p> <p>NZSA is a corporate trainer which delivers short courses towards the mandatory training requirements. It also delivers work-based qualification programmes comprising a series of half-day sessions for security company employees, with the support of the industry training organisation.</p>
Recent significant changes:	<p>Formerly Training Systems & Solutions Limited – NZSA acquired ownership of that PTE in September 2013 and renamed the organisation to operate as the training arm of the non-profit industry body. The former owner/director was retained as director of training and the former assistant director of training was retained as deputy director of training.</p> <p>Head office relocated from Anzac Street, Takapuna to its current location in early 2015.</p>
Previous quality assurance history:	<p>The previous external evaluation and review report of Training Systems & Solutions Limited was published in September 2011. NZQA was Confident in both the educational performance and capability in self-assessment of the organisation.</p> <p>While The Skills Organisation approved only seven out of nine assessor decisions sampled at the 2014 external moderation, NZSA was still deemed to have met external moderation requirements by the industry training organisation.</p>
Other:	<p>NZSA currently receives payment under contract to deliver mandatory training to recipients of the unemployment benefit.</p>

2. Scope of external evaluation and review

Governance, management and strategy is a mandatory focus area. In addition, the following focus areas were also selected:

- Mandatory training for the security industry: unit standards 27364, 27360 and 27361
- National Certificates in Security (Levels 2 and 3)

NZSA focused on the mandatory training course until late 2014. The qualification programmes are the future focus of the association. The above selection of focus areas reflects the full operations of NZSA.

This external evaluation and review is limited to the training arm of NZSA. NZQA has no jurisdiction over the audit arm of NZSA and is not in a position to comment on any operations beyond the association's provision of training services. Within this report, the acronym 'NZSA' refers to the training division of NZSA only.

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.

NZQA received NZSA's self-assessment materials after the association was granted three extensions.

The evaluation team comprised two evaluators. The on-site visit lasted two full days at NZSA's head office in Takapuna.

During the on-site visit, the evaluation team interviewed the executive officer, the director of training, the deputy director of training, one contracted instructor/facilitator and the senior administrator, as well as a representative of a security company by phone. A range of documents was sampled on site.

Opinion from The Skills Organisation on moderation and course delivery structure matters was sought after the on-site visit and was duly considered.

Summary of Results

Statements of confidence on educational performance and on capability in self-assessment

NZQA is **Not Yet Confident** in the educational performance of **New Zealand Security Association Incorporated**.

NZQA is **Confident** in the capability in self-assessment of **New Zealand Security Association Incorporated**.

- NZSA understands the needs of the security industry and its corporate clients. It is constantly modifying its delivery structures and methods to accommodate clients' demands and circumstances (see Findings 1.3).
- Eighty-three per cent of trainees on the mandatory training courses complete them, a positive outcome when taking into account characteristics of the typical trainee within the industry and the associated challenges (see Findings 1.1).
- There are some good examples of effective self-assessment in practice, such as the custom-designed literacy assessment to screen Ministry of Social Development clients for the mandatory training courses,² and changes to teaching and assessment materials for unit standard 27364.³

However, these factors are outweighed by some significant concerns identified at the time of the on-site visit:

- NZSA does not operate a policy to support priority trainees as identified by the government, such as Māori and Pasifika trainees (see Findings 1.5).
- Assessor judgements in 2014 were of some concern (see Findings 1.4).
- NZSA is yet to enhance its information systems and further harness the value of the qualitative data it collects (see Findings 1.6).

Overall, the evaluation team found that the training directors/managers were heavily involved in frontline training delivery and lacked the time, capacity and resources to manage and reflect on training management and operations. This is likely the reason for the issues summarised above. NZSA has identified this deficiency through its self-assessment and has since recruited additional support staff to mitigate the impact. NZQA found NZSA's capability in self-assessment effective and the association is moving in a positive direction. However, due to the concerns expressed above in relation to the performance in 2014, NZQA is unable to express confidence in the association's educational performance at this stage.

² *ibid* (see Footnote 1).

³ Unit standard 27364: Demonstrate knowledge of the security industry in the pre-employment context.

Findings⁴

1.1 How well do learners 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 **Good**.

Until the end of 2014, NZSA's primary focus was on delivering mandatory training courses to corporate clients. For 2014, 83 per cent of trainees achieved the required three unit standards. This could be seen as a good outcome when taking into consideration the characteristics of the industry and the challenges trainees have to overcome to achieve, such as the lack of past educational success and the difficulties with re-engaging in study. However, the validity of this achievement is under question (see Findings 1.4).

In 2015, NZSA started delivering mandatory training to recipients of the unemployment benefit in the Auckland region, under contract to the Ministry of Social Development. To date, NZSA has delivered four courses and the preliminary outcomes are:⁵

Table 1: Mandatory training delivered to Ministry of Social Development clients by the New Zealand Security Association, 2015

	Intake 1	Intake 2	Intake 3	Intake 4
Enrolled	15	13	15	11
Achieved all three unit standards	4	0	10	7
Successful achievement rate	27%	0%	67%	64%

Source: New Zealand Security Association

NZSA initiated a review on seeing the results for the second intake. The association held discussions with the Ministry of Social Development and

⁴ The findings in this report are derived using a standard process and are based on a targeted sample of the organisation's activities.

⁵ Figures in Table 1 reflect the outcomes after the first attempt at assessment. Achievement numbers improved after trainees underwent a re-sit within a three-month period. At the time of the on-site visit, all four intakes still had time to re-sit assessments. The final results became available subsequently, as below:

	Intake 1	Intake 2	Intake 3	Intake 4
Enrolled	15	13	15	11
Achieved all three unit standards	5	2	15	8
Successful achievement rate after re-sits	33%	17%	100%	73%

Source: New Zealand Security Association

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introduced a number of improvements to candidate screening, course design and delivery. As shown in Table 1 above, the achievement rate improved.⁶

NZSA identified the delivery and assessment of unit standard 27364 in the mandatory training course as challenging for trainees. The association developed a set of comprehensive delivery notes and modified materials. This led to a reduction in trainees needing to re-sit the assessment for this unit standard. This is a good example of effective self-assessment in practice.

NZSA only commenced delivering programmes leading to qualifications from late 2014, due to its previous focus on meeting the industry's demand for mandatory training. The evaluation team considered it too early to evaluate the outcomes of the programmes leading to qualifications.

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

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**.

NZSA is producing valuable outcomes for trainees and the security industry.

When trainees complete the mandatory training course they qualify for the 'Certificate of Approval'. This certificate allows them to be employed as security officers. Beneficiaries completing the mandatory training course acquired useful skills and enhanced their employment prospects. NZSA organises a supplementary session for successful trainees to 'meet and greet' potential employers at the end of the mandatory training course. Some of the trainees are the first in their family to complete a training programme – this is valuable to them.

For the industry, NZSA delivered the required training to many existing workers when the mandatory training was announced in 2013. Approximately 5 per cent of the workforce achieved the three unit standards through training with NZSA. Since 2015, NZSA has been supplying qualified labour to the security sector through delivering the mandatory training course to non-practitioners seeking to get employment in the industry.

NZSA also started further upskilling the existing workforce by delivering customised courses and work-based programmes under industry training agreements. This reflects the purpose of the association and is valued by a number of major security companies and also the industry training organisation.

⁶ Improvements included: introducing a custom-designed literacy assessment to screen prospective trainees; identifying reasons for low achievement, then modifying teaching and assessment materials to enhance understanding and avoid common misinterpretations; and introducing a fourth delivery day for catch-up, re-assessments, and an opportunity to meet and greet prospective employers.

NZSA solicits feedback from all participants as well as corporate clients. There is evidence of this feedback being analysed and informing decisions about improvements in course design and delivery (see Findings 1.1). There is more opportunity to enhance self-assessment by working with corporate clients to measure the value of outcomes to graduates and the industry, as well as exploring graduates' employment outcomes (or any other relevant outcomes of value) with the Ministry of Social Development.

1.3 How well do programmes and activities match the needs of learners and other stakeholders?

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

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

NZSA was well prepared for and attended to the surge in demand for mandatory training in the recent past. Mandatory training was delivered nationwide – 118 courses, each lasting two days, were delivered over 15 months. This is a significant achievement on its own in terms of quantity. NZSA made a good contribution to the immediate needs of the industry arising from legislative changes.

The ongoing training and upskilling needs of the industry are also understood and well met by NZSA. The association meets with its members, understands their needs, and designs customised training when required. Work-based training programmes that lead to qualification(s) are also delivered to major corporate clients. NZSA demonstrates an understanding of the challenges of delivering training for an industry that faces labour shortages, high staff turnover, and around-the-clock work commitments, so is constantly modifying its delivery structures and methods to accommodate the needs of security companies.

The Ministry of Social Development also appears to be satisfied with the performance of NZSA so far, as it has just contracted additional places for NZSA's mandatory training courses.

NZSA reviews and analyses outcomes and trainee evaluation on a course-by-course basis and reports findings back to clients. NZSA meets with clients to identify continuous improvement opportunities. As noted in Findings 1.1, NZSA has introduced a number of improvements to the course, such as modifying materials and screening prospective trainees to ensure the likelihood of success. This further demonstrates NZSA's performance and capability in self-assessment in relation to this key evaluation question.

Moving forward, a challenge for NZSA will be managing the risk in balancing requests from the industry against the requirements of delivering programmes the way they have been approved by NZQA.

1.4 How effective is the teaching?

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 **Adequate**.

Despite The Skills Organisation approving only seven out of nine assessor decisions at the external moderation conducted in 2014, the industry training organisation deemed NZSA to have met external post-assessment moderation requirements.

During the on-site visit, the evaluation team discussed the external moderation results with NZSA extensively, as two out of three assessor decisions were not approved for unit standard 27364.⁷ It is of concern that the industry training organisation found instances of 'questions marked as correct but the answer is incorrect' and vice versa.⁸

The association advised that these inaccuracies were likely a result of contracting temporary instructors/facilitators to meet with the surge in demand for mandatory training in 2014. The evaluation team expresses concerns about the lack of oversight and a comprehensive internal moderation system to mitigate the risks associated with temporary contractors/assessors. NZSA accepts there is room to further improve on its internal moderation practices.

NZSA is currently planning to move towards work-based training for a major corporate client. Under its plan, as many as 30 assessors employed by NZSA's client shall be delegated to assess under NZSA's accreditation. Reflecting on the learnings from delivering the mandatory training in 2014, NZSA developed a plan to manage the performance of these assessors to quality assure the validity of assessors' decisions.

There is evidence of some positive practices in training delivery (setting aside any past performance concerns about assessment and moderation). All instructors/facilitators have an extensive background working in the security industry and possess very good understanding of the sector and the legislative environment. They are able to illustrate essential concepts to trainees with genuine, personal examples. Instructors/facilitators on permanent contracts hold adult education qualifications. A small class size (a maximum of 16 trainees) ensures sufficient individual attention. NZSA delivers mandatory training strictly in accordance with the industry training organisation's guidelines.

⁷ One of the three unit standards under the mandatory training requirements.

⁸ 2014 external post-assessment moderation report issued to NZSA from The Skills Organisation.

1.5 How well are learners guided and supported?

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 **Adequate**.

A good proportion of trainees on the mandatory training courses achieve, which is an indication of a sufficient level of guidance and support provided to trainees. Mandatory training lasts two to four days. Given the nature of short courses, there is a limited level of support that can be provided to trainees.

Overall, NZSA gives trainees additional individual support when required. The mandatory training courses for Ministry of Social Development clients are delivered over four days, with the final day used to catch up, re-assess and meet and greet prospective employers. NZSA also refers trainees to the Citizens Advice Bureau if trainees require support beyond NZSA's services (such as counselling).

For the programmes leading to a qualification, literacy assessment is optional, with the corporate clients deciding whether it is used or not.

Together, Māori and Pasifika trainees were the largest group of trainees of mandatory training in 2014. It is unclear how well they are achieving, as NZSA does not currently analyse progress and achievement of these priority groups.

NZSA conducts trainee evaluation at the end of each course. Feedback is analysed and findings are actioned. On a scale of one to four (four being most satisfied) trainees are scoring NZSA's support mechanisms above a score of three on average, indicating trainee satisfaction in general. However, the concerns outlined above outweighed the positive findings from the trainee evaluation.

1.6 How effective are governance and management in supporting educational achievement?

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 **Good**.

NZSA's governance performance is acceptable. The executive officer demonstrates a reasonable grasp of the performance of the association's training arm and the issues it faces. The director of training produces a monthly report for the executive officer, who, in turn, produces a monthly report for the governing board. The executive officer also receives a progress report on achievement and completions from The Skills Organisation.

Management of NZSA is weaker, not because of capability (the training directors/managers appear very experienced and knowledgeable of both the security industry and tertiary education sectors), but because of capacity. The evaluation team noted that both the director of training and deputy director of

training act as instructors/facilitators most of the time and had been personally delivering training across the country. There appears to be limited time for the directors/managers to perform their managerial functions. As a result, planning for the proposed work-based training is not well thought out; the execution of decisions is delayed; internal moderation issues are overlooked; qualitative data collected and recorded on the association's information system is not used to its full potential; and the training directors/managers demonstrated gaps in their knowledge of the overall educational performance of NZSA (beyond individual and cohort levels). NZSA was aware of its capacity limitations through self-assessment, and has since recruited additional support staff to mitigate the impact.

As the peak body of the security industry, NZSA is leading a lot of changes in the sector, particularly in advocating a cultural change so that training and qualifications are valued. This is not a simple mission. The association has good representation on the Targeted Review of Qualifications and appears well prepared for designing new programmes that lead to the replacement New Zealand qualifications when the time arrives. NZSA demonstrates capability in innovation and reflection, and has illustrated the effectiveness of its self-assessment through some powerful examples – when its directors/managers have the capacity to operate in that space.

Focus Areas

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

2.1 Focus area: Governance, management and strategy

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

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

2.2 Focus area: Mandatory training for the security industry – Unit standards 27364, 27360 and 27361

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

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

2.3 National Certificates in Security (Levels 2 and 3)

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

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

The evaluation team considered removing this as a focus area as only one cohort had completed training at the time of the on-site visit. However, given the intention of the association to focus on programmes leading to qualifications (now that the surge in demand for mandatory training has largely been met), it was agreed this focus area should remain. The ratings reflect, to an extent, the insufficient evidence on outcomes to date.

Recommendations

NZQA recommends that New Zealand Security Association Incorporated:

- Allocate resources appropriately, so that training directors/managers have time and capacity to manage and reflect on the association's operations and performance, rather than simply delivering training.
- Ensure that future deviation from the approved programme structure, where necessary due to the operational realities of NZSA's clients, is approved by NZQA where approval is required, and, more importantly, any associated risks are identified and plans to mitigate risks are put in place.
- Consider how the association can contribute (and demonstrate its contribution) to the government's Tertiary Education Strategy, especially in relation to priority trainees,⁹ as required of all training providers regardless of their source of funding.
- Explore ways to analyse its quantitative data, identify trends and use the findings to inform continuous improvement decisions.

⁹ Māori and Pasifika trainees

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).

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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